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## Supporting young unemployed adults in the employment process through personal career counselling – expert perspective

Metropolia University of Applied Sciences

Bachelor of Social Services

Degree Programme in Social Services

Bachelor's Thesis

April 2020

Author(s) Title	Tuula Pääsky Supporting Young Unemployed Adults in the Employment Process through Personal Career Counselling – Expert Perspective URN:NBN:fi:amk-2020051812026
Number of Pages Date	50 pages + 1 appendices April 2020
Degree	Bachelor of Social Services
Degree Programme	Degree programme in Social Services
Specialisation option	Social Services
Instructor(s)	Niina Manninen, Senior Lecturer, Social Services Satu Hakanen, Lecturer, Social Services
<p>The purpose of this study is to provide information on personal career counselling for long-term unemployed young adults in the multidisciplinary TYP employment service as described by employees. The aim is to describe the client-expert relationship from the perspective of a career counsellor, to highlight the challenges and pitfalls of the employment process, and to deepen the understanding of the importance of personal career counselling in the client's employment process by exposing employees' experience, expertise and tacit knowledge. The chosen working life partner for this study is Multidisciplinary Joint Service for Promoting Employment (TYP-service), which is cooperation between municipal actors, the Employment and Economic Development Office and the Social Insurance Institution (Kela).</p> <p>Research design is qualitative research. Individual interviews were used as the data collection method. The interviews were conducted as a semi-structured thematic interview, which proceeded on the basis of research questions and the themes of Martha Nussbaum's Capability approach. This approach provides a framework for examining aspects that affect an individual's well-being, capacity to function, and quality of life, as well as their effects on a person's employment. The research data was collected from the TYP-service in Uusimaa area. The study interviewed one social worker and four career counsellors working with young adults aged between 18 and 30 who are out of work or education, and in need of multidisciplinary support.</p> <p>This study supports the notion of the importance of personal career counselling as an effective means of identifying the multidimensional needs of the long-term unemployed, activating the client, and supporting their process toward education and employment.</p> <p>The results lead to the conclusion that resources should be strengthened for personal career counselling for the long-term unemployed. The study also highlighted the need to increase mental health services for young people.</p>	
Keywords	capability approach, career counsellor, quality of life, TYP-service, youth unemployment

Author(s) Title	Tuula Pääsky Pitkäaikaistyöttömien nuorten aikuisten henkilökohtainen tukeminen työllistymisprosessissa - uraohjaajan näkökulma
Number of Pages Date	50 sivua + 1 liite Huhtikuu 2020
Degree	Sosionomi
Degree Programme	Sosiaalialan tutkinto-ohjelma
Specialisation option	Social Services
Instructor(s)	Niina Manninen, lehtori, sosiaaliala Satu Hakanen, lehtori, sosiaaliala
<p>Tämän tutkimuksen tarkoituksena on tuottaa tietoa pitkäaikaistyöttömien nuorten aikuisten saamista henkilökohtaisesta uraohjauksesta Työllistymistä edistävässä monialaisessa TYP -palvelussa työntekijöiden kuvaamana. Tavoitteena on kuvata asiakas-asiantuntijasuhdetta uraohjaajan näkökulmasta, tuoda esiin työllistymisprosessin haasteita ja sudenkuoppia, sekä syventää ymmärrystä henkilökohtaisen uraohjauksen merkityksestä asiakkaan työllistymisprosessissa tuomalla työntekijöiden asiantuntemus, kokemus sekä hiljainen tieto näkyväksi.</p> <p>Tutkimus on laadullinen tutkimus. Tiedonkeruumenetelmänä käytettiin yksilohaastatteluja. Haastattelut tehtiin puolistrukturoituna teemahaastatteluna, joka eteni tutkimuskysymysten sekä Martha Nussbaumin kykylähestymistavan (capability approach) teemojen pohjalta. Tämä lähestymistapa tarjoaa puitteet tarkastella yksilön hyvinvointiin, toimintakykyyn, elämän laatuun sekä työllistymiseen vaikuttavia näkökulmia. Tutkimustiedot kerättiin Työllistymistä edistävässä monialaisessa TYP -palvelussa. Tutkimuksessa haastateltiin yhtä sosiaalityöntekijää ja neljää uraohjaajaa, jotka työskentelevät 18–30-vuotiaiden pitkäaikaistyöttömien nuorten aikuisten kanssa, jotka tarvitsevat monialaisesti tukea työllistykseen.</p> <p>Tämä tutkimus tukee käsitystä henkilökohtaisen uraohjauksen tärkeydestä tehokkaana keinona tukea pitkäaikaistyöttömiä nuoria kohti opintoja ja työelämää. Keskeistä uraohjaajan tehtävässä on tunnistaa pitkäaikaistyöttömien tarpeet laaja-alaisesti, asiakkaiden aktivointi, palvelujen koordinointi sekä työllistymisprosessin eteenpäinvieminen. Tämän myötä asiakkaiden asteittainen siirtyminen työelämään mahdollistuu.</p> <p>Haastatteluissa tuli vahvasti esille huoli nuorten mielenterveyden häiriöistä ja niiden vaikutuksesta työ- ja toimintakykyyn sekä elämänlaatuun. Resursseja olisi lisättävä paitsi pitkäaikaistyöttömien henkilökohtaiseen uraohjaukseen, myös nuorten mielen-terveyspalveluihin.</p>	
Asiasanat	capability approach, elämänlaatu, nuorisotyöttömyys, TYP-palvelu, uraohjaaja

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### Appendix 1. Interview topics

## 1 Introduction

The idea of the research topic came up during my internship period included in the Bachelor of Social Services. The thesis examines the role of a career counsellor by means of a qualitative research method and is based on interviews from five employees working in TYP Youth services. The interviews were conducted in May 2019 as one-on-one interviews, using a semi-structured theme interview technique. In Finland, employment services for the long-term unemployed are concentrated in the Multidisciplinary Joint Service for Promoting Employment (TYP service), which is cooperation between municipal actors, the Employment and Economic Development Office and the Social Insurance Institution (Kela). At TYP, the service needs of the unemployed are assessed in a multidisciplinary manner and each client is assisted by a personal career counsellor. The overall situation of clients is taken into account and clients are supported by providing them with social, health and rehabilitation services that meet their needs. This study focuses on the significance of personal career counselling by interviewing employees of the TYP Youth service for adults under 30 years of age. The aim of the study is to provide information from the perspective of professionals on the personal support received by clients of youth unemployment services. The content of the research has slowly evolved from the material collected during the internship, the individual interviews as well as the background theory, the capability approach, on the basis of which the themes and questions of the interviews arose.

Unemployment and persistent youth unemployment in particular, continue to be a key political and social issue in Finland and the wider European context. In Finland the government has set strategic aim to reach a 75% employment rate for people aged 15-64 (in normal international and reflected domestic economic development) by 2023. To achieve this, the Government must implement an active employment policy that provides support in particular to those most difficult to employ. The Government Program states that the greatest potential for employment growth is in groups where employment potential is now low, due to either unemployment, or inactivity. These include, for example, the elderly, those relying solely on primary education, the partially disabled, people with disabilities and some people with an immigrant background. The role of municipalities as organizers of employment services will be strengthened and employment services will be reformed to support rapid re-employment of these groups. The aim is to maximise the opportunity to harness the skills and services of the unemployed more efficiently and at the same time to better meet the widely varying individual needs of the unemployed.

According to the Government Programme, the development of career counselling services also now requires sufficient human resources to guarantee a personalized service for the unemployed. (Government Program 2019.) This Finnish initiative is taking place at a time of transition and rapid change in the global and national labour market. The acceleration towards a more digitally organised economy in itself is a huge change with transformational impact on the market for labour. Greater efficiency, by implication, has the consequence of reducing employment opportunity, particularly amongst those less skilled or able to adapt. The labour market is also more prone to the potential impact of global events or unforeseen influences. The current global coronavirus pandemic remains a hugely uncertain and tragic example of this instability. The pandemic has already had disruptive short-term consequences but is likely to also have medium and long-term influence on economic and social activity and in turn on the global and local labour market. In any case, the more recent emerging pattern of changes in employment are large, rapid and unprecedented, says Räsänen, Research Director of the Ministry of Employment and the Economy (Yle uutiset 27.3.2020). Consequently, the Finnish Government program can already not be implemented according to the original goals.

In that regard, employment services and career counselling for the unemployed as a research topic is now particularly important. As a phenomenon, unemployment has been the subject of long-term extensive research and public debate. It has been studied from the perspectives of exclusion (Alatalo et al. 2017), rehabilitation (Karjalainen et al. 2015; Salminen 2019), as well as from the perspective of clients and employment services (Kokko 2018; Leeman et al. 2016; Saikku 2018). In addition, there is widespread research on the impact of mental health problems on work and function (Mattila-Holappa 2018; Rikala 2018; Raitasalo et al. 2011; Reini 2016). With regard to career counselling, research on it most often deals with career transition using different career guidance models (Kannisto-Karonen 2015; Kuurila 2014). However, research on the experience of professionals, and in particular career counsellors, on career counselling for the unemployed is difficult to find.

The primary purpose of this thesis is to make visible the experience and expertise acquired by professionals in helping young unemployed adults at risk of exclusion. Secondly, the aim is to study the role of the career counsellor but also to describe and reflect the relationship between the client and the counsellor, as well as to explore the challenges of the employment process. In doing this, the aim is not so much to examine the measures, means or methods by which the young person is employed, but rather to look

at the bilateral client-expert process, the underlying conscious and subconscious values, attitudes, perceptions, feelings and how these affect the client relationship. In addition, the further objective is to strengthen the professional identity of the career counsellors, to make their expertise visible, to reveal tacit knowledge but also to highlight potential pitfalls. The final goal is to communicate the reality of client work to all levels of the organization and to enhance the appreciation of professionals for their multidisciplinary and demanding roles.

The main goal of social work, according to Karvinen-Niinikoski (2010) is to promote the continuity and fluency of clients' everyday life in the midst of problems, in a manner that respects the individual's independence and resources, as well as promotes them. The declared value base of social work is respect for human rights and the right to self-determination of citizens, social inclusion and well-being, as well as justice and equality. (Karvinen-Niinikoski 2010, p. 249.) Martha Nussbaum's Capability Approach was chosen as a theory for this study, because it provides a framework for examining the aspects affecting individual's well-being and the quality of life and their impact on the employment of the client. The central capabilities, which are essential for human being to flourish, consist of elements such as health, bodily integrity, imagination, emotions, affiliation, education, and other aspects of individual lives. This approach supports the notion which sees a client as a subject and expert in his or her own life. (Nussbaum 2011, p.18.) The purpose of this study is therefore to investigate the importance of personal career counselling in the process that leads to an improvement in the client's quality of life and, consequently, to work or study.

The study is conducted in the form of semi-structured interviews designed to highlight and describe the relationship between the client and the counsellor and to address the challenges of the employment process. This paper is organized as follows. The first section (chapter 2) examines youth unemployment in European Union and in Finland and explores the policies and practices that promote employment. The third chapter introduces statutory services and benefits for the unemployed. It also addresses the underlying factors contributing to unemployment, such as mental health problems. The fourth chapter explores Nussbaum's capability approach and specifically the theoretical framework for this study. The fifth chapter describes the research methodology and the sixth chapter discusses the results of the interviews. The seventh chapter deals with analysing the results. The final part of the thesis concludes the paper with policy advice.

## 2 Youth unemployment

### 2.1 Youth Unemployment as a phenomenon

The group of young people who are not in employment, education or training (NEET) includes young people aged 16-29 in a wide variety of life situations. Some young people experience problems related to functional capacity, life management, health and social relations. Others, however, have voluntarily chosen, for example, to take long term breaks from employment. According to an ILO report (2019), the labour force participation of young people aged 15-24 has fallen over the past 25 years and this downturn is expected to continue in the future. Also worrying is the fact that the proportion of young people who are not in employment education or training increases considerably with age. Unemployment among young people is linked to many issues, such as the high labour mobility of young people in the labour market. Seasonal fluctuations and temporary employment relationships that are typical of young people also contribute to youth unemployment. (Hämäläinen & Tuomala 2013.) The global recession that started in 2008 has had a significant impact on the lives of young adults globally as they experienced the largest increase in unemployment rates, and persisted long after the crisis (Sironi 2017, pp.1-2). As for the rate for the total population, the EU youth unemployment rate was 15.1% in the beginning of 2008. The youth unemployment rate peaked at 23.9% in the beginning of 2013. Since the start of economic growth in 2017, youth unemployment has now returned to the same level as at the beginning of 2008 - being 14.1% in December 2019. (Eurostat 2019.)

The long-term effects of youth unemployment are due, among other things, to the fact that young people entering the labour market during the economic downturn do not have work experience and thus valuable knowledge and contacts. If prolonged, unemployment may also weaken existing skills. Employers' attitudes towards the unemployed can also be negative, as unemployment is often seen as a sign of low productivity. (Hämäläinen & Tuomala 2013.) Economic growth is a key factor in the labour market situation of young and recent graduates as labour demand increases as the economy recovers. Young people who are not studying or even seeking work are most at risk of unemployment and social exclusion. (Hämäläinen & al. 2013.) OECD report defines them as individuals with income below the poverty-line and lacking the skills to improve their economic situation (OECD data). The ILO report (2019) expresses concern that the future employment opportunities of these NEETs will be reduced because they will not acquire

the skills needed in the labour market. Over time, young people's exit from the labour market may also have a negative impact on their social cohesion. The risk of poverty and social exclusion in later life may increase. In the long run, high NEET levels will also hamper long-term economic growth. (ILO outlook for 2019.) The robust association of educational outcomes with labour market outcomes and socio-economic status as well as the high portions of low achievers in basic skills are a matter of concern. Thus, securing access to quality and inclusive education will provide for younger generations to integrate as active citizens into society and the labour market. (Joint Employment Report 2019, pp. 7-9.)

Also, the way in which young workers engage in the labour market is changing. Casual work is becoming increasingly prevalent, especially in the low skill sectors of the economy. According to ILO's report (2019) there is a clear move towards less secure forms of work often facilitated by internet technology. Young people can experience a series of short-term and precarious jobs especially in service sectors. New automation and digital technologies pose new challenges, although their effect is going to be uneven across countries, sectors, younger and older workers. (ILO outlook for 2019.) Although young women and men are ready to use new technologies, they seem to value stability and security in their working lives (ILO 2017).

## 2.2 Policies to promote employment

In Finland, it has been considered important to keep working-age people in the labour market. This is challenging as it is seen that an increasing number of jobseekers are moving away from the labour market and there is only a demand for qualified and skilled jobseekers, according to Tuominen-Tolonen (2017). The number of those who are difficult to employ (persons who have been unemployed for more than three years) has steadily increased since 2012. For many, Tuominen-Tolonen (2017) continues, unemployment has become a permanent condition despite the institutional protection networks and active measures of unemployment. Many European countries have tried to tackle unemployment through activation policies that increase the responsibilities of the working population. The main objectives may be considered to be to control the cost of welfare expenditure. Activation policies aim to combat citizens' long-term dependence on social security. (Karjalainen & Keskitalo 2013.)

Agenda 2030, a global action program approved in 2015, guides Finland and other EU countries to promote long-term sustainable development. In Finland, the government's goal is to bring the economy to sustainable growth and improve employment. The current challenges facing the Finnish economy are largely structural. That is why the government is responding to these challenges by implementing structural reforms that promote employment, entrepreneurship and economic growth.

Young unemployed people have always been a central target of labour market policies. The Youth Social Guarantee, which came into force in 2005, obliges young people under 25 to provide a job, education, apprenticeship or workshop no later than three months after registering as an unemployed jobseeker. (Hämäläinen & Tuomala 2013) Key objectives for promoting employment in Finland include securing a skilled workforce in a changing labour market and combating exclusion by developing a youth guarantee, providing education/training place and strengthening youth social and health services. Moreover, the reform of vocational education and training promotes pragmatic learning and develops apprenticeship training. The reform is based on customer-oriented and flexible vocational training, where the studies are tailored to the needs of the individual. (Government Report on the 2030 Agenda 2017, pp. 21-32.)

One government's flagship project aims to significantly increase the employability and retention of people with partial work ability. Its goal is to enable people who are part-time and out-of-work to remain in employment or to enter the open labour market. This measure improves the equality and people's quality of life as well as contributes to the productivity of society. (Government Report on the 2030 Agenda, 2017, pp. 31-32.) The Government Program supports the employment of young people by guaranteeing every young person under 25 years of age or under 30 years of age a job, work placement, work trial, workshop, apprenticeship or rehabilitation job within three months of starting unemployment.

One of the main objectives of education policy in Finland is to ensure that every elementary school student completes upper secondary education. This is done by strengthening guidance and student care services. Elementary school should provide everyone with sufficient capacity to complete upper secondary education. About 16% of 25-year-olds have attended primary school only and 40% of them are completely out of education and employment. Seuri et al. (2018) argue that those who depend solely on primary education are in a weak position on the labour market. Especially in the younger age groups,

the employment rate of those without upper secondary education is low and the share of those excluded from education and employment is high. In the future, skills requirements for working life are on the rise and the number of jobs that do not require further education beyond primary education is likely to continue to decline.

One possibility to raise the level of education is to extend compulsory schooling from the age of 16 to the age of 18. Some argue that instead of raising compulsory schooling for all, it would be better to focus on measures that are more targeted at those at risk, that is, young people who are at risk of missing out on post-secondary education. Based on studies (Seuri & al., 2018, p.27), it is also known that the various life management problems and lack of motivation, as well as a lower average education of parents and lower income level has connection to unemployment and early school leaving for young people. In their report, Seuri et al. (2018, p. 36) conclude that extending compulsory schooling would improve young people's future employment and income development. From a fiscal point of view, this would mean higher tax revenues and lower social security costs. The default is that these fiscal benefits are likely to outweigh the costs of reform in the long run, even if additional investment in student guidance and special education is made.

### 3 Services for the unemployed

#### 3.1 TYP Employment services for young people

The Multidisciplinary Joint Service for Promoting Employment, TYP Youth Services, is aimed at young long-term unemployed adults of 18 to 30 years of age. The service is a collaborative model in which the Employment and Economic Development Office (TE Office), the Municipality and the Social Insurance Institution (KELA) jointly assess the service needs of the unemployed and design employment-relevant service package to promote the employment. The service includes public employment services, social and health services, rehabilitation services and possibly other employment promotion services in accordance with the needs of the unemployed. Operation is based on the Act on the Multidisciplinary Joint Service for Employment which came into force on 1 January 2015. (The Act 1369/2014.) Under the Unemployment Security Act 1290/2002, the basic income of an unemployed jobseeker during unemployment is covered by unemployment allowance and labour market support. It is the general obligation of the beneficiary to actively seek employment and training, to provide the Employment and Economic Development Office with information and reports on his or her professional skills, employment history, training and ability to work.

The TYP Youth service is intended for young people of 18 to 30 years of age who need close, personal support in planning their future and whose employment requires the integration of several different services, such as, social workers, career counsellors, occupational health nurses, as well as Kela experts. TYP services are available with a referral from the TE Office, local social services or Kela for the following groups: people who are under 25 and have been unemployed for at least 6 months; people who are 25 or older and have been unemployed for at least 12 months; and people who are under 30 and clients of employment services who need multidisciplinary joint services. (The Act 1369/2014.)

TYP activities are based on networked multidisciplinary work where the career counsellor acts as an expert at various stages of the process as part of multi-professional expertise and collaboration. The labour administration expert is responsible for services that promote employment such as job search training, recruitment experiment, job experiment, workforce training, start-up money and start-up entrepreneur support. The role of a career counsellor is to investigate the client's overall situation and potential barriers to

employment, and utilize internal or external service networks within the organization to provide services as needed. During the three-month mapping period, issues affecting employment, such as professional skills, social situation, health status, working capacity and ability to function, are examined together with the unemployed person. A multidisciplinary employment plan will be drawn up with the client to set goals for a period of 6 months. In addition, counselling includes advising clients on social services and social security issues, as well as counselling and guidance on service-related activities such as debt counselling, substance abuse or mental health services.

Kela's role in TYP collaboration is to guide clients to action and identify their rehabilitation needs, together with the client and the multidisciplinary team, which will provide a joint statement on the client's work capacity. Kela offers various unemployment-related services, such as vocational rehabilitation, disability assessment, education support and NUOTTI- coaching. The aim of vocational rehabilitation of young people is to support and promote the functional capacity, life management, education and employment of young people in difficult and marginalized situations. KELA's rehabilitation is based on a medical report when the client has an illness or disability that impairs the ability to work or study. If a significant impairment of ability to work impedes work or study orientation, a young person under the age of 30 may apply for vocational rehabilitation services at an early stage without a medical opinion. (KELA.)

### 3.2 Rehabilitative work

Rehabilitative work is a service based on the Act on Rehabilitative Work (Act 189/2001) and organized by the municipality. It aims to promote employment and to prevent the effects of prolonged unemployment. The Act provides, among other things, for the preparation of an activation plan or a multi-sectoral employment plan, organization of the service, financing, rights and obligations of the client. The content of the rehabilitative work activity is not specified in the relevant law. In rehabilitative work, there is no employment relationship between the employee and the employer, but participation in the employment measure is reimbursed. By participating in rehabilitative work, the unemployed receive statutory benefits, such as labour market subsidy, reimbursement of expenses and a bus ticket. Rehabilitative work is also regulated by the Social Welfare Act (710/1982).

Rehabilitative work is a work-life-oriented activity where one can learn work skills at a low threshold. The career counsellor makes decisions about rehabilitative work for the client. For example, clients who are unable to work full-time are directed to rehabilitative work or group activities. Workshops usually offer a half-day program of two to four days a week, with an average of three to six months. The aim of rehabilitative work is to improve the unemployed person's capacity to participate in labour market policy measures and possibly in the future access to the open labour market. The purpose of the activity is to support the person's life management and to improve the conditions for the unemployed to be employed. Rehabilitative work activities are also used to help determine a person's work and functional ability. (Karjalainen & al., 2015.) According to study (Mäntyneva & Hiilamo 2018, p.19-24), work-related participation provides meaningful doing, opportunity to learn new things and it gives structure to everyday life. In addition, social interaction within rehabilitative work enhances experiences of appreciation, and a community culture that values participants' individuality.

### 3.3 Factors affecting working ability

In the information society, mental health and mental well-being have a major impact on people's work performance. Young adults are significantly more often excluded from working life because of mental health problems. The amount of sick leave and disability pensions due to depression doubled in Finland in the first decade of the 2000s for persons under the age of 30 (Raitasalo & Maaniemi 2011). According to Mattila-Holappa (2018), the most common causes of disability among those aged 18-34 in a fixed-term disability pension (starting in 2008) were depression disorder (39%), schizophrenia or other psychosis (34%), and mania or bipolar disorder (14%). Of these, only half were attached to work or study before retirement. It has been suggested, the increasing number of diagnoses of depression in young adults may be due to a better identification of psychiatric problems, a more positive attitude to mental health problems, a reduction in mental health stigma, and improved access to services (Filatova & al., 2019).

The economic dimension of mental health is becoming increasingly visible. Recently, mental health, and in particular mental health disorders, have received attention when the level of associated costs is acknowledged. In Finland, the cost of treating mental disorders is about 5% of total health care expenditure. The total cost of mental health

problems in the EU is estimated at around 3.5% of GDP. (Reini 2016.) It has been speculated that on the one hand, labour markets that are difficult to access for young people and the pressures and uncertainties of working life on the other hand are reflected in statistics on depression among young adults (Raitasalo & al. 2011).

Rikala (2018) has drawn similar conclusions as Mattila-Holappa in her study on factors behind young adults' disability pension caused by depression-related work disability. The study consisted of interviews addressed to young adults who have ended up on disability benefits, in unemployment, or outside the social security system due to depression. Rikala claims that livelihood problems and inadequate access to care lead to worsening and prolongation of mental health problems, and ultimately to increased disability. Typical pathways leading to disability included difficult childhood living conditions, pressures in studies and at work, and problems with access to medical care and income security. Study and work-related pressures appeared to have the same weight and importance across different subgroups, but the lack of adequate health care and income problems was more common among young adults with uncertain labour market backgrounds. Getting disability benefits also proved particularly difficult when a young adult was already absent from work and studying. Rikala (2018) argue, that the consequences of access to care and livelihood problems are serious. As a result of years of struggle, the problems of young adults are compounded, mental health problems become more severe and ability to function declines. In other words, livelihood problems and inadequate access to care lead to aggravation and prolongation of mental health problems - and ultimately to an increase in disability rates. Therefore, Rikala (2018) suggests, that appropriate early intervention and ensuring the continuity of basic financial security are often sufficient means of radically changing the course of life leading to disability.

In addition to mental disorders, neuropsychiatric symptoms (ADHD, autism spectrum) produce a variety of challenges for a young person. Difficulties relate to interaction skills and everyday routine management, such as daytime rhythm, adequate sleep or nutrition, and time management. Furthermore, psychosocial functional capacity is impaired by psychiatric related disorders such as anxiety, mood or behaviour disorder. The risk of social isolation increases which leads to a growing risk of school drop-out and problems with employment. Psychoeducation, that is, by increasing knowledge and understanding of neuropsychiatric symptoms, can help young people to understand their own feelings and behaviours, thus supporting the development of self-esteem and self-acceptance. (Lämsä & al. 2018.)

Research show that mental and behavioural disorders, poverty and unemployment limit the ability of an individual to function (Salminen 2019, p. 393-4). On the other hand, education and rehabilitation have been shown to increase functional capacity at best. Research also shows that various addictions, debts and health problems can impair the ability of the unemployed to take advantage of available opportunities and systemic incentives. Common to these people is the perceived need for rehabilitation and the fact that the labour market at present is not a realistic option, at least not immediately. (Mäntyneva & al. 2018, p. 25.)

## 4 Capability Approach

### 4.1 Dimensions of Capability Approach

The capability approach put forward by Amartya Sen and further developed by many other scholars, most notably Martha Nussbaum provides a basis for a theory of justice. It concerns established and deeply rooted social injustice and inequality, especially those resulting from discrimination or exclusion. (Wolff & De-Shalit 2013, p. 36.) The concept of capability approach is to draw attention to the structural and functional principles of society and service systems and how they support individual's resources. It focuses on the opportunities the individual has in different situations to make choices and to act according to their own values (Nussbaum 2011; Sen 1992).

Martha Nussbaum's capability approach was chosen as the theory for this study because it provides a framework for examining aspects that affect an individual's well-being, capacity to function, and quality of life, as well as their impact on a person's employability. The approach uses capabilities as a measure of well-being, which reflects the individual's ability to live and do things he or she values. It deals with the quality of life that individuals are actually able to achieve. The concept of "quality of life" encompasses many qualitatively distinctive dimensions, which are essential for human being to flourish, such as health, bodily integrity, imagination, emotions, affiliation, education, and other aspects of individual lives. (Nussbaum 2011, p.18.)

Isola & al. (2017) argue that inclusion is part of being able to connect with different sources of well-being and interaction that makes life meaningful. Inclusion is about influencing one's own life course. Sources of well-being are material opportunities such as decent living, housing, education and hobby supplies, or they can be intangible like trust, security and creativity. Sources of well-being can also be something between the material and the intangible, such as services. Participation is manifested in decision-making power in one's own life, in the ability to control one's being and actions in an understandable, manageable and predictable environment. Participation is about influencing processes in which one can exert influence over oneself, for example, in groups, services, the living environment or in society at large. Inclusion is manifested locally when a person is able to contribute to the common good, participate in creating and experiencing meaning, and joining in reciprocal social relationships. (Isola & al. 2017, pp. 3-5.)

The capability approach is referred to as a flexible and ambiguous framework rather than a strictly limited theory. From the point of view of capabilities, the well-being of individuals, social organization and the possibility of social change can be examined and evaluated. (Nussbaum 2011, 17-45.) Several researchers have come to the conclusion that capability approach may offer a useful tool to explore phenomena. In their book "Disadvantages," Wolff and De-Shalit have used Nussbaum's theory as a starting point for their research on social justice, and the dimensions of disadvantage. The results are based on interviews with disadvantaged people, such as the homeless and people living below the poverty line. Capability approach has also been used as a reference for examining the conditions for better education (Rinkinen 2015). Van der Klink & al. (2016) have developed a model of sustainable employability based on the capability approach. The purpose of this model is to describe a set of features that make up valuable work. The study examined what people consider important and what they would want to achieve in a given work environment and whether people were capable of doing so. Researchers suggest that capability approach supports a contemporary view of the work in which people work toward their own goals, which they must achieve within the broader goal of the organization. Salminen (2019) has investigated which factors prevent or promote the capabilities of young people who have received rehabilitation money due to mental and behavioural disorders. He concludes that, in terms of a capability approach, services and income transfers, and more broadly social policy, must seek to increase individuals' capabilities and freedom of choice. Attention should be given to the individuals' capability to make choices and act according to their own values in different situations.

#### 4.2 Concepts of Capability Approach

Martha Nussbaum introduces ten central capabilities which defines a decent life. First on the list is "life", which refers to normal life expectancy. The second is "bodily health", which encompass access to good health, adequate nutrition and shelter. The third "bodily integrity" refers to things such as the ability to move freely from one place to another and to be safe from violent abuse. The fourth "senses, imagination, and thought" covers themes such as education and creativity. The fifth "emotions" refers to the ability to feel and express a variety of emotions. The sixth "practical reason" refers to the ability to engage in critical reflection about planning of one's life and make choices about important issues. The seventh "affiliation" refers to the ability to live with others, to care for

other people, and to engage in various forms of social interaction. The eighth “other species” means the ability to live in harmony with animals and nature. The ninth “play” refers to the ability to laugh, play, and enjoy recreational activities. The tenth “control over one’s own environment” encompasses political and material aspects, such as the opportunity to participate effectively in political choices that govern one’s life, having free speech and association, the ability to own property as well as the right to seek employment on an equal basis with others. (Nussbaum 2011, p.18.)

Amartya Sen (1992, pp. 39–55), defines capabilities as “substantial freedoms”, a set of usually interrelated opportunities to choose and to act; to be in the position to do. It refers to whether or not the resources allow the person to fully function. According to Sen, the capability to achieve functionings will constitute a person’s freedom, the real opportunities, to have well-being, a freedom to lead one type of life or another. Thus, the key questions of the theory are: “What is each person able to do and be? What are the opportunities available to each person?” (Sen 1992, pp. 39–55.) Nussbaum explains the difference between the term “capability” and “functionings” as follows: “capability” means opportunity to select, a freedom to choose. A “functioning” is an active realization of one or more capabilities. For example, a person may voluntarily fast for long periods while someone is starving because does not have money to buy food (Nussbaum 2011, p. 24.)

#### 4.3 Dimensions of disadvantage

Wolff & al. (2013, pp. 36-37) argue that in order to understand how well or badly someone’s life is going, we need to attend to their capability to function, what they can do and be, according to the capabilities approach. “Advantage and disadvantage are not a matter of possession of resources, or of preference satisfaction, but rather of what a person is able to do and to be.” Like Nussbaum, Wolff & al. emphasize the view that disadvantage is multifaceted in nature, a person can be disadvantaged in many ways. Disadvantages and risks tend to compound each other and cluster together. For example, poverty causes people to take risks to some “functionings”, which can make them poorer still, put them in prison, or harm their health. In order to assess the well-being of an individual, consideration should be given to issues such as physical and psychological health, income and wealth, employment, meaningful social relations, a sense of belonging to society, housing and education. For example, chronically unemployed, the rough

sleepers, and/or the illiterate who dropped out of school very early are those who are among the most disadvantaged. Salminen (2019) argue, that from an economic point of view, social exclusion of young people means that they are not in employment. Therefore, they also do not have the opportunity and capability to participate in society to make their own contribution and demonstrate their skills to others. In addition, the unemployed live on subsidies, which means that they are not financially independent.

#### 4.4 The role of society

Nussbaum (2011, p. 25) formulates the concept of “substantial freedoms” as set of opportunities that societies should provide their citizens and which people then may utilize or may not utilize in action - the choice is theirs. Wolff & al. (2013, p.74) suggest that when citizens are given freedom to choose between different options in life, they are able to exercise a significant degree of responsibility for their fate. However, Nussbaum states that promoting areas of freedom is not the same as forcing people to act in a certain way. People may choose to enjoy a lower level of functioning than they are otherwise capable of, for example, they may suffer self-inflicted poor health due to poor choices in the past, or they may choose voluntary unemployment. (Wolff & al. 2013, p.74.) Nussbaum (2011, pp. 18-19) argues, that government and public policy should do everything possible to improve the quality of life of all people, as defined by their capabilities. Wolff & al. (2013, p. 37) suggest that people should have both the opportunity to achieve what they want to be or do, but also the freedom to choose from these options. And, social policies should be assessed according to how much freedom (negative and positive) people have to achieve doings and beings that they value.

Nussbaum understands, that the capability list can be questioned by claiming that one or more of the items, such as play and leisure time, are not that important. However, Nussbaum thinks that play and the free expansion of the imaginative capacities do not only provide instrumental value, but lay the foundation for a valuable life. Sometimes capabilities are in conflict with each other, and any chosen path involves wrongdoing to someone. Still, the dilemma should be recognized: any choice involves wrongdoing – and the impossibility of ranking. However, one choice can be clearly better than another, even though all available options include some sort of violation. (Nussbaum 2011, pp. 36-37.)

## 5 Working methods

### 5.1 Research questions

The research questions focus on the effects of personal career counselling in the client's employment process, as well as on factors that increase the client's ability to function and promote agency, as well as factors that impair the ability to function. In what ways does personal career counselling help long-term unemployed young adults in the employment process? How do career counsellors see their role in helping long-term unemployed young adults? What are the factors driving and blocking client processes?

### 5.2 Research design

The approach of the study is qualitative and the material has been analysed through thematic analysis. Individual interviews were used as a method of data collection. The interviews were conducted in the form of a semi-structured thematic interview, which proceeded on the basis of research questions and themes emerging from Nussbaum's capability approach. Interview topics and some sample questions can be found in Appendix 1. The research data were collected at TYP service located in the Uusimaa area. The sample, a total of five interviewees, was selected from the employees of TYP services.

A thematic interview is a method often used to collect information in qualitative research. Thematic interviews provide an opportunity to gain an insight into a topic that is less well known or rarely explored. A semi-structured thematic interview is a comparatively informal interview where the researcher interviews the interviewee by asking their opinions and views on pre-defined topics. The purpose of the thematic interview is to gain an understanding of the phenomenon at the factual level as well as at the level of meaning. The advantage of a semi-structured thematic interview is that it allows the researcher to ask additional questions and resolve possible misunderstandings during the interview. The interviewees also have the opportunity to give illustrative examples to support their views. Unlike a survey where the same questions are asked of everyone, a qualitative interview is an interaction between the interviewer and the respondent. The interviewer has a general interview plan that includes the topics to be covered. This ensures that all

interviewees go through the same topics and the interviewer gets answers from everyone. The list of topics, however, provides some freedom and flexibility to obtain information from the interviewee. In addition, each respondent is asked for personal information such as background training, work experience, position in the organization. (Puustinen 2013).

### 5.3 The participants

The number of interviewees was five people, which can be considered a sufficient sample in a qualitative study aimed at elucidating the phenomenon, in this case to describe the relationship between the expert and the client. The participants were people who worked in TYP's multidisciplinary service in the Uusimaa region as a social worker or career counsellor. The interviewees were people of different ages and genders. Three of the five participants had a bachelor's degree in social services, one had master's degree in social services and one master's degree in social work. Participants had work experience in a number of social service areas, such as child welfare, immigrant services, early childhood education, curatorial duties, housing and school services for the mentally disabled, and elderly care. Overall, the interviewees' work experience in the social field ranged from two to thirty years. Knowledge of the amount of work experience may be considered necessary when requesting observations from an employee's experience.

### 5.4 Interview procedure

The study was conducted at the researcher's internship site. The research permit was applied for from the interviewees' supervisor. Direct contact was used to recruit participants, as the interviewees were already familiar with the interviewer, and verbal consent was obtained. Interviews were conducted in the workplace, in an enclosed space, one interviewee at a time. Each interview was recorded and then transcribed verbatim. In the presentation of the results of the material, the identification of the participants and units has been removed. According to the ethical principles of the study, the interviewees were told that the results of the study will be treated in strict confidence. It is not possible to

identify an individual from a study. All interviews were conducted within one day in May 2019. The duration of each interview was 30-50 minutes, the total duration of the interviews was 3 hours 40 minutes (written on 33 pages).

## 5.5 Data analysis

The research methodology focused on thematic design. The results of the interviews sought to find frequently recurring themes that reflect on the work of career counsellors as part of a multidisciplinary team in helping young unemployed adults in their employment process. The research material consists of interviews with the target group, in which the answers are analysed in a format designed to present the interviewers' views. The information was coded into themes. All transcribed interviews were read several times and the core ideas of each interview were picked and coded in themes. These core ideas were identified as pertinent in the lives of the clients. In addition to analysing the data, the research results include citations directly quoted from the interviews. As the interviews have been conducted in Finnish, the speech style has been modified when the text is translated into English. References to the defendant have been removed from citations to maintain anonymity.

## 6 Results

In this study, four career counsellors and one social worker have been interviewed in relation to client work. The aim of the study is to provide, from the perspective of professionals, information on personal support received by clients of youth employment services. The study focuses on supporting the unemployed with personalized client relationship as a means of helping to identify their various needs, track their progress, and find effective pathways to education, work, or training. In order to preserve the anonymity of respondents, the term "counsellor" has been chosen to cover both a career counsellor and a social worker.

### 6.1 The role of career counsellor

The concept of career counselling, can sometimes be ambiguous, since career counselling can be linked to very different job descriptions. Typically, it refers to professional activities that help people deal with career-related challenges, such as pursuing career alternatives such as considering a career change or seeking employment. In the focus group of this study, the title "career counsellor" provoked much discussion. It was perceived as describing the content of the work too narrowly compared to the previous title "social counsellor" that was changed due to organizational restructuring. In the respondents' opinion, the title explicitly refers to work where the expert assists the client in career-related issues such as career planning, career advancement, job interview preparation, etc. However, in addition to education and employment expertise, knowledge of rehabilitation and social and health services is required. The counsellor must be able to consider the client's overall situation and must have knowledge and understanding of the many disadvantages that impair a client's quality of life and ability to function. Many clients need support and treatment for mental health and substance abuse problems. Homelessness, indebtedness and poverty are also typical challenges

The main goal of a career counsellor is to help the long-term unemployed find employment or start studying. According to the interviewees, the key role of a career counsellor is to assist the client in this process by evaluating the client's situation, activating the client and providing them with services that are relevant to their current life situation.

We help long-term unemployed young people who are in a challenging situation and need multidisciplinary support. For example, they may have social difficulties, mental disorders, neuropsychological difficulties, as well as learning difficulties, that is to say, even if they are offered a job, they will not be able to work. Together with young people, we then begin to build paths toward their goals, such as studying or working, depending on the young person's life situation. For clients who have been unemployed for a long time, the goal is to motivate them to become active.

Our clients' primary need when coming here is not a career, they are not going to plan a career here - quite far from it. First of all, the goal is to improve their ability to function. They are offered a wide range of services and our task is to coordinate services as career counsellors and walk alongside the client.

The first meeting between the unemployed and career counsellor takes place within the first two to three weeks of starting a client relationship with TYP. The first meeting will aim to look at the current status of the clients as well as their study history and work experience. The assessment takes into account a wide range of issues that affect the client's overall life, well-being and ability to function, such as health issues, housing, finances, debts, hobbies, family and friends. Comprehensive assessment of client situations is important to identify factors that are inhibiting employment and to develop a plan to overcome these obstacles. The meeting also discusses the clients' wishes and views on their own situation and their motivation for changing that situation. In addition, the client receives a referral to a nurse who deals with basic health issues with the client in the same way as general occupational health services.

## 6.2 Clientele and their typical challenges

The clients of TYP Youth service in general have multifaceted challenges. The clients are young people under the age of 30 who are not in employment, education or training (NEET). They have many specific needs and challenges related to their ability to work and function. The interviews brought up themes, such as difficulties in social relationships and loneliness. A wide variety of mental health problems, such as, depression, anxiety, panic disorders, bipolar disorder are common. Neurological disorders, such as ADHD and Asperger, learning difficulties and everyday life problems such as homelessness, gambling, indebtedness and insomnia are also typical issues that cause challenges in everyday life. Common to the clientele is long-term absenteeism from work or school, and as a result, social interaction has decreased for many. Typically, their life management skills are poor and the daily rhythm is upside down.

It is difficult to describe a typical client. But what defines them all is the fact that they all need help with their prolonged unemployment and getting on with life.

When a person has been home for a long time, life management skills and daily rhythm are quite mixed. Many clients say they spend several hours online or playing computer games and therefore do not sleep at night. The goal is to get started and get them "out of their dens", by offering some meaningful activities. When the daily rhythm has not been regular, it will take some time for the rhythm to return to normal.

Of course, all areas of life must be in some sort of order before going to work. For example, there are many challenges related to health and functional capacity. Sometimes substance abuse is part of young people's lives, but it may not be as dominant as one might imagine.

In general, however, the situation is the sum of many reasons and disadvantages that have accumulated slowly causing anxiety, depression or some sort of vague feeling of distress.

The loneliness of young people and their lack of social relationships was strongly highlighted in all interviews. Many young people do not have a support network, such as family, relatives or friends, to help or encourage them, consequently they have to deal with their own issues and problems alone. In addition, their social skills have not been developed or strengthened, and they have difficulty meeting the demands placed on them as young adults when they are struggling with issues of identity and intimacy.

Experience has shown that loneliness and lack of social contacts are usually a burden for clients. They may feel that their chances of influencing their own lives are limited. If prolonged, the situation can lead to loss of initiative and capacity, which appears as a lifestyle of isolation and retreating into the home, narrowing the circle of life. Thus, the lack of networks and social connections develops as a risk factor that develops increased stress and finally requires the need for external support and services.

Many young people experience loneliness. We discuss with clients about things which in more normal circumstances they should be able to discuss with their parents. Often from childhood, they had to survive alone without the support of their parents, who, because of their own problems, have been unable to help them. They have had to learn skills through trial and error. And these skills, such as the ability to live independently, are quite weak in many ways.

Somehow, this stamp of alienation is often very strongly present in these young people. Some have friends, but most of them are at work or at school.... And they feel a little different from the others because they compare themselves to the so-called "normal" guy.

The interviewees were concerned about the situation of young people with mental health problems and lack of mental health services. Many adolescents have fairly severe mental disorders, which then affect their ability to function. Depression, anxiety, bipolar disorder and obsessive-compulsive disorder are common. Many clients are afraid of social situations and suffer from panic attacks, which appear as isolation and withdrawal. The interviewees stressed that in numerous cases, social services or health services should be given priority over work-related activities.

Depression and anxiety are very visible to the clientele. But, of course, there is no limit to the whole spectrum of mood disorders per se. For example, many young people say they are really depressed but may not have a diagnosis. This is often compounded further as it seems to be considered a minor health problem, if compared, for example to diagnosed schizophrenia for which it is easier to get treatment. If depression is not diagnosed, the person is still expected to have some degree of functional ability, although the course of the illness is associated with passivity and lack of initiative.

Of particular concern is the extent to which young people lack the necessary psychosocial support and care. Some clients have an active care relationship with a psychiatric outpatient clinic, but on the other hand there are clients who have lost contact with the care provider for some reason or have no care relationship at all. For example, in order to receive Kela rehabilitation services, a client must first attend treatment for three months in order to obtain a B doctor's opinion.

After all, studies show that long-term unemployment is a major risk factor for mental health problems, deterioration of social relationships and deterioration of health. The fact is that once you are excluded from the community you are not doing well, which in turn affects many things.

Looking at the education and work history of clients, it appears many have no secondary education, and no work history has been accumulated. Many have started their studies at vocational school but for some reason have not completed their studies. There are many reasons for dropping out of school, for example learning difficulties that may not have been noticed in childhood or experiences of being bullied.

Many clients have experience of bullying at school. Unpleasant experience of being at school or in groups have increased (their) feelings of failure and reduced confidence in their ability to cope. Thus, it is important to have positive substitute experiences for discouraging events.

Sometimes a child's learning difficulties are neglected at school because the child's troubled behaviour has been misinterpreted as a behavioural disorder and not understood as a learning disability. Later in life, learning difficulties occur, for example, in working life, where a person has difficulty understanding the instructions

and needs special guidance.... In client relations, trust and openness are pre-requisites for moving forward. The most fruitful situation is when a client dares to talk about things immediately rather than afterwards.

The interviewees were very concerned about “drop-outs” and it surprised them that detecting and treating absences at school can take so long, even months. The interviewees highlighted the importance of active networking. Information flows between educational institutions and authorities and the availability of sufficient resources seem to be important in preventing early school leaving.

This is where collaboration between professionals is needed. For example, student health care should intervene as soon as student absences occur. It would be important to be able to detect the warning signs as the student progresses through school. The students should be offered alternatives to complete their studies by tailoring them to the student's abilities.

Prolonged unemployment is in itself a risk for the accumulation of various problems and disadvantages. Several mechanisms can influence the development of an individual's employment. One interviewee brought up the issue of the intergenerational transmission of unemployment – where the habit or experience of unemployment becomes normalised with the family history. Families traditional and settled ways of resolving things was seen as a potential drawback and hindrance of the individual employment development.

We can think of behaviours and patterns that are present in the family, as well as unconscious attitudes that can pass from parents to children. These established patterns have a major impact on how young people learn and adapt to new things. Experience can act as a kind of gatekeeper, reinforcing mental models and schemas. Therefore, the unlearning process is as important as the learning process.

Typical to some of these clients is that they have been "rotating" in a variety of services throughout their lives. Their client relationships last a long time, and the clients come back a second, third and maybe fourth time.

If a person comes to us for a second or third time, it makes me wonder what has happened in the meantime, or has anything happened and why not? How can a person raise benefits without anyone interfering? How is it possible that exclusion is allowed to go so far that it is not addressed in time, or preventively?

Of course, preventive action should be taken. The situation of the family should be supported right there in childhood and adolescence. We all know how to act, but why don't we? After all, we have a huge amount of information and research in society, but then things change really slowly.

Interviewees sometimes referred to "a certain type of client" when talking about a challenging client, meaning, for example, a client who fails to follow an agreed plan or fails to arrive meetings. The term may also refer to (those) clients who have already been offered a variety of activities and services, but none of the measures appear to promote the client's situation.

A "certain type of client" is client, that has missed visits, disappears, or is unmotivated. This group includes those who may have, for example, a substance abuse problem that we may not be aware of. Some employees may become cynical if a client has a lot of missed visits or cancellations, and in a way, they think "this is a certain type of client".

Also, there are those who conscientiously do their best, but they are not progressing in line with the objective of the employment plan. For example, people who are looking for the jobs they have been assigned to apply for, but their job search has not been successful - and sometimes it is hard to know why.

On a personal level, I don't think anyone would be the wrong or unwanted client. But in the culture of redirecting one may think, that if you do not meet certain criteria, then you are not our client, but you belong to another service. For example, if a client is not expected to be employed within a certain period of time, the client will be referred to a social service.

### 6.3 Setting goals to achieve change

During the mapping period, a multi-sectoral employment plan is prepared for the client, which includes both longer-term and short-term goals. The plan is carefully negotiated with the client so that they own it and they know the progress of the plan. There are certain general goals for the activity to be pursued, such as the meaningful undertaking and normalizing of a daily rhythm. But counsellors found it just as important that clients define their own personal goals for the action and are, to some extent, self-motivated to the change. For example, interviewees saw work experimentation as an opportunity to learn the rules of the workplace - such as being on time or being active - for those who were never employed or who wanted to gain experience in a particular field.

The reality is that when people come to us, they have been home for many years. The goal is to get started and get them "out of their dens" by providing meaningful activities. We start with a plan that first divides the goals into partial goals. Goals are important because they give you a reason to get out of bed at seven in the morning.

However, most interviewees felt that few clients were able to say their own goals, or they may find it difficult to express themselves. And those with goals usually have no goals related to work and education. Some interviewees pointed out that sometimes people do not dare to share their opinions but try to please the counsellor. The reluctance to express one's own opinions was seen to reflect, for example, a fear of authority.

We strive for young people to reflect on their own goals. Many people dream of their own home, living a "normal life" or better livelihood and the opportunity to travel. On the other hand, clients may tell us counsellors about goals they think we want to hear.

Perhaps young people dream of a "normal life". They would like to live a similar life as others, including work and school, because these things are emphasized and valued in our society. On the other hand, the pursuit and attainment of these issues also cause pressure on young people

Often, young people's dreams have quite a lot to do with independence and social relationships. They want to make friends and have a girlfriend or boyfriend or maybe a pet. They also want their daily lives to work. I think if I asked them to tell me about their biggest dream, it would confuse them because it seems such a "big question". I usually start by looking at smaller things and short-term goals.

There are also young people who think very differently from the vast population. They have some kind of philosophy or spirituality or lifestyle that guides their choices. For example, the beauty of the universe and the fact that everything is cleaner and more beautiful and good can be more important to them than money.

Sometimes it feels like the client thinks that the goal should be formulated in "language of the authority". I usually say that the goals should be written in a way that everyone understands.

The interviewees also underlined the realism of the goals in setting the goals. As noted, many young people have unrealistically high expectations, for example in terms of education or employment, and what kind of pay is expected when looking for a job. Some clients find it difficult to identify their own skills and resources in terms of learning ability. As one interviewee pointed out, the counsellor must help clients be aware that they may have to lower their goals in relation to their field of study, and may consider vocational training instead of university studies.

In my opinion, not all young people have a realistic view of working life and education, that is, they do not know themselves and how they would perform as an employee or a student. Some of them cannot even see themselves in work. But I think many young people can still describe their own life situation, even though they may not understand the reasons that led to it, or may not be able to tell exactly where they will see themselves in a year or two.

At the meeting, we will discuss what the future employment prospects are, whether the goals are realistic at present or whether other shorter-term goals should be considered before, for example, planning long-term university studies. For example, someone may dream of university studies, and the daily rhythm by no means supports full-time studies, or the client does not show the ability to handle their own affairs in a way that is required of university students.

For me as a counsellor, it is more important that the client gets the service or help they need. It is not good if the client is pushed toward something that does not support their own needs and motives, and which interrupts and causes new frustration and failure.

Personal counselling is built on trust, openness and honesty. Counsellor must be honest and strive for an authentic personal reaction to the client and their situation. A critical part of client-counsellor interaction is getting feedback from reactions to another's behaviour and thoughts. This allows clients to assess what kind of person the counsellor is, whether he or she can be trusted, and in what way.

When discussing their situation with clients, I stress the importance of trying to speak as openly and honestly as possible. Because then we can also make more realistic plans and goals. For example, addressing substance abuse is an essential issue that affects work and functional capacity, although not all employees may raise the issue at first appointments. On the other hand, many clients also communicate openly about their affairs, including substance use.

Basically, I believe in what the client says. Sooner or later, it often turns out whether it was true or not. Substance abuse is one of the things that a client may deny. For example, a client's appearance or something in his or her behaviour may indicate that the client has a substance abuse problem, even if he or she denies it.

Sometimes there are situations that don't progress and it seems like the client is "playing". He promises to do things just to please me or because he is afraid of losing a benefit. I usually ask directly if I have any doubts. This way the matter is brought up and then the client is given the opportunity to choose from different options as to how to proceed. In other words, the responsibility is transferred from the employee to the client who makes the choice.

Disappointments are a part of life, but in this particular area clients showed weak resilience. The failure to achieve goals can lead to frustration and thus to a loss of well-being.

For many young people, the fear of failure is so great that they think it is better to stop trying than to face failure, disappointment, or rejection. We encourage young people to participate in specific activities. If something goes wrong, it is seen more as a learning process and tells something about a person's current situation and resources.

This is not often talked about, but it is really important for young people to understand that disappointments are part of life and that everyone sometimes has to face them. Failure can be accompanied by the breaking of dreams, but at the same time it can be an opportunity to help put your feet on the ground, and perhaps start with more realistic goals.

In a situation where the client has interrupted the agreed action, I try to find out with the client what happened that led to the situation. It will also tell a lot about client's functional ability. We are not so much focused on disappointment, but on what can be learned from the situation and what to do next. This emphasizes multidisciplinary collaboration and feedback from partners such as the service provider, workplace, or school.

#### 6.4 Client activation and challenges

Initially, the counselling of this client group focuses primarily on client activation. According to Wrede-Jäntti (2018), group-based activities and peer support have a positive effect on young people's self-confidence. By giving young people the opportunity to get to know themselves, they become empowered and realize that they can truly influence their daily lives and their future. The interviewees considered it important to activate the client, for example through group activities or rehabilitative work, as it normalizes the daily rhythm and at the same time gives an idea of the client's functional ability. The group also gives the young person an opportunity to learn social skills and develop communication. In the group, the young person also receives feedback about themselves from other group members.

Here every client has their own person in charge, who can be contacted whenever necessary. Alongside this, there are group activities where they get peer support and can spend time with people of the same age with the same type of living situation. And that's what this life is about; interaction with other people.

The reality is that when people come to us, they have been home for many years. The goal is to get started and get them "away from home" by providing meaningful activities.

People who have been at home for a long time and have no social contact, apart from playing computer games and chatting on the Internet, have the opportunity to practice being together and create new social relationships, possibly making friends. It is important to have confidential communication with other people who will tell you that you are a good guy and that it is nice to spend time together.

While discussing the achievement of goals, the interviewees highlighted different challenges and pitfalls in implementing the employment plan and achieving its goals. A significant challenge and obstacle to client activation is that often people's past experiences influence how they see their future and their potential. One particular interviewee felt that patterns learned at home strongly influence young people's choices, such as how to learn new things and adapt to new things. For example, having a family with more than a generation of unemployment makes it harder for young people to make new choices and reverse the tradition of unemployment. Other challenges (in setting goals) were, for example, experiencing life as "meaningless" or expressing an inability to see the future as a continuum of different experiences. Moreover, a sense of hopelessness predisposes to depression and impair clients' functional capacity.

Young people are often unable to see the future as a continuum of different experiences. They may think that they will never become "something". They cannot see the current step on the road to dream work. Nor do they see the benefits that can be learned by doing something new and different from what they are used to or probably does not seem so important at the time. For example, they may regard any rehabilitative work or work experimentation as slave labour rather than a step toward work and dream work.

Challenges in client work include situations of inertia where the client's situation does not seem to change in one direction or another. Motivating a client for change can be difficult because the client can be relatively satisfied with the current situation and not feel the need for change. What is worrying is the fact that in the longer-term client marginalization therefore seems inevitable. One of the respondents pointed out that sometimes clients do not want any change in their life situation, because it is easy for them to be satisfied with the current status quo situation.

Sometimes clients are quite satisfied with their condition, they may have seen or have experienced all kinds of these employment services before and told the same things many times to another official. The situation has never changed, and they repeat the same things with a certain degree of certainty they have learned to tell in a given situation.

I think of the situation through pros and cons: The situation can be financially satisfactory for the client - he can cope with unemployment benefits and housing assistance. He does not want to give up the freedom associated with his daily rhythm, nor does he want the responsibility and stress that comes with commitment to work and study.

Often young people need to be motivated or even persuaded for a long time before they are ready to start an activity. At times you need to take a little bit of control and maybe start guiding your client in a new direction where he can get out of the old routine and look at his own future with new eyes. It is important to motivate the client and to bring hope and confidence to life.

Working rules can be challenging at first to get used to. For example, compliance with working hours and communications can be difficult. In addition, for many, the ability to tolerate disappointment is poor. Clients who have had many failures in life give up more easily. They may not have built resilience to discomfort in the same way as someone who has had a long career. The feeling of failure can very well be a contributing factor to leaving school or interrupting work placement.

It is not uncommon for a client to decide to leave the workplace during the day without informing their supervisor or team leader. The reason may be that after the initial enthusiasm, the situation may start to feel too exciting for the person in a new environment and the client may become anxious.

## 6.5 Client agency and freedom of choice

Major challenges of youth services appear to be about agency, inclusion and equality according to articles in Youth Living Conditions Yearbook 2018. Laitinen & al. (2010) argue, that young people need to experience being heard and understood. They need to feel that they are trusted and that they can truly influence their affairs. By reinforcing the client experience of involvement, they are also supported in taking responsibility for their lives, decisions and actions. Mäntyneva & al. (2018, p. 24) argue, that work-based participation at its best empowers and strengthens autonomous agency. When a participant is able to influence his or her participation and self-issues, it will increase his or her experience of controlling his or her own life. When asked about clients' ability to be an expert in their own lives, their ability to reflect on their own lives and make choices based on their own goals, the responses showed that this is very individual and also dependent on the individual's available resources such as skills, abilities and social networks or family support.

In many situations, clients can influence their own lives. Of course, not everyone has the ability to handle things as they should; they may lack perseverance. But then they need help building resilience.

Some people have many talents and skills including social skills, which in turn gives them a lot of agency. But can a client find the right path and make the right choice at the right time?

Basically, the young people I meet want change in their lives. But it seems they do not have the right tools and support networks and resources to bring about change. And that's why I believe they're doing the right thing when they come to our service. Of course, many need stronger individual support, someone who goes along side.

The question of the client's freedom of choice also aroused debate. According to one respondent, clients have a variety of options and services to choose from, and thus each act or omission is a specific choice that the client makes. On the other hand, all activities are mandatory for the client on the basis of labour market benefits. As a result, some young people feel that they are "victims of society" and therefore do not feel obligated to take responsibility for their actions or for their neglect.

If you talk about freedom of choice, as long as people live on the benefits of society, then the authority has a certain power over the client and then it can be questioned whether a person really has the freedom or opportunity to make a choice.

In some situations, clients feel they are the victim of the system and do not take responsibility for their choices. For example, if a person accuses others or "society" of dropping out of school.

I do not believe that young people necessarily see the cause-effect relationship of their choices, but rather act on a momentary basis. For example, some young people may not go to work or activities because they are not currently interested in going there. They do not think what the consequences of this decision will be in the long run, but more important is the feeling that is at the moment. Of course, there are always those young people who are able to think further and plan for their future, but they may have other challenges.

The statutory and compulsory legal environment and accepted practices guides the service to an action-oriented direction. Clients' eligibility for unemployment benefits is generally subject to an active job search and willingness to work. If unemployed do not meet requirements, the authorities may issue sanctions in the case of noncompliance. As far as stick or carrots are concerned, the views of employees were mixed. Some of them felt that they had power over the client while others did not see themselves being power users in relation to the client.

In this work, we aim to provide young people with choices that suit their goals and what they want. But if the client refuses to do anything and still receives social allowance or labour market benefit, such an option will not be accepted. So, there can be a conflict between freedom of choice and conditionality of benefits.

I do not see myself as such a terrible power user who controls clients. But when they come here, they may be under the illusion that they have to play a role and so they are careful about what they can say here.

It is really challenging if things are not going in the right direction. The labour administration expert then asks if the client is ready to give up unemployment benefits or whether he/she is ready to take on a full-time job. In this way, the labour administration receives a specific statement and code, but it does not currently improve the client's situation in any way.

## 6.6 Benefits and challenges of multidisciplinary collaboration

The organization's working model is based on working in pairs where both the TE administration expert and the career counsellor are responsible for the client's employment process. In addition, a young person may have his or her own network that may not be considered as a public authority, such as a detective? youth worker or a project or organizational worker who regularly meets with a client. Multidisciplinary collaboration can be challenging, for example due to bureaucracy, lack of resources or staff turnover. The interviewees saw the issue of responsibility sharing as challenging. Clients or other professionals /employees in the network do not always seem to know how responsibilities are shared between the TE administration expert and the career counsellor. Another challenge when working with the external network was that members of different professions have very limited knowledge of the professions of other experts. Working within TYP services (internal network), on the other hand, worked well for most respondents. Working with an external network to promote client affairs was seen to depend very much on the employee himself. The cooperation with Kela's services and expert was seen as fruitful. Collaborators working in the same premises were seen to support collaboration and to make the flow of information flexible and smooth.

I think that at least the internal network of TYP Youth services works well. The functionality of the external network is very much the responsibility of the employees themselves. Collaboration, of course, works better with those who work in the same space. We also have good information systems that we can use.

It is very important that the client has a network of services that work together for the client to promote employment, education or rehabilitation or well-being. And here the career counsellor plays an important role.

Client advocacy is central to this work. As a career counsellor, we need to be aware of the bureaucracy, that is, we need to tell the client what the rights and obligations mean. Sometimes these have to be explained to other network members as well. Unfortunately, it is often the case that members of different professions have very limited knowledge of the profession of other experts. For example, sometimes we may need to tell the attending physician what to record in the statement B about the client's ability to function in order to receive rehabilitation support.

Counsellors also have the opportunity to consult Kela's expert on the clients' issues if, for example, they have been in the employment service for some time and their functional capability is impaired. An expert from the Kela will take a stand on whether it is possible to consider, for example, a work disability examination, vocational rehabilitation, or to look into the possibility of retirement.

The ethical issues and value conflicts that arose in the work aroused debate. For example, there was a degree of inconsistency between the goals set by management and the performance of the client base. Obligations placed on benefits also put pressure on the client if, for one reason or another, he is unable to carry out an employment plan.

In this work, there are often conflicts of values and ethics that arise from the goals set by management and the obligations imposed on each benefit by the law. What happens here on a weekly basis is that people living on limited means can lose their benefits if they are not able to fulfil all their obligations in the agreed manner. However, I feel that we are flexible here and always strive to act in the client's best interest.

You can sometimes get frustrated, not only for client reasons but also for how certain structures work in this system. In some cases, things are moving slowly

Many people have fairly severe mental disorders, which then affect their ability to function. In such cases, consideration should be given to whether priority should be given to rehabilitative work, which requires the client to work four hours two to four days a week, or social and health services. For some clients, rehabilitative work may be too much due to either mental disorder or somatic illness, which in turn is reflected in coping.

Challenging situations are those where it is a matter of demanding clients rights related to the client's ability to work and function. For example, a client is sometimes denied sick leave in a psychiatric outpatient clinic because it is believed to passivate a young person. On the other hand, labour administration requires that the client has an appropriate social benefit, that is, when he is ill (and not available in the labour market), he must be on sick leave. So, this is, in a sense, a professional ethical conflict that should be resolved in the client's favour.

The counsellors' suggestions for developing the service were related, among other things, to collaboration and service integration, and opportunities for the career counsellor to work more intensively with clients. Services for the unemployed were perceived as very sector-specific, although experts in different fields sought to network. The interviewees suggested that different services such as health care, mental health services and rehabilitation should be integrated in one place.

From here we guide our clients to various services, such as Kela's Nuotti-coaching. However, it is important for young people to have a relationship with one reliable employee. They benefit from a personal counsellor who truly supports and participates in their processes. I wish we had fewer clients per employee and that the employees themselves could manage the entire employment process, leaving more time to serve our clients and thus making outsourced personalized support services unnecessary.

The significance of adequate resources and timely allocation of services were considered important. Many interviewees wanted to stress the importance of adequate and specific case management: for example, substance abusers need treatment for their addiction before they are ready to participate in employment services. All interviewees called for more health care resources.

Mental health patients are not always adequately treated or the continuity of client relationships in health care is not sufficiently ensured. It seems like a psychiatric outpatient clinic has an approach in which clients are believed to take care of themselves. For example, if a client does not arrive at an appointment, no one will call after them, and they will be left alone.

It is not good to refer someone who really needs acute substance abuse treatment or mental health services to the employment office because these services cannot be provided there. The client's livelihood is tied to obligations. So, if you are in poor health and unable to commit to these services, it can mean a loss of your livelihood.

Considering these TYP services, we have repeatedly called for a doctor and additional health care resources, but have not received them. There is a certain group of clients that is really difficult to get employed with the current employment services. It requires the co-ordination of many services to help them, and ultimately, work and education may not be the solution to their situation.

## 7 Discussion

### 7.1 Interview results from a perspective of capability approach

This discussion paper aims to underpin the real practical value that arise from more detailed consideration of selected aspects of Martha Nussbaum's Capability Approach in the context of the practical service provided for unemployed young people. The core of this study has been to analyse the deep experience of service interviewers in reflecting and understanding the situation of unemployed young people which is often personal and complex. The main themes of Nussbaum's work reflected here are the senses of imagination and thought, understanding of emotions, practical reasoning, affiliation and a sense of managing the individuals' environment. These themes reflect the preconditions for a good life and an individual's well-being, that is, an individual's ability to live and do things that he or she values (Nussbaum 2011, p.18.). The four other capabilities of the Nussbaum's approach - life, body health, body integrity, and other species were not used in this specific context. Finally, from this analysis, the paper proposes some additional tuning of existing policy and approach to further enhance the service offered to unemployed young people.

### 7.2 The client relationship

Working as a TYP career counsellor is first based on external statutory and legal provisions and then the organisational objectives and capabilities of the service. Counsellors are guided by professional ethics derived from social work experience. In terms of client work, the quality of client relationship is fundamentally important. Karvinen-Niinikoski (2010, pp. 248-251) suggest that the client relationship is based on partnership, equality and dialogue and not on a hierarchical client-expert relationship. Instead of proposing ready-made solutions, the aim is to find tailored solutions that help clients cope independently and strengthen their abilities. This view is consistent with the capability approach, which emphasizes client agency. This presents counsellors with a challenge to understand what aspects clients feel are most valuable and relevant to themselves - what they want to achieve in a given situation. This also helps establish if clients have the capability and resources and functional capacity to act upon the things they value most.

It was pointed out in the interviews that the role of the career counsellor is, first to engage the client. After an initial assessment of the client's situation, the plan, goals and means to promote employment are considered together with the client. When setting goals, the importance of understanding the client's own will and opinion was emphasized. This had the additional value in emphasising the counsellors' efforts to support the client's agency. By way of caution on this point, interviewers also felt that it was sometimes difficult for clients to express their own will, and "act as an expert in their own lives". Many of them simply do not know what they want to study or what kind of job they would like to do. The sixth capability on Nussbaum's list is "practical reason," which refers, for example, to the ability engage in critical reflection in life planning (Nussbaum 2011, p.18.). The ability of clients to reflect on their own lives and the ability to make choices based on their own goals is not universal. Interviewees noted that some people have wide ranging abilities and skills, including social skills, social networks, and family support. This gives them wide ability to function (agency). However, others may not have this same level of resource and capability. Challenges to successful goal setting and plan implementation were identified as lack of motivation, hopelessness, lack of resiliency, and having unrealistic goals. For example, many young people have unrealistically high expectation in terms of education or employment and what kind of salary is expected when looking for a job. Also, a person's ability to learn and adapt to new things and situations can pose challenges. Some clients find it difficult to identify their own skills and resources in terms of learning ability. As one interviewee pointed out, the counsellor must enable clients to be aware that they may have to lower their goals in relation to their field of study.

Various opinions emerged about the exercise of power inherent in the employee-client relationship. Even if employees do not see themselves as an authority in power that controls clients, clients can still feel that they need to play a role and be careful about what and how they talk. One counsellor thought that the reluctance of clients to express their own opinions may be due to the fear of authorities and desire to please the counsellor, for example, by presenting the goal "in the language of authority". In such situations, the counsellor considered it important to address the situation by asking the client directly for their views, as in the longer term it did not seem beneficial for the clients to engage in activities for which they were not motivated in principle.

### 7.3 Barriers to employment

The fifth capability is related to emotions and emotional well-being. It means the ability to interact with people, the ability to love those who love and care for us, the ability to mourn the absence of others, as well as ability to feel gratitude and justified anger (Nussbaum 2011, p. 18). A prerequisite for emotional well-being is that fear and anxiety can be brought down to manageable levels so that they do not interfere with emotional development. Having said that, according to research, mental health problems pose major challenges to an individual's employment (Mattila-Holappa 2018; Raitasalo & al. 2011; Rikala et al. 2018). Depression and anxiety are typical mental disorders that significantly impair the functional ability of unemployed youth. Interviewees stressed the importance of understanding that the transition to work of a person with a mental disorder does not take place directly through a work trial or wage subsidy. Initially life must be normalized in many areas, a person's ability to function must be strengthened, professional and social skills must be developed, and only this will enable a gradual transition to work. Effective counselling can have an important role here in supporting this transition to work being "new normal".

Interviewees were concerned not only about the increase in mental health problems among young people, but also about the concomitant decline in mental health services. They suggest that it would be important to increase mental health services for the unemployed, including those who have previously lost access to mental health services. It was also argued that, although various mental disorders have been prominently featured in the public debate, which in itself has been important in reducing stigma associated with mental disorders, decisions and measures are also needed at the political level and in the allocation of resources to youth mental health services. The common desire of the professionals was to have more health care resources, such as a doctor and a psychiatric nurse, at the disposal of the service.

Nussbaum's fourth capability identifies an individual's ability to sense, imagine, and think. A person achieves the ability to express themselves and be creative through the skills and education he or she acquires. Nussbaum thinks of education as a capability to function, the absence of which adversely affects an individual's ability to live a valuable life. Living in dignity includes, for example, the ability to make choices about important things, the ability to participate in society, and the opportunity to live a rich and social life. Nussbaum emphasizes the importance of education in the realization of the fundamental

rights of the individual and the importance of the social structure in ensuring the conditions for action. (Nussbaum 2011.)

Education is important on many levels because it advances opportunities for the individual to work, gain financial independence, self-fulfilment and social status. An occupation can improve an individual's ability and quality of life, increase life expectancy, promote health and life management, adequate nutrition, employment and housing, participation in self-development and creativity (Päivänsalo 2016). The well-being of people is not only what one is entitled to, but also to what extent one is able to contribute to society (Wolff & al. 2013 p. 45). The role of career counsellors is to take the client process forward toward work or study. The interviews emphasized the view of the importance of education as a prerequisite for employment. When looking at clients' education and work histories, it seems that many have no secondary education, let alone a work history. Many have started their studies in a vocational school, but for some reason have not completed their studies. School bullying, learning difficulties, mental health problems, and substance abuse problems were found in the background to many of these people.

When counsellors discuss school history with clients with the goal of finding out why a person has dropped out of school or studies, it often turns out that clients have different patterns of learning difficulty. Counsellors aim to track school history with clients to find out why they have dropped out of school or studies. Poor "motivation" is often expressed as a common factor. Problems associated with learning difficulty are not always observed in childhood, but they can occur when a person starts a new job. For example, a person may have difficulty understanding or following work instructions. In such situations, it was considered important to talk about things openly and honestly so that the client could get the right kind of support and the situation would move forward. Overall, the interviewees were very concerned about school dropouts and were amazed that it can take so long, even months, to detect and treat absences at school.

Wolff & al. (2013 p.54) argue that the "need to belong" is a human need that must be satisfied before a sense of self-esteem can be achieved. Without interpersonal relationships or community support, an individual is prone to social anxiety. Erik Erikson (Welchman 2000 p.76) speaks about "an optimal sense of identity" which can be perceived as a sense of psychosocial well-being. It brings with it a sense of "home" in one's own body, but also includes an inner assurance that we know where we are going and that people who are important to us recognize this. Wolf & al. (2013 p. 54) suggest, that affiliation

supports capability-formation in many areas. It gives an individual a sense of dignity and self-esteem and, most importantly, a sense of being useful. Leeman & al. (2016, p. 591) highlights, that an individual's experiential sense of social inclusion is personal and emotional and gives a sense of community and belonging to society. One begins to feel the need to avoid alienation and feel the need for friends, relationships, and community. Initial participation is the key to unlocking commitment and in turn taking responsibility. Participation can be seen as the counter-power of exclusion (Pajula 2014, p. 11).

From the interviews, it became clear that loneliness and lack of social relationships, as well as lack of parental support or the ability to rely on the help of others, describe the lives of most clients. Long absences from work or school, for their part, have increased isolation from other people and exclusion from society. Leeman & al. (2016 p.591) argue that society should enable participation by providing opportunities and resources and promote the development of skills and abilities. Indeed, the interviewees found rehabilitative work or group-based activities useful for the unemployed to learning social skills and develop communication. Wrede-Jäntti (2018) supports the notion that group-based activities and peer support have a positive effect on young people's self-confidence. In a group, interacting with others in a similar situation, young people gain resources and understand that they can really make an impact on their daily lives and futures. The interviewees also highlighted an important goal in terms of activities, namely that regular activity normalizes the daily rhythm and gives a picture of the client's ability to function.

#### 7.4 The challenge of change

According to Pohjola (2010), social work includes the idea of the possibility of human change, where even the smallest positive development can play a role and help in the process of change. Therefore, it is necessary, Pohjola continues, that the professional knows the client and meets her or him holistically as a person and actor with goals, dreams and values on which to build their lives. Respondents understand that many young people want a change in their lives, but it seems they don't have the right tools and support networks to make a difference. So, from the capability approach perspective, they may lack capabilities, both internal resources (skills) and external resources (support) to make a difference. The engagement of young people with services was seen as a way to initiate change and move forward. In terms of dreams and values, interviewees

felt it was important to direct clients to services that meet their own needs and motivations, rather than pushing clients toward something that their own aspirations do not support. However, clients often need to sustain the motivation to change for a long time, and therefore they sometimes need “additional encouragement” to become active. The challenge is, on the one hand, to push clients forward despite client reluctance and, on the other hand, to support the clients' freedom of choice and ability to take responsibility for their own choices (agency). As Nussbaum (2011, p. 24.) argues, “capability” means opportunity or freedom to choose. If clients are pushed toward something that is not supported by their own desires, and eventually interrupt, it would lead to a new sense of frustration and failure. This type of behaviour can increase the experience of failure and lead to a cycle of failure that lowers the client’s self-esteem and makes it difficult for him or her to move on (Laitinen & al. 2010, pp.166-67). Also, traditional and well-established ways of solving problems in families were considered a potential disadvantage in this context and an obstacle to the employment process. In some cases, established experience can act as a kind of “gatekeeper”, reinforcing mental patterns and process. Therefore, the unlearning process needs to be viewed as important as the learning process.

Wolff and Des-Shalit (2013, p.74) suggest that when citizens are given freedom to choose between different options in life, they demonstrate taking a significant degree of responsibility for their fate. However, Nussbaum adds that promoting areas of freedom is not the same as forcing people to act in a certain way. Therefore, freedom can sometimes conflict with well-being. Sometimes more freedom of choice can confuse and obscure thinking, and ultimately make life miserable. As we discussed situations of inertia where the client’s situation does not appear to be moving forward, but the client appears to be stuck for either their own reason or circumstances, the question arose as to how the counsellor could interrupt such a stalled situation. Motivating the client for change can be difficult. The client may be relatively satisfied with the current situation and does not feel the need for change, as it may be more comfortable to relax and “take it easy”. For example, the situation may be financially satisfactory (with benefits) and without performance obligations. What is worrying is that in the longer term, if there is no change in the situation, client exclusion seems inevitable. One of the interviewees suggested that in such a situation, the client can be helped to consider the situation through the pros and cons. That is, the situation is discussed together with the client, recognising the disadvantages and benefits of the different options. In other words, the client is encouraged to use “practical reason”.

Wolff et al. (2013, p. 74) suggested, that people may choose to enjoy a lower level of activity than they would otherwise be able to, for example, they may suffer from poor health because of poor choices made in the past, or they may choose voluntary unemployment. Based on the interviews, the clientele includes young adults for whom their worldview may be behind their “voluntary” unemployment. They are people who may think very differently than the general population. This might be expressed as a sense of spirituality or a philosophy of life that guides them and influences their lifestyle. For example, the beauty, purity, and goodness of the universe is more important to them than, for example, money.

### 7.5 Professional Ethics and developmental needs

Karvinen-Niinkoski (2010, p. 251) argues that finding solutions that help clients cope independently and strengthen their abilities, requires a professional to make use of analytical thinking and an understanding of the gradual nature of the social work process. In addition, the question of power and use of power involves ethical and moral contradictions. In the interviews, ethical dilemmas related to client work were touched on at several points. According to the interviewees, there are often conflicts between values and ethics in client work due to the goals set by the management and the obligations imposed by law. As clients come to the service at the invitation of the authority, there may be a conflict between freedom of choice and conditionality of benefits. On the other hand, the client is offered options, but if the client refuses to do something, or is not ready to take a full-time job, the client must give up unemployment benefits. Consequently, people living with limited resources may lose their benefits if they are unable to meet their obligations as agreed. According to the interviewees, this does not improve the client's situation in any way, but mainly implements the goals of the labour administration bureaucracy to get a certain statement and code into the information system. However, interviewees wanted to emphasize that, as counsellors, they look at the client's situation holistically and flexibly, and strive to act primarily in the client's best interest. This can be understood as reflecting the attitude of the employee as the client's advocate, based on the value base of social work.

Aiming to reduce the number of NEETs (young people that are not in employment, education or training), can put pressure on professionals to direct people to any activity or

job (no matter how precarious) or to find training places for them, regardless of suitability or personal preferences. However, based on the interviews that, it seems that above all, counsellors seek, to guide young people into activities that take into account the client's life situation, ability to function and, as far as possible, the client's personal interests and tendencies. As regarding to the use of power the views varied. Some of the interviewers did not consider themselves to be the authority exercising power that controls clients. Another view is that counsellors have a lot of power, for example in how actively they take the client's issues forward.

The work of a career counsellor requires a person to be able to make decisions in situations where the legislation and the guidelines set by the organization do not provide an unambiguous answer in the current situation. In this case, the employee must be able to resolve the situation quickly, either alone or, if possible, by consulting a colleague. The interviews revealed that in this respect, the way employees acted ranged from the principles of following strict rules to the resourcefulness generated by experience. As Nussbaum noted, sometimes capabilities are in conflict with each other, and any chosen path involves wrongdoing to someone. Still, the dilemma should be recognized: any choice involves wrongdoing and the impossibility of ranking. However, one choice can be clearly better than another, even though all available options include some sort of violation. (Nussbaum 2011, p. 37.)

As a final question, the interviewees were asked about the development areas of the TYP service. The need for development focused primarily on increasing mental health services, whose overload of resources affects young people's access to support and care to improve their ability to work or study. Employees expressed a desire for a doctor as part of the TYP service, in addition to nurses. Deficiencies were seen in client transfers and service referrals. For example, it was felt that the primary need of people with substance abuse problems is to deal with the substance abuse problem before it is possible to start planning measures leading to employment. At this point, multi-sectoral cooperation between different networks was seen as essential. In the end, however, personal support and counselling was seen as the best way to achieve results and meet client service needs. Therefore, the aim would be to keep the ratio of employees to the number of clients in balance with sufficient human resources.

## 7.6 Reliability and limitations of the study

The study was conducted and proceeded in accordance with the objectives and process set for the study, as described in the chapter Research Methods. The study is limited to five interviewees whose work experience ranged from a few years to several decades. Each had an average of one hundred client relationships. Employees' values and views on how and with what attitude the work should be done were consistent. It is therefore conceivable that, although the results were limited for generalization, they were still consistent and in parallel with related research and literature. In addition, it should be remembered that personal counselling has been viewed specifically from the perspective of a career counsellor and that research findings are based on employees' opinions and subjective experiences. From a clients' perspective, the results might look a little different. And as such, it would be an interesting topic for further research. However, this study can provide information as well as tacit knowledge about the work of a career counsellor and the elements of its success and challenges. The interpretations are made by the researcher and rely on the reasoning that the researcher makes when analyzing the results. As with all studies, there were limitations to this study. It should be noted that, the author of the thesis, had already become acquainted with the service itself and the people working there during their internship period. Therefore, the researcher's susceptibility to bias (promoting distortion of objectivity) and the possibility of prior assessment before analysing the data, may distort the research result.

The research has followed ethical recommendations and a sensitive approach in accordance with good scientific practice in polytechnic theses. Only the information that was important for the thesis was utilized from the material. The recorded material collected for the study was securely stored on a password-protected hard-ware and properly destroyed immediately after the material was no longer needed. In terms of ethics, the study sought to prevent the disclosure of the identity of interviewees, so no personal information was requested. The only basic knowledge was the amount of work experience, which was seen essential when asking for observations that emerge from an employee's experience. In a reasonably small organization, there is always a risk that someone may identify a research participant. In addition, the results of the interviews were very similar for several questions, further reducing the possibility of identification.

## 8 Conclusion

In conclusion, the problem of long-term unemployment among young people means more than that they do not work in available jobs. Measures to promote youth employment do not only mean helping people to finding employment, but tailoring services to the different and multidimensional needs of the target group by providing them with personalized and multidisciplinary support. This requires cooperation with different actors and the provision of multidisciplinary support, such as mental health services.

Political rhetoric continues to focus on the target group of unemployed marginalized youth. This group has been a focal point in government programs for many years. Despite this attention, the practical steps taken to date are quite modest. A variety of mental disorders have been prominently featured in public debate, magazine headlines and social media. All of this is important in reducing the stigma associated with mental disorders. To achieve sustainable change, it is clear there is also a need for further policy decisions and measures at a policy level and for the fresh allocation of resources to youth mental health services. As the interviewers pointed out, this is a specific clientele for whom it is really difficult to find employment within existing services offered. Coordination of many services is needed to achieve this and, in the end, just a focus on "work and education" may not be the solution to their situation. The common wish expressed by professionals was to engage more healthcare resources, such as a doctor and a psychiatric nurse, into the service.

In their work in TYP service, career counsellors need to be able to independently assess the client's working life skills and training opportunities, reflecting the clients' overall situation and issues affecting the client's ability to function. In addition to expertise in education and employment services, work involves a wide range of responsible areas that require extensive professional skills and experience, such as knowledge of rehabilitation and social and health services. Many clients need support and treatment for mental health and substance abuse problems. Homelessness, indebtedness, poverty are also typical additional challenges. The counsellor needs to have knowledge and understanding of many disadvantages that impair a client's quality of life and functional capacity and be able to guide the client to the right services. The activity of TYP service is based on law, so, up-to-date knowledge of guidelines and legislation on employment continues to be required. Moreover, the counsellor must have the ability to operate in different networks and have effective interpersonal and communication skills. In short, the challenge

for the counsellor is to be professional in dealing with often complex situations in the cross-pressures of available opportunities and alternatives.

When considering new and more effective approaches in managing employment and new forms of employment measures, it is important that management and policy makers understand the multi-sectoral needs of the clientele. Mental health problems, among other things, pose major challenges for individual employment. The leap into the workplace of such an individual does not necessarily occur through work experimentation or subsidized work. First, the broad life framework of the client needs to be stabilised. This strengthens the individuals' functional capacity. Progressively building social skills and relationships will allow for a gradual transition to working life. However, it must be recognised that this road is unlikely to be straightforward. Relapses may occur and at these times the consistent role of personal support and counselling in this process becomes significant.

The current study provided an overview of the phenomenon of youth unemployment and measures to combat it. Based on interviews, personal counselling and support seem to be an important and effective means of identifying the multidimensional needs of the long-term unemployed, tracking their progress and finding effective pathways to education, work or training. A personal career counsellor can have a significant impact in supporting long-term unemployed young adults not only towards work and education, but towards finding their own dreams and personal meaning and thereby achieving the personal fulfilment and joy that make up well-being and quality of life.

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## Interview topics - including some sample questions

1. **The role of career counsellor.** Describe the role of a career counsellor and the key objectives in this job?
2. **Clientele.** Describe the clientele and their challenges.
3. **Initial assessment.** What things do you pay attention to when evaluating a client's situation? Clients' own perception of their situation and work ability?
4. **Challenges.** What challenges do clients have? What are some of the typical disabilities that prevent young people from finding employment or studying?
5. **Change and setting goals.** What do you think about clients' ability to set goals in their lives? What are the challenges in setting goals and achieving them?
6. **Youth employment services.** What kind of services are available for young unemployed people? How would you develop the service?
7. **Client agency.** Do clients have the skills and resources to act as "experts in their own lives? What opportunities young people have to make choices in their lives? Do they have the ability and freedom to choose?
8. **Freedom of choice, taking responsibility.** What do you think about the clients' ability to reflect on their own life and take responsibility? The power of authority and how does it come about?
9. **Work community and multidisciplinary.** What are the strengths and weaknesses of your work community? How does a multidisciplinary service works?
10. **Ethics:** What kind of ethical contradictions arise in a multidisciplinary service?