

Work Research Institute AFI

Inclusion of young people in school, work and society – a review of Nordic research literature

**Kjetil Frøyland, Andreea I. Alecu, Jannike G. Ballo, Anne Leseth and
Talieh Sadeghi**

**– In collaboration with Ali Abdelzadeh, Cecilie H. Anvik, Margrét Einarsdóttir, Firouz
Gaini, Anne Görlich, Ilse Julkunen og Christina V. L. Larsen**

**OSLO METROPOLITAN UNIVERSITY
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Inclusion of young people in school, work and society – a review of Nordic research literature

Writer/s: Kjetil Frøyland, Andreea I. Alecu, Jannike G. Ballo, Anne Leseth og Talieh Sadeghi

– Ali Abdelzadeh, Cecilie H. Anvik, Margrét Einarsdóttir, Firouz Gaini, Anne Görlich, Ilse Julkunen og Christina V. L. Larsen

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Project leader: Kjetil Frøyland

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Resymé:

In autumn 2019, the Norwegian Ministry of Labour and Social Inclusion and the Nordic Council of Ministers commissioned a literature review from the Centre for Work Inclusion (KAI) at OsloMet based on relevant Nordic research literature on vulnerable young people, exclusion and inclusion. Responsibility was assigned to a group of researchers at OsloMet/KAI who have collaborated with an external research group, reference group and user group, all comprising representatives from the Nordic countries/areas. A strategic literature search was conducted comprising a systematic search and subsequent identification of relevant studies based on input from the research group. A total of 84 studies were included. The main focus has been on studies from the social sciences on inclusion in work, school and society. The literature review identified many common challenges between the Nordic countries, but also contextual differences. The studies describe positive effects from various initiatives targeting vulnerable young people. We find consensus in the literature when it comes to what it takes to improve opportunities for inclusion. Facilitating good interaction, good relationships, establishing community arenas, providing sufficiently close individual follow-up by support personnel with inclusion competence and facilitating participation are all key factors. Factors at the structural level are also important, such as coordination and cooperation, flexible pathways through the education system, and parallel and simultaneous assistance and efforts. It is a key point that a certain continuity and duration of measures and efforts is required. We consider it a weakness in the effect studies from the Nordic context that they do not study inclusion as a phenomenon and that they are unclear about the effects of the various measures targeting vulnerable young people.

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Arbeidsforskningsinstituttet AFI
OsloMet – Storbyuniversitetet
Pb. 4 St. Olavs plass
0130 OSLO

Work Research Institute (AFI)
OsloMet – Oslo Metropolitan University
P.O.Box 4 St. Olavs plass
N-0130 OSLO

Telefon: +47 93 29 80 30
E-post: postmottak-afi@oslomet.no
Nettadresse: oslomet.no/om/afi

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Preface

As part of an initiative to strengthen efforts in the field of social policy, the Norwegian Ministry of Labour and Social Inclusion and the Nordic Council of Ministers (the clients) commissioned a literature review and overall summary of relevant Norwegian and Nordic research literature on vulnerable young people, exclusion and inclusion. The clients wanted a summary of methods, policy instruments, initiatives, measures and interventions at the individual, group and system/structural level that research has shown to be effective for the inclusion of vulnerable young people in school, work and society.

The assignment was given to the Centre for Work Inclusion (KAI) at OsloMet in autumn 2019, but in 2020, the project was expanded to become a Nordic project with additional funding from the Nordic Council of Ministers. From KAI/OsloMet, Professor Anne Leseth from the Centre for the Study of Professions (SPS), researcher Andreea I. Alecu from Consumption Research Norway (SIFO), and researchers Jannike G. Ballo and Talieh Sadeghi from the Work Research Institute (WRI) have all contributed throughout the project to the literature searches, reading, assessment, analysis and writing of the report. Researcher Kjetil Frøyland from the Work Research Institute has managed the project, with the exception of winter 2020/spring 2021, when Anne Leseth took his place. The OsloMet researchers made up the project's core team, but they have also collaborated with a research group, a reference group and a user group¹ with representatives from Denmark, Iceland, Finland, Norway and Sweden, as well as the Faroe Islands and Greenland.

We would like to thank the Norwegian Ministry of Labour and Social Inclusion for good and constructive collaboration throughout the project period. A particular thank you to all of the participants in the Nordic research group that was established as part of the project, who contributed to the preparation work, literature searches, analysis and writing of the report. A special thank you also to the user group with representatives from Greenland, Finland, Denmark and Norway, and the reference group, both of which provided helpful and important input. Thank you also to the library at OsloMet, which carried out a systematic literature search for us. Last but not least, a thank you to Angelika Schafft for quality assuring the report. Any errors or shortcomings in the report are the responsibility of the authors.

Kjetil Frøyland

Project manager

January 2022

¹ The user group only had representatives from Denmark, Finland, Norway and Greenland.

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Summary

As part of an initiative to strengthen efforts in the area of social policy, the Norwegian Ministry of Labour and Social Inclusion² requested an overall summary of relevant Norwegian and Nordic research literature on vulnerable young people, work and social exclusion and inclusion. The assignment was given to the Centre for Work Inclusion (KAI) at OsloMet in 2019 and was expanded in 2020 to become a Nordic project with funding from the Nordic Council of Ministers. The work was assigned to a group of researchers from the Work Research Institute (WRI), the Consumption Research Norway (SIFO) and the Centre for the Study of Professions (SPS) – all based at OsloMet. This group of researchers have been the main contributors to this work, but they have also collaborated with an external research group, reference group and user group, all with representatives from the Nordic countries and areas.

The purpose of the literature review was to obtain insight into the situation of vulnerable young people in the Nordic countries, key characteristics of exclusion, and the effects and outcomes of initiatives and measures aimed at improving the inclusion of young people in work, school and society. The assignment was first and foremost to focus on inclusion rather than marginalisation. In other words, it was knowledge about the 'way into' work, school and society that was requested, rather than knowledge about the 'way out'. The assignment covered the following main tasks:

1. To compile and summarise relevant Nordic scientific knowledge about the inclusion of vulnerable young people in education, work and society
2. To make a critical assessment of the scientific knowledge available
3. To discuss which measures are effective from an overall perspective
4. To point out knowledge gaps
5. To suggest research projects or other relevant measures to cover such knowledge gaps

The overall research question for the literature searches and the project was:

What research-based knowledge is available in and for the Nordic countries about the inclusion of vulnerable young people in school, work or society?

Method

A strategic literature search was conducted in early 2021 comprised of a systematic search undertaken by the university library at OsloMet (department for systematic searches), and a collection of relevant studies based on input from the Nordic research group (identified using the 'snowball method'). A total of 84 studies were included. Of these, 21 came from the systematic search, 43 from the Nordic research group's proposals, and 20 from the OsloMet researchers' own proposals. In addition, 17 summaries of research relevant to the inclusion of vulnerable young people in the Nordic countries were included. In all, more than 100 studies have been used in this literature review. This is in addition to national reference literature that the Nordic researchers have used when describing the situation for vulnerable young people in their respective countries.

The 21 studies derived from the systematic search consist exclusively of scientific articles published in English-language peer-reviewed journals. They are limited to articles focusing solely on inclusion in the context of school and work. The 63 studies proposed by the Nordic research group and the researchers at OsloMet include both scientific articles (in a Nordic language or

² At the start of the project, the ministry was called the Ministry of Labour and Social Affairs, but became the Ministry of Labour and Social Inclusion from 1 January 2022.

English), reports, books, book chapters, PhD dissertations and a number of official public studies/reports. In addition to inclusion in school and work, these studies also deal with inclusion in society more generally. The 17 literature reviews are also a combination of different types of summaries, ranging from systematic reviews and scoping reviews to more thematically oriented and selective summaries published as reports.

The majority of the publications included in this project are peer-reviewed. This applies to all scientific articles, scientific book chapters, dissertations and also many of the reports. In addition, we have assessed the quality of each publication and its relevance for the purpose of this literature review. We have prioritised research-based publications in the social sciences from the Nordic countries about:

- Vulnerable young people, rather than young people in general
- Young people who do not participate in school, work or the community, rather than young people who participate to some extent but are at risk of dropping out
- Inclusion, and not marginalisation
- Ordinary arenas, rather than segregated arenas

The main focus has been on inclusion in employment and education – and to some extent also in society. We generally find few studies on this topic, particularly from Greenland, Iceland and the Faroe Islands, whereas knowledge production is greater in Norway, Sweden, Denmark and Finland.

Results and findings

The studies describe a number of effects and outcomes of a variety of measures and initiatives. Let us briefly summarise some of the most important ones.

Individual-oriented and relationship building efforts

Several studies show positive effects of having a mentor, youth pilot or counsellor who provides close follow-up and is in close dialogue and collaboration with the young person over time. Such follow-up can help the young person to become involved in activities, school or work, as well as providing further motivation and a sense of security and mastery. Several studies emphasise the need for tailoring and that the adaptation of assistance and efforts to the individual's needs can help them to see opportunities and to participate in school, work or other activities. It is essential that efforts are based on thorough assessments of and extensive knowledge about the individual's needs.

A key point raised in many of the studies is that building a good relationship and trust between the young person and the support system can create a good starting point for cooperation and inclusion work, thus increasing the chances of good outcomes. Other studies emphasise that in order to promote inclusion, young people should be provided with psychological tools. These include life mastery programmes that provide different forms of competence, such as personal, social and professional skills. A number of studies also emphasise the importance of cooperation with and participation by the young people themselves and their families. Close cooperation can provide motivation and commitment, and lead to more adapted efforts that meet the individual's specific needs.

Organisational and structural measures and initiatives

A number of studies find that establishing dedicated arenas where young people can meet other young people and receive individualised assistance, while also taking part in a supportive community, is beneficial to many. Such arenas can encourage them to believe that change is

possible, inspire them to set goals and to make a start on future-oriented activities that could ultimately lead to more schooling or work.

Several studies also indicate that good collaborative practices – for example in the form of *team collaboration* – can provide opportunities and make it easier for the support system to find constructive solutions in collaboration with the young person. Overall, the literature shows that interdisciplinary teams that follow up the individual can ensure collaboration between and coordination of the support and services in place around the young person.

Furthermore, a number of publications suggest the necessity of comprehensive, multifaceted and parallel efforts to solve interaction challenges and facilitate the inclusion of vulnerable young people, for example where efforts to acquire work are combined with social, therapeutic or qualifying efforts, or where individual, relational and organisational measures are combined.

Several studies indicate that the attitudes and beliefs of the young people's support personnel are of great importance in order for them to feel seen, heard and understood. For example, it is important that the support personnel have faith in the young person's possibilities, and that their problems are not individualised, but rather linked to the interaction between the young person, the support system and their school, workplace or local community. Some studies show the importance of the support personnel not basing their work on stereotypical and biased opinions about the users. Several studies argue for a shift from individual-based explanations and mindsets to relational approaches in measures and methods, and in the support system in general, when it comes to understanding the young people's challenges and finding solutions. This means:

- to stop 'blaming the individual' for the lack of inclusion and instead 'blame' the (lacking) qualities and characteristics of working life, the school, local community or support system
- to see motivation not as an inherent (or lacking) quality of the individual, but as something that is created in interaction with the environment
- that inclusion must be considered a mutual process

A number of studies show that flexible, individualised or alternative pathways through upper secondary school can help vulnerable young people to complete more formal schooling and achieve better results. Such alternative pathways could involve making more and better use of workplaces as part of schooling, getting close individualised follow-up from a mentor or youth pilot, or in other ways receiving extra support while attending school.

Negative and unintended effects

The studies commonly found negative effects and experiences, and these could occur intermittently in many inclusion processes. Examples are unsuccessful searches for a suitable workplace or field of study that meet the individual's goals and expectations, or that the young person has been given tasks or challenges they do not master, or that health challenges set them back and delay the inclusion process. Several unintended effects of measures and efforts have also been described, for example that front-line workers in the labour and welfare services reproduce racial, gendered and class-based stereotypes and dividing lines instead of levelling them out. Public attention and commitment to 'vulnerable young people' can also contribute to stigmatising them as a group rather than helping them into the community.

Rapid inclusion or build opportunities in the long run?

A common trait in many of the individual-oriented and organisational measures or efforts is that good effects are not a given outcome. Studies indicate that it is rather the *possibility* that the desired effects may occur that is increased through measures and initiatives. The studies we have read thus describe different inclusion approaches. While some argue for rapid inclusion in

school or work, others are more concerned with creating opportunities in the long-term and building individual capital or resilience over time, or strengthening the appropriate skills in the support system.

Studies on work inclusion

The literature on work inclusion mainly argues that in order to include vulnerable young people in working life, individualised strategies and long-term follow-up are required, in combination with an appropriate match between each youth and their workplace/tasks. Efforts and support may be needed in several areas at the same time, and this will vary between individuals, but also over time for one youth. Several studies emphasise that the support apparatus can play a crucial role, but that in order to do so, the staff must have the appropriate competence and knowledge of how to facilitate workplace inclusion of vulnerable young people. Several studies show that Individual Placement and Support (IPS) and Supported Employment (SE) are good and effective approaches to including vulnerable young people in work. In addition, we find support for measures such as wage subsidies having a positive impact. However, there is little knowledge about the duration of such inclusion.

We have found few studies that deal with how to engage employers and workplaces in the inclusion of vulnerable young people, even though several point out the need for this. The role of employers and workplaces in relation to this target group is thus an area we have limited knowledge of. There are also very few studies of inclusion processes in the workplace from a longitudinal perspective, although a few studies point out that inclusion in working life requires long-term learning processes where the young person, the employer/workplace and the support system must jointly develop support solutions that last.

Studies on inclusion in school and education

Studies on inclusion in school and education that emphasise individualised efforts argue for individual adaptation, tailoring and support based on the fact that vulnerable young people have different and complex needs. Several of the studies advocate a relational shift where emphasis is placed on understanding the young people's challenges in an interpersonal/relational perspective and consequently seeking to solve their challenges in the same relational space. The use of mentors or youth pilots as part of the inclusion work is another example of a relationally-oriented approach. The studies also show that efforts aimed at strengthening school-home relationships are significant for including vulnerable young people in school in general, and particularly for those with a minority background.

Studies examining the effects of organisational and structural efforts, such as interdisciplinary and cross-sectoral work, find that the complexity of vulnerable young people's problems requires interaction across sectors, disciplines and professions, where mutual trust, respect and a good spirit of cooperation are found to be crucial prerequisites for succeeding in the inclusion work. In schools, this requires appropriate interdisciplinary work. Another important topic is how to make the school flexible enough to meet the needs of vulnerable young people, and how alternative educational pathways can be facilitated. The studies we have examined describe several alternatives including a greater focus on qualification/training in regular workplaces, extra support in parallel with ordinary education, alternative qualification in the form of work training, and adapted education. They also emphasise that better arrangements must be made to enable young students to have the financial resources necessary to complete basic education.

Studies on inclusion in society

The literature on inclusion in society conveys that inclusion occurs continuously and on many levels. One area that is particularly emphasised is young people's participation in the development and establishment of and research on various local initiatives. Young people need

their experiences and opinions to be taken seriously. Both emotional and practical guidance and support are necessary. The literature points out that practical activities that promote a sense of social belonging can help to build trusting relationships and strengthen self-esteem and self-confidence. The literature shows that stereotypical attitudes among support personnel who collaborate with young people could represent an obstacle. For example, preconceived notions about vulnerable youth among employees at a labour and welfare administration office will not necessarily promote inclusion. A number of studies show that for inclusion to be successful, it must be sufficiently attractive both to the young people themselves and to the arenas in which they are to be included in order to make them strive for change. Inclusion is a continuous process, and it is considered a key to success that all parties involved recognise that the process must be sustainable.

Studies on structural challenges and transitions

The studies indicate a number of challenges related to collaboration and coordination that impede the inclusion of young people in working life, school and society. Many of the studies propose solutions as to how the challenges can be met, and can be seen as different versions of complex, multifaceted and holistic approaches executed partly at the individual/case level and partly at the community level. We have not identified a final or unambiguous solution that covers the most important elements, but the different studies suggest many of the same organisational, learning and collaborative efforts. These include:

- multidisciplinary teams working together
- establishment of cross-sectoral networks
- physical co-location of services
- formalised guidelines for collaboration (agreements, procedures, regular meetings)
- creating opportunities for a common understanding of needs across sectors and services

In the same way as the inclusion of vulnerable young people must be understood as an ongoing process, the studies we have read also show that good cooperation and good interaction with regards to vulnerable young people should be understood as processes that must be nurtured and continuously maintained, and not something to be established once and for all.

Studies on the 'good meeting' and the 'good relationship'

The studies highlight the importance of the following points to establish the 'good meeting'³ and the 'good relationship' with vulnerable youth:

- The youth must feel that the adults who help them and provide follow-up appreciate and genuinely like them
- Mutual trust between young people and adults in the support system
- Experience of being seen, valued and recognised
- Experience of belonging to a social community, which also makes relationship building between the young people important
- Pleasant physical premises and socialising over a meal
- Informal settings can be useful rather than schools, workplaces or public services premises
- Resources for close follow-up (not necessarily individual) over time

³ This is an established term in the Nordic countries that describes a sense of being well received and experiencing good interaction and service

Studies on different groups of vulnerable young people

We found several studies that discuss different sub-groups of vulnerable young people. These are separate studies from specific contexts. There is also likely to be more relevant knowledge about different segments of vulnerable youth than we found in the literature. Much of the research we have found seems to be concerned with vulnerable young people in general, and a main point in this context is that measures and approaches must always be adapted to the individual and the context in which they live. This also includes adapting measures and approaches to the specific challenges and potentials of different sub-groups of vulnerable youth. However, our literature review has not painted a sufficient picture of what kind of Nordic knowledge is available on inclusion in school, working life and society for all possible sub-groups of vulnerable youth.

Findings from effect studies

We found few effect studies in the literature, and most of these examine the effects of measures aimed at stimulating participation in working life. No effect studies that we found have studied complex inclusion processes, i.e. the combination of different types of efforts and on different levels directed at the sustainable inclusion of vulnerable young people in school, working life or society.

There are two findings in particular that are robust in the effect study literature. These show that work placements and work training primarily have negative effects on inclusion in employment or education, while wage subsidies, training measures and Individual Placement and Support (IPS) appear to have more positive effects. However, there is considerable variation in the accuracy of the different measures in relation to the user group they are designed for. Several studies show that the effects vary over time and between groups, which means that it is important that the effects of measures are evaluated at several different points in time and studied for different sub-groups. We find few traces of this type of research in the literature.

In general then, we find a weakness in the effect studies as regards the Nordic context in that they do not study inclusion as a phenomenon, instead focusing on the specific factors involved, and in that they are unclear about the effects of the various measures and initiatives for the most vulnerable young people. At the same time, our literature review indicates that the solutions we seek seldom *can* be evaluated for effect. It would appear that successful inclusion is achieved by working continuously at several levels simultaneously and across services and sectors. Furthermore, good inclusion will be characterised by many different outcomes at different times: health, school performance and work affiliation over time. It is therefore difficult to measure the extent to which a complex service affects the degree of inclusion for different groups of young people in different arenas.

Consensus on what improves opportunities

In sum, the literature does not indicate any one measure or approach that can solve the inclusion challenges alone. On the contrary, several studies argue that there is in fact no single measure that can solve the challenges. One main impression from the literature is that there seems to be something close to a consensus regarding what is needed in order to improve vulnerable young people's opportunities to thrive and participate in communities such as school, work and society.

On the one hand, qualities at the individual level are emphasised, such as facilitating:

- the 'good meeting' between vulnerable young people and support personnel in front-line services
- the development of good relationships with young people
- the establishment of some form of community

- close individual follow-up from support personnel with expertise in how inclusion in work, school or local communities can be facilitated
- youth participation

At the same time, a number of elements at a more structural level are highlighted, such as:

- sufficiently good coordination and cooperation between a number of agencies, especially during transition phases such as from the care of the child welfare service to ordinary follow-up from employment services, or from living at home to education and/or working life
- sufficiently flexible and/or alternative pathways through the education system
- a holistic approach based on individual needs, where support personnel and agencies work on several issues, preferably on several levels, simultaneously and over time

A key point is that a certain continuity and duration of measures and efforts is required for them to be successful. At the same time, the literature gives the impression that such services do not exist to a sufficient degree, and that it is equally difficult to implement this quality in the various services that do exist. This shortcoming is particularly great in more rural areas.

Many similarities between the Nordic countries, but also contextual differences

This literature review looks specifically at the Nordic context and the seven countries Denmark, Iceland, Finland, Norway, Sweden, the Faroe Islands and Greenland. One finding in this respect is the similarities between the challenges vulnerable young people face in the different Nordic countries. The various presentations show that the group of vulnerable young people is very heterogeneous, both within each individual country and between the respective countries. A challenge across all of the Nordic countries seems to be how to best provide sufficient services to such a heterogeneous group.

In summary, there seems to be agreement that efforts aimed at vulnerable young people must be holistic and take into account the extensive and complex challenges young people face. Inclusion of this heterogeneous group is complex and multi-layered. Assistance must be provided across government services, preferably at the same time. Measures that succeed in combining close follow-up with inter-agency efforts in appreciative learning spaces appear promising, but they require a sufficient number of personnel, are often person-dependent and require competence and the possibility of cross-service collaboration and coordination.

At the same time, the different Nordic areas vary in terms of their population density, culture and context. They also have different ways of talking about the challenges vulnerable young people in the Nordic countries face. While the literature from Norway, Sweden, Denmark and Finland largely use the same conceptual framework as the political discourse on work inclusion, the literature from Greenland is more concerned with the inclusion of vulnerable young people in society. Their experience is that there is a generation gap between the older generation and their cultural practices and the young people, and that this gives rise to challenges for the young because family and tradition are also very important. In small-scale and family oriented societies, such as Greenland, the Faroe Islands and Iceland, it can be an additional challenge that continuing in education or employment, more often than in the other Nordic countries, means having to move away from home, and sometimes even from the country. The contributions from Greenland, Iceland and the Faroe Islands also point out that there are regional differences and gender differences, but they have limited data on the situation of vulnerable young people in particular.

Implications – What can be done?

The studies we have examined show that vulnerable young people with complex challenges and needs often do not benefit from general/universal measures and initiatives, and that knowledge based on the experiences of young people in general does not always coincide with the needs of the most vulnerable in this group. Vulnerable young people need close individual and tailored follow-up from professionals who are good at relationship building and who have expertise in how inclusion can be facilitated in school, working life or society. Several studies suggest the need for multiple efforts that focus on the individuals to be included, on the workplace, school or society they are to be included in, and, not least, on the support system tasked with facilitating the successful inclusion of vulnerable young people. Successful inclusion appears to be an interplay between good structures and schemes at a societal level, suitable measures and services locally, and adequate competence and knowledge among support personnel.

According to the literature, it is difficult to establish good frameworks for providing sufficiently close assistance, and to build sufficient skills in inclusion among labour and welfare service counsellors. Developing arenas specifically adapted to youth was found to be a constructive measure, according to several studies, as was building inclusion competence in the support apparatus to make them better equipped to follow up and contribute to inclusion in school, working or society. This is a long-term undertaking. We found a number of references to specially designed arenas aimed at vulnerable young people, for example in the form of Finnish youth workshops, the Swedish UNG arena, qualification centres such as Marjoriaq in Greenland and among youth initiatives in Norway. Here, young people are able to meet other young people in similar life situations, feel less isolated and lonely, find hope and see opportunities, with the assistance of competent social workers, youth workers, youth pilots, mentors or job specialists. Moreover, they can make contact with the local business community or receive education-related assistance from advisers and career counsellors from local schools.

Based on the available literature, it is unclear to us whether there is sufficient inclusion competence available in these measures to make a difference in terms of the lasting inclusion of vulnerable young people in school, working life or society. However, the studies show that many of them manage to address the young people's needs in an expedient way. Based on the literature examined for the purpose of this study, it seems that combining group-based assistance with individual follow-up may be appropriate. Such a combination will, on the one hand, help to build an environment, sense of belonging and community, and on the other hand be able to offer each young person close individual follow-up, which is often outreach-based and long-term, adapted to each individual inclusion process. If such arenas are established not only as individual measures, but also to a greater extent as national measures, they will constitute a structural system that may increase influence at the overall level. We have not found studies that document this. However, the idea behind such measures appears to concur with our findings from the Nordic research literature about vulnerable youth.

PART I – THE ASSIGNMENT, ISSUES AND METHOD

1. Background and assignment

Many European countries have high rates of youth unemployment, and both scientists and the authorities have long warned of the danger of marginalisation and long-term exclusion, in both the Nordic countries and internationally (Halvorsen, Hansen & Tägtström, 2012). A few years ago, it was estimated that between 6 and 12 per cent of people in the age group 16–24 years were at risk of long-term exclusion (T. Olsen, Hyggen, Tägtström & Kolouh-Söderlund, 2016). The reasons for such marginalisation can be linked to factors at the individual, institutional and structural levels (Frøyland, 2020a). Despite a number of welfare sector initiatives in the Nordic countries over several years, the marginalisation of young people still seems to be a significant challenge that we lack good solutions for. These challenges have a particularly large impact on young people who are especially vulnerable because of problems related to substance abuse, health, crime, social circumstances, functional impairment or other problematic issues (Hardoy, Røed, Simson & Zhang, 2017).

As part of an initiative to strengthen its efforts in the field of social policy, the Norwegian Ministry of Labour and Social Inclusion and the Nordic Council of Ministers wanted to commission a comprehensive summary of relevant Norwegian and Nordic research literature on vulnerable young people, exclusion and inclusion. In brief, the main elements of the assignment were as follows:

1. To compile and summarise relevant Nordic knowledge about the inclusion of vulnerable youth in school, work and society
2. To conduct a critical assessment of existing knowledge
3. To discuss what measures are effective overall
4. To identify knowledge gaps
5. To propose knowledge projects or other relevant measures that can fill the gaps

The assignment was given to the Centre for Work Inclusion (KAI) at OsloMet in autumn 2019, but in 2020, the project was expanded to become a Nordic project with additional funding from the Nordic Council of Ministers. Responsibility for the work was assigned to a research group comprising representatives of the Work Research Institute (WRI), Consumption Research Norway (SIFO) and the Centre for the Study of Professions (SPS) – all based at OsloMet. The members of the research group have been the main participants in this work, but the group has also collaborated with a Nordic research group, reference group and user group comprising representatives from the Nordic countries that have taken part in this work (Iceland, the Faroe Islands, Greenland, Denmark, Sweden, Finland and Norway).

1.1 Participation by the Nordic countries

A Nordic *reference group* was established for the project. It comprised representatives of official bodies (directorates/ministries and similar) from each of the Nordic countries/regions. The reference group consisted of members representing:

- The Danish National Board of Social Services
- The Icelandic Ministry of Social Affairs and Labour
- The Finnish Ministry of Social Affairs and Health
- The Directorate of Labour and Welfare and the Norwegian Directorate for Children, Youth and Family Affairs in Norway

- The National Board of Health and Welfare, the Swedish Agency for Youth and Civil Society (Mucf) and the Public Health Agency of Sweden
- The Faroe Islands' Department of Social Services
- The Centre for Public Health in Greenland

The reference group has had two meetings, one during the initial stage of the work and one during the analysis phase. The representatives were appointed by their respective countries. The function of the reference group was to give advice and help to define overarching topics and questions that would be elucidated in the review, to clarify what knowledge the countries wanted about the field, to discuss and provide input on delimitations, and to provide advice and suggestions regarding the implementation model (search protocol).

A *Nordic research group* was also established in which all the Nordic countries were represented. The following have been members of the research group:

- Anne Görlich, Associate Professor, Centre for Youth Research, Aalborg University, Copenhagen
- Ilse Julkunen, Professor of Social Work at the University of Helsinki
- Margrét Einarsdóttir, sociologist and researcher at the Faculty of Social Work, University of Iceland
- Cecilie H. Anvik, Associate Professor at the Faculty of Social Sciences, NORD University
- Firouz Gaini, Professor at the Faculty of History and Social Sciences, University of the Faroe Islands
- Christina V.L. Larsen, sociologist, PhD and research director of the Centre for Public Health in Greenland, National Institute of Public Health, University of Southern Denmark & University of Greenland
- Ali Abdelzadeh, Senior Lecturer in Political Science, Dalarna University

The research group was to provide input on the operationalisation of the method, design and search protocol, identification, selection, assessment and analysis of the research literature. It was also tasked with discussing delimitations, overarching topics and questions that were to be elucidated, to identify what knowledge there is a demand and need for, and to discuss and conclude on how the research communities could otherwise contribute to the project.

The research group met three times. Most of the group members have also contributed a sub-chapter on their own country to the report. Several have also contributed by reading articles in their own language. The members of the research group are therefore also co-authors of this report, and are cited as authors of their respective contributions in Chapter 3.

A *user group* was also appointed for the project and one meeting was held. User representatives from all the Nordic countries/regions were invited to take part, and the following representatives from Finland, Greenland, Denmark and Norway accepted the invitation:

- Svend Bladt, Baglandet Vejle, Denmark
- Vilma Vähämaa and Anni Sunervo, Osallisuuden Aika, Finland
- Marianne Antonsen, Youth Mental Health Norway, Norway
- Paarnaq Rosing Jakobsen, the National Advocacy for Children's Rights (MIO), Greenland

User participation in research in general is intended to foster confidence that research carried out by public agencies complies with the principle that people affected by research have the right to express an opinion about how the research should be done. User participation can thereby also help to make the research more relevant. Users can participate at different levels of a research project. In this project, the users represent user organisations that work with young people who are not in employment, education or training, and that have varied experience of reintegration of people in this group. The user group has provided concrete descriptions of their work with

vulnerable young people and what they believe is required to give these young people new opportunities. They have also commented on our preliminary analyses of the knowledge we are summarising. Among other things, they have emphasised that they are concerned about what happens in the workplace, how young people are welcomed, and what tasks and support they are given.

1.2 Key terms

Before we present our research questions and method, we would like to give brief definitions of some key concepts in this report.

The transition from youth to adulthood can be a difficult and vulnerable phase for many. Although many young people can feel vulnerable during this transitional phase and need support and follow-up, this kind of vulnerability is not our primary concern in this literature review. Many different terms have been used in research and politics to describe this group of young people and the challenges they are facing. Common terms include 'dropouts', 'vulnerable young people' or 'young people at risk'. The use of such terms can in itself be unfortunate and contribute to young people being labelled and defined as a challenge or a problem. One term that has been used a lot in recent years is 'NEET', which defines the situation such young people find themselves in – 'Not in Employment, Education or Training'. This term has been used in a number of studies, but it is a weakness that it is not very precise and that it would also cover young people with considerable resources who are at no great risk of marginalisation.

We have chosen to mainly use the term 'vulnerable young people'. By '**vulnerable young people**' is meant people between the ages of 13 and 29 who, for reasons related to health or other circumstances (such as substance abuse, learning difficulties, intellectual or physical disability, mental health issues, a challenging local geography or local community, neglect, low income etc.), struggle to participate in and complete education, find and keep a job, or who do not find fellowship in the local community in which they can feel at home.

The terms '**work**' or '**working life**' are used in this report to refer to ordinary employment, not work in sheltered workplaces. The term work covers full-time or part-time employment in an ordinary enterprise, but also more temporary use of work in an ordinary enterprise as a means of achieving motivation, mastery and inclusion. The term '**school**' is also primarily used to refer to ordinary schooling or education, not special needs schools. Our primary focus is on upper secondary education, although we also to some extent take account of lower secondary education and in some cases also higher education.

Social inclusion, understood as school or work, has been the main focus of this literature review, but we have also included some literature on inclusion in society in a more general sense and in arenas where young people can experience fellowship. We have largely focused on young people who are already 'outsiders' to some extent and who want to or should be helped to achieve inclusion and participation in work, school or society. We have placed more emphasis on finding knowledge about how to include '**marginalised young people**' (meaning people who feel that they have, or are perceived as having, 'dropped out' by not being present at school, work or in the local community) than on finding knowledge about how we can help to prevent people who mostly participate and are present at school, at work or in the local community, from dropping out.

By '**including**' we mean concrete ways to help young people to attend and participate in school, work or other local arenas for fellowship. From a political perspective, inclusion is often understood as a moral project whose goal is that those who are to be included must endorse the rules and values of the arena where inclusion takes place, while we understand inclusion as a mutual process taking place between two parties. In a democratic society, inclusion will not

succeed unless both parties find changing themselves to be an attractive prospect (Eide, 2009). The concepts of system integration and social integration (Giddens, 1979) can help to clarify who is to be integrated into what and by whom. We choose to rephrase these concepts as system and social inclusion. *System inclusion* refers to the macro level; the social institutions, their stability and ability to continue to exist relatively independently of the actors involved in them. *Social inclusion*, on the other hand, is about relational attachments to other people, their network and social capital (Giddens, 1979). We thus focus on inclusion at both a macro and a micro level.

1.3 The structure of the report

The report is divided into four main parts. In the *first part* we describe the assignment, issues and method (Chapters 1 and 2). The *second part* begins with a presentation of the Nordic countries and their perspectives on the situation of young people as described by the researchers who took part in the research group (Chapter 3). We then present some key findings from previous knowledge summaries of relevance to the inclusion of vulnerable young people in the Nordic context (Chapter 4). In the *third part*, we describe the literature search carried out in connection with the work on this report, as well as results and analyses of the literature search (Chapters 5, 6 and 7). In the *fourth part*, we discuss effective measures for inclusion of vulnerable young people based on findings and insights from Parts II and III, before drawing our conclusions. A complete overview of the studies included, more detailed descriptions of the searches made and an overview of the content of the assessment template used are all included as appendices to the report.

2. Methods

The purpose of this review of knowledge was to obtain knowledge about exclusion and efforts aimed at the inclusion of young people in work, school and society. The main focus of the assignment has first and foremost been on knowledge about inclusion rather than what creates marginalisation, although this is also both important and relevant. In other words, it was knowledge about the 'way into' work, school and the community that was requested more than knowledge about the 'way out'. We therefore wanted to look at what kind of knowledge exists about helping excluded and marginalised young people into working life, school and the community/society at large.

2.1 Research questions

The client more specifically wanted a summary of methods, instruments, efforts, measures and interventions at the individual, group and system/structural level that research has shown to be effective in the inclusion of vulnerable young people in school, work or society. The literature review could for example focus on the effects and impacts of different measures and policy instruments, but also encompass the users' and professionals' experience with such measures. It was also interesting to see how this knowledge was distributed within the young people category, for example in relation to gender, age, socio-economic background and functional impairment. It was also considered relevant to include evaluations of relevant Norwegian/Nordic reforms that deal with the topic of young people and exclusion, as well as relevant reports by the Organisation for Economic Co-operation and Development (OECD).

The overall research question for the literature searches and work was:

- What research-based knowledge is available in and for the Nordic countries about the inclusion of vulnerable young people in school, work or society?

The main sub-questions were:

- What issues and research questions form the basis of Nordic research literature of relevance to the inclusion of vulnerable young people in school, work or society?
- What forms of inclusion (methods, measures, approaches at different levels) of vulnerable/marginalised young people in school, work and society in the Nordic countries do the studies describe?
- What effects and impacts do the different approaches have?
- What knowledge do the studies provide about what promotes inclusion in work, school and society?
- Which groups of vulnerable young people do the studies address?
- What similarities and differences are there between studies/knowledge from the different Nordic countries?
- What is the research quality of the different studies?

To gain an understanding of what promotes inclusion and prevents exclusion, we have looked for effect studies on measures and policy instruments, and other quantitative and qualitative studies that can provide another kind of knowledge about what creates inclusion. We have looked for knowledge about effects, goal achievement and the processes, opportunities and limitations that can arise in workplaces, schools and elsewhere. We have also sought out knowledge about structural conditions and mechanisms, and significant individual circumstances.

When analysing the studies, we considered a number of issues and questions. A template for assessment of studies was developed in cooperation with the Nordic research group (see appendix). In the assessment of research quality, we have taken account of how the knowledge

was generated and which methods and designs were used. We have assessed whether and, if so, to what degree the knowledge is generalisable.

Although the main focus of this report is on inclusion, it has also been necessary to provide a description and brief analysis of what contributes to marginalisation and exclusion. Describing social conditions and explaining and interpreting them is among the core tasks of social sciences research. It is important to have knowledge of what creates marginalisation and exclusion when designing inclusion measures. It is not sufficient to evaluate the effects of measures without taking a step back and asking how the problem the measure seeks to resolve is described. How the problem can be solved depends on how it is defined and by whom. Exclusion has a multitude of causes and associated risk factors, and inclusion is thus also a complex process.

2.2 Phases and progress

There have been three main phases of the project:

PHASE A (autumn 2019–spring 2021)

1. An introductory phase with exploratory searches and reading of core literature.
2. Setting up the project – putting together the reference group and research group.
3. Delimitation of topics and spheres to be included in the literature search in collaboration with the client and Nordic partners.
4. A *strategic literature search* in early 2021 comprising:
 - a. a systematic search conducted by the library at OsloMet (section for systematic searches) (See the records from this search in Appendix 1)
 - b. a strategic collection of relevant studies based on input from the reference group/research group (the snowball method)

The main focus has been on literature of relevance to the Nordic area as a whole and/or the Nordic countries individually, including Greenland and the Faroe Islands. The purpose of b) was to identify not only relevant peer reviewed literature, but also reports and grey literature that had not been identified through the systematic database search, but that were considered particularly relevant by the parties involved. This grey literature can be particularly important when it comes to identifying knowledge gaps.

5. Screening and selection of studies to be included in this further evaluation. A number of researchers took part in the screening. The criteria for screening and the selection of studies were discussed with the research group. The software Rayyan was used for parts of the screening.
6. Development of templates for systematic assessment of studies, based on reading the first studies. The template was discussed with the Nordic research group (second meeting).

PHASE B (spring 2021–autumn 2021)

7. Review of selected studies. At least two researchers read each study. The first one registered the study in the assessment template and the second one quality assured the assessment. The researchers discussed any disagreement between them. Researchers from Iceland, the Faroe Islands and Finland contributed to the screening and assessment of studies written in their respective languages.
8. Assessment of the research quality of the studies.
9. Discussion of preliminary findings with the research group (third meeting).

PHASE C (autumn 2021)

10. Review of existing knowledge based on the identified knowledge sources, with emphasis on sources of high research quality.
11. Discussion of whether individual measures and policy instruments appear effective or not.
12. Identification of knowledge gaps.
13. Proposals for knowledge projects that can help to fill the knowledge gaps. Both the research group and reference group were involved in this process.
14. The draft report was discussed with the reference group (second meeting).

2.3 Strategic literature review

There are many ways of conducting a literature review. For the purpose of this report, we have used a scoping review. According to Arksey and O'Malley (2005), the main differences between a systematic literature review and a scoping review are that a scoping review has a less delimited research question than a systematic literature review, uses more sources to identify relevant studies, includes studies with different research designs and methods, and that some of the inclusion criteria can be clarified after the searches have been carried out.

The intention of our scoping review was to provide an overview of the field of research and a descriptive presentation of key information from the studies included. We chose to use the scoping review method because we have included studies with different methodological approaches and because we have used both systematic and supplementary literature searches to collect data for this report.

Systematic search

The search was carried out in the following databases: Web of Science (WoS), Academic Search Ultimate (ASU), SocINDEX, ASSIA (Applied Social Science Index & Abstracts) and PsychInfo. The purpose of the systematic search was to identify studies that have been published in peer reviewed journals, that are empirical in nature (not theory or methodology articles), that use data collected in the Nordic countries, and whose main focus is on inclusion (not marginalisation) of vulnerable young people. The inclusion arenas we have looked at are mainly the school system and working life. The search was limited to studies published between 2016 and 2021. The searches were carried out with assistance from the library at OsloMet.

The following search string, which was developed in consultation with the library, was used:

1. (teen* OR adolescen* OR juvenil* OR youth* OR "young person*" OR "young people" OR "young adult*" OR "emerging adult*" OR pubert*) NEAR/4
2. (inclus* OR incorporat* OR integrat* OR activat* OR participat* OR partake* OR "take* part" OR affiliat* OR engag* OR motivat* OR belong*) AND
3. (School* OR universit* OR college* OR education* OR work* OR job* OR labor OR labour OR employ* OR unemploy* OR "vocational training" OR "vocational education or training" OR apprentice*) AND
4. (Nordic OR Norway OR Norwegian OR Oslo OR Bergen OR Trondheim OR Stavanger OR Tromso OR Sweden OR Swedish OR Stockholm OR Gothenburg OR Malmoe OR Denmark OR Danish OR Copenhagen OR Aarhus OR Aalborg OR Odense OR Finland OR Finnish OR Helsinki OR Helsingfors OR Turku OR Aabo OR Oulu OR Uleaaborg OR Tampere OR Tammerfors OR Iceland OR Icelandic OR Reykjavik OR "Faroe Islands" OR Faroese OR Torshavn OR Greenland OR Greenlandic OR Nuuk OR Godthaab OR "Aaland islands" OR "Aland islands" OR Mariehamn OR Scandinavia OR Scandinavian)

The search comprised four elements. The first concerns terms related to young people, the second concerns terms related to inclusion, the third covers terms related to inclusion arenas and the fourth covers geographical delimitation. The search identified studies that included at least one term from all four elements.

The distance (in the number of words in the title and/or abstract) between the first element that concerns terms related to young people and the second element (that include terms related to inclusion arenas) are limited to four words. This delimitation provided more accuracy and fewer irrelevant hits in the search results (i.e. it provided a lower proportion of studies that were not relevant to our purpose). However, it may also have caused us to miss some relevant studies. We attempted to compensate for this potential disadvantage by using supplementary literature searches and through dialogue with the Nordic research group on the totality of the body of literature as a whole.

We left out terms related to specific measures or initiatives from the search string (e.g. supported employment), since it would have required an exhaustive list of measures. Searching for specific measures would also have excluded general studies and studies that take a structure-oriented approach to inclusion.

We used the following inclusion criteria:

- Peer-reviewed literature
- Empirical studies (not theory or methodology articles)
- Data collected in the Nordic countries
- Main focus on inclusion, not marginalisation
- Focus on vulnerable young people
- Inclusion arena: school and work
- The study evaluates or discusses an initiative or measure

After the search had been conducted and duplicates removed, we were left with 390 studies to be assessed. At least two researchers assessed each article for relevance based on the title and abstract. Disagreements were resolved through discussions until consensus was reached. After the first round of screening, we were left with 85 studies that proceeded to the next step involving full-text reading and a second round of screening. Each study was then assessed for inclusion and coded according to the pre-defined assessment template by one researcher and quality assured by another. Disagreements were also at this stage resolved through discussions until consensus was reached.

The main reason for exclusion was that the study had an irrelevant target group (N=62), or that the main focus of the study was not on inclusion in school or work contexts (N=233). Other studies were excluded either because they did not have empirical material from Nordic countries, because they were not empirical studies (but methodology or theory studies) or because they did not directly explore inclusion efforts (N=78). After the second assessment round, 21 studies remained from the systematic literature search.

Supplementary strategic search – ‘snowball search’

In addition to the systematic literature search, we also supplemented the data material with relevant studies proposed by the Nordic researchers from the reference group or the research

team at OsloMet.⁴ The purpose of this snowball search was to compensate for weaknesses in the systematic search, i.e. to identify relevant non-peer-reviewed literature such as books and reports, find relevant studies written in a language other than English, and incorporate literature that for one reason or another was not identified through the systematic search.

The snowball research resulted in a list of 131 studies proposed by the Nordic researchers (Greenland (13), Finland (20), the Faroe Islands (20), Iceland (16), Sweden (16), Norway (21) and Denmark (25)). The research team at OsloMet also contributed a further 28 studies.

The 159 studies thus identified were screened for inclusion again by two OsloMet researchers. Key criteria in the screening process was that the studies were mainly about methods, measures, approaches and efforts that contribute to promoting inclusion in work, school or society. In practice, this meant that studies which, for example, described marginalisation processes, young people's descriptions of their situation, or quantitative overviews of young people's situation in the labour market or school completion rates were not included. However, we chose to deviate somewhat from these criteria in order to include more studies from certain countries/areas or to include studies about topics or groups of young people that the Nordic research group considered important. Certain studies with less direct relevance were therefore also included in the assessment. Of the 159 proposed studies, 58 were included and coded in accordance with the same assessment template as the literature from the systematic search.

After the third meeting with the research group and the meeting with the user group, four of these studies were excluded and nine new studies included. New studies that are relevant to the review of knowledge have also been proposed since. For reasons of time and capacity, we were not able to give these studies the same assessment as the included studies, but we have chosen to refer to some of them in the report as part of the discussion and analysis.

2.4 Strengths, weaknesses and limitations

There are both strengths and weaknesses associated with the two main search strategies we have used. *The systematic search* was carried out among scientific publications with strict and clear inclusion criteria, and, as such, identified research-based knowledge produced between 2016 and April 2021 (five years). This search is thus verifiable. It provides insight into what relatively recent knowledge exists about the inclusion of vulnerable young people in school and work contexts in peer-reviewed journals published in English. One weakness associated with this search is that we had to limit it to the past five years due to the large number of hits. Another weakness is that it was difficult to identify studies of relevance to the topic of inclusion, among other things because relevant studies can also be found under other search terms than those we selected. A third weakness is that the article format picked up in this search often entails a focus on delimited topics concerning a few specific issues, while other literature describes inclusion processes and how they can be facilitated as a highly complex area. A fourth weakness is that the search was limited to studies written in English.

The *strategic snowball search* differed from the systematic search in that experts from each of the Nordic countries selected studies that they – based on their own experience and expertise, as well as local searches – considered relevant to our project. This search thus depended heavily on these individual researchers' interests and field of knowledge, and is difficult to replicate. It is nevertheless a strength of this approach that we have identified studies that experts in the field consider relevant to the topic, as well as local studies that the systematic search was unable to

⁴ The Swedish representative in the research group was unable to propose relevant literature or write a national contribution. Instead, the Swedish representatives in the reference group contributed to this work, which may have resulted in a greater proportion of policy documents than research literature being included in the national literature proposals.

identify. Another strength of the snowball search is that it includes 'grey' literature, such as reports, books and other publications that allow for more detailed review and discussion than the article format can accommodate.

In all, we feel that the combination of a systematic search with strict criteria and a snowball search, in which experts' individual knowledge is key, provided a good strategic point of entry to the kind of summary of knowledge we sought to develop.

It is a weakness of our search strategy that studies from outside the Nordic area could also be relevant to understanding and solving inclusion challenges in the Nordic countries. Non-Nordic studies have not generally been included in our review of knowledge, with the exception of some previous knowledge summaries described in Chapter 4. However, several of the researchers involved in the project have worked on these topics for a number of years and are also familiar with relevant literature from non-Nordic countries.

Other limitations

The research literature that forms the basis for the report is mostly limited to studies from the social sciences. We initially also searched sources from the health sciences, but these searches returned a huge number of hits and the relevance was low since the studies were often about the impacts on different diagnoses and health problems, more than inclusion in school, work or society. In order to nevertheless relate our findings to relevant knowledge about inclusion from a health perspective, we evaluate our findings towards the end of the report against findings obtained from some relevant health science knowledge summaries.

We have incorporated very little general literature on prevention in our work, even though this kind of literature can be relevant. When we have used such literature, we have been more interested in indicative strategies (strategies and efforts targeting individuals who show signs of problems/exclusion) and selective strategies (targeting particularly vulnerable groups) than universal prevention.

Due to the large number of hits, we also chose to focus mostly on inclusion in the context of school or work in the searches we conducted, and less on inclusion in society or arenas such as political groups, leisure activities, friends, family and the local community. The systematic search was delimited to only cover inclusion in work or school contexts. A weakness related to the topic inclusion in society is that it has not been an explicit part of our search criteria. For the national snowball searches, however, we also allowed studies that were about inclusion in society in a more general sense.

Although the Nordic countries have a lot in common, there are also differences in terms of their culture, geography and the design and scope of their welfare services. It has not been part of our remit to provide a comprehensive description of social, cultural, geographical and organisational contexts in each of the Nordic countries, even though this could be important background information when assessing measures and policy instruments aimed at inclusion. However, the representatives from each of the Nordic countries that participated in the research group have to some extent described these topics in their national contributions presented in Chapter 3.

Ethical considerations

Methodological choices always involve ethical choices. Research ethics is about producing knowledge that is valid as possible, while also safeguarding the research subjects. In this report, our goal is to present and discuss the most valid knowledge possible while also safeguarding the vulnerable young people. In a literature review, however, we are secondary researchers, which means that our research does not involve, for example, obtaining consent. Even in secondary research, however, it can still be relevant to consider risk, such as the risk of violating privacy or

integrity (Solberg & Eikemo, 2021) when describing vulnerable young people. Our goal has been to strengthen the scientific quality of the report, specifically its reliability and validity, by giving a detailed description of our methods and the analytical tools we have used, and through continuous critical discussion about the methods, findings and results. An important part of quality assurance as a process has been to have an awareness of the methods we used.

We have also quality assured the work by discussing the grounds for our methods, selections, tentative and final findings and analyses, both within the research team, but also with the Nordic research group, reference group and user group. These different groups have functioned as a form of peer review and inter-subjective verification. This is in line with quality assurance of research (Kaiser, 2018).⁵

We have also discussed the terms used and definitions of the project's target group. Active discussions with the Nordic research group, reference group and user group have been an important part of quality assuring the knowledge. The aim of user participation in research is to incorporate user experience in research-led projects to contribute to revision of and reflection on findings (Andreassen, Romsland, Sveen & Sørberg, 2019). In this way, user participation has been a way of safeguarding an ethical dimension of this literature review, where users from different organisations working with vulnerable young people comment on our findings and discuss whether they seem reasonable and valid.

Research on vulnerable groups, as is the case in this literature review, often involves the aim of improving the situation and services for this group. However, this does not mean that research ethics considerations have automatically been addressed. For example, as we have already discussed, the use of identity categories such as 'vulnerable young people' or 'NEETs' as analytical categories can be problematic in an ethical sense if these categories are not something the young people define themselves as belonging to, but are rather something unilaterally defined by researchers, politicians or front-line services. Research ethics challenges, for example related to access to informants, consent or use of categories, are seldom addressed in the literature.

⁵ <https://www.forskningsetikk.no/ressurser/fbib/systematiske-historiske/verdier/> retrieved: 7 December 2021

PART II – THE NORDIC COUNTRIES AND YOUNG PEOPLE’S SITUATION

3. National perspectives

Vulnerable young people, or NEETs, make up a very heterogenous group of young people, with differences both within and between countries (Einarsdóttir, 2014; Fyhn, Radlick & Sveinsdottir, 2021; OECD, 2021). In this chapter, we summarise the situation of vulnerable young people in the Nordic countries of Denmark, Finland, Iceland, Norway and Sweden, as well as in the Faroe Islands and Greenland. We will try to answer the following questions: What is the *situation* for vulnerable young people in the respective Nordic countries in terms of labour market participation, education and health? What are the *main challenges*? Which *services* and *support functions* are available to vulnerable young people, and what *solutions* are proposed? We are particularly concerned with *inclusion into* work and education, and which methods and initiatives are effective.

With the exception of the Swedish and Finnish contributions, this chapter has been written by members of the project’s Nordic research group. Since the authors come from different backgrounds in terms of academic disciplines, expertise and research experience, the contributions will also differ somewhat, although they share the same main structure. The contributions should thus be read as expressions of the researchers’ subjective perspectives on challenges and solutions for vulnerable young people or groups of young people in their own country rather than as each country’s presentation of the challenges they are facing in this field.

3.1 Denmark

By Anne Görlich, Associate Professor, Centre for Youth Research, Aalborg University, Copenhagen

YOUNG PEOPLE'S SITUATION

In Denmark, there are two overarching concerns when it comes to including young people in education and work. One is concern for young people who are, for short or long periods, not in employment, education or training (Görlich, 2016). Continuous efforts are made to help them to progress. The other concern is the increasing number of young people who do not thrive (Görlich et al., 2019), a phenomenon that places people not traditionally considered vulnerable at risk of marginalisation.

At the moment, Denmark has about 45,000 young people who are not in employment, education or training (The Danish Government, 2021). These young people are facing a number of different challenges, and there is a continuous focus on helping them. They are offered what is known as ‘preparatory provision’, whereby they receive help with clarification, academically as well as more general mentor support in relation to general life challenges. It has been found that, of the young people who receive such services, 37 per cent have negative school experiences, 40 per cent did not achieve a grade in mathematics from the final lower secondary school examination, and 33 per cent did not achieve a grade in Danish (Epinion, 2016). This means that they are unable to continue in the education system, since grade requirements apply to admission to all upper secondary school programmes.

Increase in poor mental well-being

Generally speaking, young people in Denmark are thriving, but we also see a worrying rise in the number of young people who are not. Something happens during the teenage years, and the percentage of young people in the age group 16–24 years who suffer from mental health problems rose from approx. 13 per cent in 2013 to more than 18 per cent in 2017. In addition, the number of children and adolescents with ADHD tripled in the decade from 2006 to 2016, as did the number of young people suffering from anxiety and depression, while the number diagnosed with eating disorders doubled during the same period (Jensen et al., 2017). There is a tendency for diagnoses such as stress, anxiety, depression and eating disorders to be more common among girls, while boys are more often diagnosed with behavioural problems, psychosis and ADHD (Due et al., 2014).

SUPPORT

In 2019, the Preparatory Basic Education and Training (FGU) programme was introduced for young people under the age of 25 who have not completed or started an upper secondary education and are also not in employment. FGU is administered by the Danish Ministry of Children and Education and was introduced as a comprehensive programme for young people not in employment, education or training. It is a preparatory education intended to give pupils the skills, clarification and motivation needed to complete an upper secondary education or find unskilled work. A statutory requirement for 'comprehensive municipal efforts in relation to young people', intended to ensure coordination of measures aimed at young people across all Danish municipalities, was introduced at the same time as FGU. This means that the municipalities are obliged to ensure that all young people under the age of 25 receive the support they need to complete upper secondary education or achieve stable labour market attachment (National Agency for Education and Quality, 2020).

There is considerable political focus on the rising number of young people who do not thrive. Among other things, the Ministry of Higher Education and Science established an office for young people's welfare, while more funds have been allocated to psychological counselling and, generally speaking, educational institutions are trying to place more focus on the problem.

SOLUTIONS

Since the FGU programme was introduced as recently as in 2019, it has not yet been evaluated. However, the preparatory education was developed on the basis of experience from other projects. It is therefore crucial for FGU to focus on the following elements:

- an overall education plan that is adjusted on a continuous basis
- guidance focusing on the big picture
- development of the young people's social and personal skills
- safe and flexible learning spaces
- academic progress (EVA, 2018)

An evaluation of the Combined Youth Education (KUU), which was the precursor to FGU, shows that the programme succeeded in helping seven out of ten young people into education (41 per cent) or to become self-supporting (27 per cent) (Ministry of Children and Education, 2019). Experience gained from the programme shows that good results were achieved by means of practice-oriented and thematically organised teaching, building relations and having a dedicated contact person in the programme, portfolios to highlight skills and progress made, vocational training and flexible organisations (Görllich, Katznelson and Justenborg, 2018).

This experience supports the finding from the evaluation of a trial that formed part of the project Bridging the gap between welfare and education (*Brobygning til Uddannelse*) implemented by the

Ministry of Employment, namely that certain processes are crucial to whether or not the young people enter education (Görlich et al., 2016). The analysis points to three factors: 1) That the young person in question feels ready to complete an education, meaning that they undergo a process whereby they acquire skills and motivation that give them confidence that they will be able to complete an education; 2) That the young person in question has a sense of clarity about their choice of education, meaning that they make a choice regarding their education that is qualified and based on a clarification process during which they have tried different things; 3) That the young people feel that they have acquired a better network, meaning that they have made more friends and have a secure social foundation to build on. The tools used to bring about these processes are partly that the young people have access to a mentor, that they receive practical training and that there is focus on their academic progress.

Based on the above, the following focus points emerge as prerequisites for the successful inclusion of young people in education or employment:

- Academic progress: highlighting of their skills development and an education plan
- Personal and social progress: mentors/contact persons who support them and help them to develop their social network
- Safe education spaces: practical training and thematically organised education in a safe and appreciative learning space
- Clarification through trial: Vocational training/placements in enterprises where the young people can try different jobs

Solutions for poor mental well-being among young people

We know little about what can be done to support these young people and enable them to complete an education and find work. However, a review of existing knowledge (Ottosen et al., 2018) shows that efforts often focus on providing information or guidance directly to the young people, for example through web-based platforms. The fact that young people who struggle is a broad target group with different degrees of problems makes it difficult to point to comprehensive initiatives. Nevertheless, it appears that easier access to low-threshold professional resources and more help in close relationships are called for. Appropriate interventions can range from GP consultations and online games based on principles from cognitive behavioural therapy to training in social skills, anger management and problem solving.

At a more overarching level, researchers point to some key factors of relevance to the increase in poor mental well-being (Görlich et al., 2019). They consider it important:

- To adjust requirements to the young people's ability to fulfil them rather than pushing everybody through education as quickly as possible
- To tone down performance pressure in the education system. Standardised tests and a focus on grades must be replaced by other ways of assessing the young people's learning
- To make room for alternative pathways whereby some young people can deal with various challenges while remaining in education, i.e. receiving help and being included at the same time

Ongoing research examines in more detail what characterises vulnerable young people at risk of being marginalised as a result of poor mental well-being, and what can be done to help these young people. This knowledge is not yet available, however.

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3.2 Finland

By Frida Westerback, research fellow in social sciences at the University of Helsinki.

The situation for youth

In Finland, traditional labour citizenship ideals have a strong hegemony and are also reflected in young people's attitudes towards work. Venäläinen (2011, 78-79) describes the Finnish society as a work society. In addition to being a form of economic production, wage labour is also seen

as a form of production of life management and ethics. Exclusion from the working society is considered problematic in this rhetoric since paid work is seen not only as a source of livelihood but also as a source of meaning in life. These ideals push some young people to the margins of society in a changing labour market, where work is no longer possible for everyone (Kortteinen, 1992; Ågren, 2021; Lähteenmaa, 2021).

According to the Youth Barometer, an interview study that measures the attitudes of young people aged 15–29 living in Finland, the importance of work as a life value is growing. The study showed that young people are willing to put in a lot of effort to get a job. This can mean moving to another region or postponing starting a relationship or family. The majority of young people prefer work to living on benefits, even though their income would be roughly the same (Haikkola & Myllyniemi, 2020).

In other words, young people commit to work, but consider it an important basic precondition that such work is in line with their own values. Nine out of ten young people want their future work to correspond with their personal values. Work is not just about getting financial compensation, and it does not constitute a moral obligation (Haikkola & Myllyniemi, 2020). Young people are looking for meaning in work, an opportunity for personal growth and self-fulfilment, as well as professional achievements (Westerback & Rissanen, 2020; Farrugia, 2019, 7-8).

The economic recession and changes in the labour market have contributed to youth unemployment in Finland. In 2020, of the approximately 607,000 young people in Finland (aged 15–24), 56,000 were unemployed, while 226,000 were employed. The unemployment rate in this age group was 20.4 (Statistics Finland, 2021).

Hence, uncertainty regarding young peoples' access to working life has increased. Precarious employment is considered to be typical for young people entering the labour market in particular (e.g. Korhonen et al., 2006; Koivulaakso et al., 2010; France, 2016). These changes in working life have also affected young peoples' experiences of the transition stages. Almost half of young adults find the process of making a career choice stressful and one in three even find it frightening. However, the overwhelming majority of Finnish youth believe that the transition to working life is a positive phase of life. More than two out of three agree that they have received sufficient guidance in their career choices. However, there is more dissatisfaction among students in higher education (Haikkola & Myllyniemi, 2020).

The OECD's assessment of youth services in Finland highlights the ineffectiveness of employment and social policies as a reason why some young people do not make a smooth transition to the labour market. In Finland, the youth employment rate is slightly above the OECD average, but clearly lower than in the other Nordic countries. Almost half of all young people outside employment and education, so-called NEETs (Not in Employment, Education or Training) have not completed upper secondary education (Ministry of Education and Culture, 2019). According to previous studies, however, even secondary vocational education no longer guarantees a smooth transition to the labour market (Pyöriä, 2017, 199; Ristikari et al., 2016, 99–100).

Efforts to reduce school dropout rates by extending compulsory education are in progress. In 2021, the minimum school leaving age was raised to 18. In addition, student guidance and student welfare services are under improvement, along with the capacity of comprehensive schools to provide everyone with the skills they need to complete upper secondary education (Ministry of Education and Culture, 2021). Researchers have been critical of the extension of compulsory education and argued that it is an inefficient, costly and, above all, too late a step to tackle the challenges young people face and prevent exclusion. A better way would be to invest in individual support early on in young people's educational pathways.

According to Wrede-Jäntti (2017), the group of young people that is furthest from the labour market and at risk of exclusion can be difficult to reach. These young people often face challenges in several areas of life – not just when it comes to education. They will therefore need a wider range of parallel support measures, for example in terms of housing, substance abuse and help with health issues (Heponiemi et al., 2008; Vaalavuo & Haula, 2018).

Support: National approach to tackling youth transition problems

The Finnish Youth Guarantee from 2013 is one measure aimed at supporting young people in finding a place in education and employment, preventing prolonged youth unemployment, identifying factors that contribute to the risk of social exclusion and marginalisation, and providing support at an early stage. The Youth Guarantee managed to achieve a strong symbolic position in the public debate in Finland, but has been strongly contested for not living up to its promises – that is, guaranteeing every young person under the age of 25 and every recently graduated person under the age of 30 a job, a work placement, a place of study, a place at a workshop or a rehabilitation placement – no later than three months after registering as unemployed (Gretschel et al., 2014). The Finnish Ministry of Employment and the Economy (2015) has mainly responded to this criticism by referring to the economic recession. Attention was also drawn to the inadequacy of the social and health services when it comes to young NEETs.

The Youth Guarantee consists of various other elements, such as youth workshops and outreach youth work. The Finnish Youth Act has stipulated provisions on outreach youth work since 2011. The purpose of outreach youth work is to help those under 29 years of age who are not in education or work and need support to access services, or who are at risk of social exclusion. Outreach youth work is voluntary, and the work methods depend on the target group and their context (Pitkänen, 2015). The outreach youth work is mainly arranged by the municipalities, and it has increased considerably in recent years (Wrede-Jäntti, 2017).

Despite the Youth Guarantee, Finland continues to top the youth unemployment rates together with Sweden among the Nordic countries (OECD, 2021).

On a more positive note, however, Finnish youth are usually unemployed for a short time, with the average duration for those aged 15–24 being only 3.3 months (OECD, 2019). The short duration of periods of unemployment is in part due to the fact that young people are more flexible in the workforce than adults since they are not yet as tied to a particular occupation, region or income level (Hämäläinen & Tuomala, 2013).

According to Eurostat, 10.3 per cent of young Finnish people aged 15–29 were classified as NEETs in 2020. This NEET rate is low compared to EU-28 countries, but high when compared with the other Nordic countries (Eurostat, 2021).

Researchers emphasise that NEETs are a heterogeneous group, as much in Finland as in other countries. The increase in the number of people living in urban areas and people with an immigrant background has made the NEET group more multifaceted. Young people with a migrant background and who lack education or work experience are six times more likely to become NEET compared with the young Finnish population in general (Pitkänen, 2015; Aaltonen et al., 2015). There is also a clear connection between young people's well-being and their parents' level of education and financial situation (Ristikari et al., 2018).

Aaltonen et al. (2015) remind us that these young people's life situations are not static, but shift between unemployment, employment, education and the use of various welfare services. Furthermore, they argue that the services do not meet the needs of young people with reduced capacity to work or study, and these youths are therefore not included in the Youth Guarantee. This group of young adults also make extensive use of the health care services compared to young people in Finland in general (Aaltonen et al., 2015).

Recent studies on NEETs in Finland show that satisfaction with life is lower for NEETs than for their peers (Gretschel & Myllyniemi, 2017; Gretschel & Myllyniemi, 2020; Simonen, 2019). This concerns in particular their perceived mental health and economic situation. According to the NEETs themselves, the reasons for marginalisation can be summarised in the following three factors: lack of friendship, mental health issues and experience of discrimination. From the youths' point of view, reasons such as unemployment or a lack of education were less significant. This group's sense of belonging to society is also lower (Gretschel & Myllyniemi, 2017). Furthermore, findings indicate that the situation is worse when the young person has been unemployed for longer than a year and for individuals who consider themselves as belonging to a sexual minority. These individuals have often experienced bullying in their childhood, which has had negative consequences for their well-being and establishment in working life (Gretschel & Myllyniemi, 2020; Simonen, 2019).

Solutions for NEET youth – The Ohjaamo One-Stop Guidance Centres

New approaches for public services aimed at young Finnish people endeavour to tackle the issue of social exclusion and unemployment by focusing on prevention, low-threshold, seamless cooperation and one-stop youth services with personalised guidance. Shared responsibility and multi-professional work have been emphasised, but cross-administrative cooperation has so far proved complex. The One-Stop Ohjaamo Guidance Centres, as they are known, offer their clients multiple services under one roof. This multi-professional help is offered as a low threshold service, meaning that young people can visit the centres free of charge and without having to schedule an appointment in advance. All of the services are non-compulsory, and the young clients can also visit the centres anonymously.

The Ohjaamo One-Stop Guidance Centres are a joint venture between the Finnish Ministry of Employment and the Economy, Ministry of Education and Culture and Ministry of Social Affairs and Health, and form part of the Youth Guarantee enshrined in the current and previous government programmes since 2013. The service is offered to young people under the age of 30. Supporting transition periods is seen as a critical part of the service and NEETs are therefore prioritised. The services are tailored to the needs of the clients with a view to assisting and supporting the young person until a more long-lasting or permanent solution is found in terms of a job, place of study or other type of activity. There is a network of approximately 70 integrated guidance centres across Finland. The integrated service models strive to make it easier for young people to navigate the welfare service system by co-locating public, private and third sector services under one roof. The distinctive aspects of the Ohjaamo model are:

1. The importance of high-level support
2. The articulation between policy and practice
3. Young people at the heart of service design
4. Effective service integration is more about people than buildings
5. Location matters
6. The need for a coherent monitoring and evaluation approach
7. Clearly align practice with priorities

(European Commission, 2017).

The concept adapted by the Ohjaamo centres differs in several ways from the more traditional services offered to the young unemployed in Finland. These services have been criticised for being scattered, with poor cooperation with each other, but also for failing to connect to the clients on a personal level. Ohjaamo staff members have stated that they would prefer to distance themselves from the bureaucratic service system and instead offer a user-friendly and holistic service to young people in need of support (Määttä, 2019).

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3.3 Iceland

By Margrét Einarsdóttir, sociologist, dr., researcher at the Department of Social Work, University of Iceland.

The Situation for NEETs: The labour market in Iceland for adults and youth and the extent of NEETs

Studies have identified a strong work and employment culture in Iceland (Einarsdóttir & Rafnsdóttir, 2016; Eydal, 2008; Garðarsdóttir, 1997a; Ólafsson, 2005). OECD statistics on labour force participation reflect this work culture. In 2020, the country had the highest labour force participation rate of those aged 15 and older of the OECD countries, as well as among the Nordic Countries, at 77.4 per cent (OECD, 2021).

Iceland has a strong tradition of youth summer jobs. In summer 2017, 80.1 per cent of youth aged 13-19 had a summer job, and during the school year 2017–2018, 51.3 per cent of the same age group had some term-time work, either in the form of a regular part-time job or sporadic irregular work (Einarsdóttir & Rafnsdóttir, 2021). There is a lack of comparable international data, but it appears that participation in summer work among Icelandic youth is exceptionally high in a Western hemisphere and Nordic comparison, while studies from 1999 and 2009 show higher participation in term-time work in Denmark than in Iceland. The summer job tradition has been maintained by official summer work schemes. As such, since the post-war era, most municipalities in Iceland have run work schools during the summer that offer teenagers in compulsory education some kind of paid summer employment (Einarsdóttir, 2014; Garðarsdóttir, 2009). During the unemployment period that followed the Icelandic financial crisis, various actions were taken to prevent summer unemployment among secondary school pupils and university students (Einarsdóttir, 2014). Identical actions were also taken in 2020 as a reaction to the Covid-19 pandemic (Hansen, Sørensen & Andersen, 2021).

In 2020, 9.5 per cent of Icelandic residents aged 16–24 were not in work, school or an apprenticeship (Gylfadóttir, 2021). Statistics Iceland (2019) has used standardised European data to compare the proportion of young people of NEET status in Iceland to that of other European countries. These statistics show a lower rate of 16–24-year-old NEETs in Iceland in 2018 at around 6 per cent, compared with a report from 2021 (Gylfadóttir (2021). In 2018, the proportion of NEETs between 15 and 24 years old in Iceland was among the lowest in Europe. Only Norway and the Netherlands had lower percentages, and considerably lower than the EU-28's average of 10.5 per cent.

The reports by Gylfadóttir (2021) and Statistics Iceland (2019) agree that the proportion of young people with NEET status in Iceland goes up with age. According to Gylfadóttir (2021), 4.4 per cent of 16–18-year-olds, 10.5 per cent of 19–21-year-olds and 13.2 per cent of 22–24-year-olds had NEET status in 2020. However, the reports are not unanimous regarding gender differences. While Statistics Iceland's report (2019) shows that during the period 2003–2018, women were more likely than men to not be in education or work, the report by Gylfadóttir (2021) shows that in 2020, more young men than women could be categorised as NEETs in Iceland, although the gap is narrow at 9.8 per cent vs. 9.5 per cent. Statistics Iceland's report (2019) also shows that the gender gap in Iceland is narrower than in Europe in general (4–5 per cent gap compared to 8.7 per cent). Importantly, Gylfadóttir (2021) also identifies a difference when it comes to NEET youth in Iceland with immigrant backgrounds. While 8.8 per cent of native Icelanders aged 16–24 were NEETs in 2020, the percentage is 13.1 for those with an immigrant background.

Carcillo and Königs (2015) conclude in an OECD working paper that economic recession magnifies the proportion of youth who are not in school or work for a long period of time. The findings of the Statistics Iceland report (2019) demonstrating that NEET youth numbers peaked in Iceland after the 2008 crisis, and took years to settle again, substantiates that conclusion. The results also show that young people aged 20–34 were most affected by post-crisis unemployment. Gylfadóttir's findings (2021) indicate that similar long-term developments could occur in the wake of the Covid-19 economic recession in Iceland, unless specific measures are taken to prevent them.

The aftermath of the 2008 financial crisis: Governmental proposal for actions to counteract young people's inactivity

The economic crisis in 2008 can be identified as a watershed in administrative policy and actions aimed at young people not in school and/or work. Unemployment showed an unprecedented increase within just a few months of the crisis in October 2008, especially among young people. It did not take long before the Minister of Social Affairs established a working group for the purpose of mapping the situation of young unemployed people, including their educational status, and

proposed actions aimed at increasing young unemployed people's activity and educational opportunities (Minister of Social Affairs, 2009).

In October 2009, the proposed 'six main pillars for future action' were introduced in a report authored by the Icelandic Minister of Social Affairs (2009). The importance of keeping the young busy is a repetitive theme in the report, as the six main pillars illustrate:

1. All measures are deployed to increase the activity of the young unemployed and facilitate their return to education.
2. Educational actions should mainly be initiated in lines of studies that already exist, but vocational education should be reinforced, and courses for the long-term unemployed established.
3. Consultation, motivation and pressure aimed at activating the unemployed should be fortified.
4. Effective methods must be applied to motivate the young unemployed to participate in activity programmes and educational opportunities, especially in the capital area.
5. Societal awareness of the consequences of unemployment is needed.
6. The collection and analysis of information should be made more systematic.

Within a few years, employment rates had returned to a level similar to those before the economic crisis (Statistics Iceland, 2021). In that regard, these ambitious aims for young people's activity raised in the aftermath of the crisis were fulfilled. However, it is less clear whether the aims regarding reinforcing educational opportunities and activity programmes were as successful.

Challenges: The 'problem' of dropout

Dropout can be seen as another part of the repetitive theme concerning the importance of keeping young people in Iceland active. As such, school dropout has been the subject of a substantial amount of research and official reports and actions in the country over the last 15 to 20 years. Official reports indicate that dropout from secondary education is a more serious problem in Iceland than in neighbouring countries, and propose some measures to reduce the dropout rate (e.g. in Directorate of Education, 2018; Minister of Education, 2014). Research results show that dropout is not arbitrary but dependent on demographic and social factors such as gender and parental social economic status, as well as on factors related to the young people's emotional, behavioural and cognitive engagement in school (Blöndal & Hafþórsson, 2018), and to their parents' practice of upbringing. Young people with authoritative parents are less likely to drop out than those whose upbringing is less authoritative (Blöndal & Aðalbjarnardóttir, 2014). So far, however, there are few studies on the effectiveness of official measures taken to reduce dropout from secondary education in Iceland.

Solutions for NEET youth – 2015–2020

NEET youth are entitled to various forms of consultation and support, including legal rights to customised solutions and opportunities, if needed (Vilhelmsdóttir, 2017. p. 56). The labour market legislation is an important pillar of those rights, including the Act on Occupational Rehabilitation and the Operation of Occupational Rehabilitation funds (no. 60/2012), the Act on Adult Education (no. 27/2010), and the Labour Market Measures Act (no. 55/2006). It is mandatory that all employers pay a premium for all their employees that should guarantee the employee's legal rights in these matters. Thus, the premium guarantees the right to occupational rehabilitation for a minimum of twelve months after the last payment is received.⁶

⁶ Iðngjald í starfsendurhæfingarsjóð veitir réttindi til starfsendurhæfingar í allt að 12 mánuði eftir að síðasta greiðsla barst og lengur ef heilsubrestur varð til þess að viðkomandi hætti störfum, lög nr. 60/2012.

The law on occupational rehabilitation forms the basis for the operation of the Icelandic occupational rehabilitation fund VIRK. Those who have been assessed as being in need of occupational rehabilitation will begin a programme that usually consists of consultation from VIRK personnel and/or hired consultants, as well as one or more external projects in adult education and/or activity programmes. As such, VIRK operates as an umbrella institution above an extensive and multifaceted rehabilitation process that can last for up to four or five years. Although not focusing solely on young people, VIRK is an important agent in occupational rehabilitation of this age group in Iceland. In its programmes targeting young people, the institution utilises various activity and educational projects for NEET youth in Iceland. Nevertheless, these projects are not run by VIRK, and can also be used by young people who are not part of a VIRK programme (VIRK, 2020).

In 2019, VIRK developed its activities targeting young people further, and established the UNG19 project. This project is based on the IPS ideology (Individual Placement and Support), as well as on a needs/requirement analysis conducted by consultants and specialists from VIRK and other institutions. The main aim of this pilot project was to increase employment among young people who had been directed to VIRK's rehabilitation programmes, and the secondary goal was to shorten the rehabilitation period. Of the group that completed UNG19, a higher percentage was defined as active upon graduation, i.e., were in employment, education or actively seeking a job, and a higher proportion relied on an earned income than the comparison group. Furthermore, the mean length of the rehabilitation period for the UNG19 group was considerably shorter than that of the comparison group (VIRK, 2020).

UNG19 and other VIRK programmes (VIRK, 2020) are aimed at young people who have been inactive in the sense of not being in work or education for a long time. This is also the case for most of the activities and educational projects aimed at young people who are not in work and/or school in Iceland, regardless of whether or not the project is one of VIRK's hired services (Vilhjálmsdóttir, 2017).

The financial situation for NEET youth – a problem and a barrier

The financial status of NEET youth in Iceland has been identified as both a problem of the existing situation and a barrier to changes in the situation (Eydal & Brynjólfssdóttir, 2015; Eydal & Vilhjelmsdóttir, 2019; Hákonardóttir, Einarsdóttir, Guðmundsdóttir & Guðmundsson, 2017). Usually, NEET youth and/or their relatives do not seek official assistance for the purpose of finding services related to activities but to get financial aid. In addition, nearly all young people aged 18–24 who received financial aid from the City of Reykjavík for six months or longer in 2008 were in the NEET group (Eydal & Brynjólfssdóttir, 2015). Also, for young adults with children who participated in a qualitative research project by Hákonardóttir et al. (2017), the financing of education was the main barrier to them returning to school. Consultants working with the NEETs who participated in a qualitative research project by Eydal and Vilhjelmsdóttir (2019) identified financial and social barriers as the main hindrances for the group's participation in activity projects. On the other hand, the NEET youth who participated in that research project focused more on personal barriers such as mental disorders than on financial barriers to participation in activity projects. They experienced some degree of powerlessness and sought services that would take their personal barriers into account (Eydal & Vilhjelmsdóttir, 2019). The young adults who participated in the research project carried out by Hákonardóttir et al. (2017) did not seem as powerless. They showed considerable resilience and took initiatives to overcome the barriers they met on their journey to further education, despite the fact that the integration of paid work, education and family life created a stressful and difficult situation for them, and that the educational programmes available did not sufficiently meet their need for support and flexibility.

To sum up, the few existing studies appear to indicate that various educational and work-related opportunities for NEET youth do exist in Iceland, but that these opportunities often fail to fulfil the

needs of the young people.

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3.4 Norway

By Cecilie H. Anvik, Associate Professor at the Faculty of Social Sciences, NORU University, supplemented by the report's main authors.

Young people's situation

According to OECD (2018), the labour market conditions for 15–29-year-olds in Norway are among the most favourable across the OECD countries. The OECD publication gives a youth employment rate of 59 per cent in 2016. The majority of young people are in upper secondary education, and the completion rate is rising. The proportion of young people not in employment,

education or training ('NEETs') was 9 per cent in 2016, which corresponded to about 86,000 young people at the time (OECD, 2018). More than half of this group had not completed upper secondary education. Young people born abroad were more than twice as likely as their Norwegian-born peers to be NEETs.

Vulnerable young people make up a diverse and heterogeneous group in Norway, as in the other Nordic countries. This sub-chapter does not deal with all the sub-groups of vulnerable young people, but focuses primarily on mental health problems and dropout problems.

In the Norwegian context, young people who drop out of upper secondary education and are excluded from the labour market, have attracted political concern for several decades. At the same time, we know that many who interrupt an upper secondary education find work within a short time, and many of them complete the interrupted education later (Høst and Skålholt, 2013; Vogt, 2017). Considering that upper secondary education is not compulsory in Norway, but is defined as a *right* to education, it should also be pointed out that many people choose this path and that an increasing proportion complete upper secondary education. Nearly four out of five pupils complete upper secondary education with the Higher Education Entrance Qualification or a vocational qualification within five or six years.⁷

To complicate matters further, there is not just one, but many, and often different, reasons why people drop out of upper secondary education. We can distinguish between structural or institutional explanations and individual explanations. Performance and motivation explanations, for example, focus on individual young people, while structural explanations focus on factors inherent in the education system and labour market that promote or prevent dropout. In practice, however, it is often difficult to distinguish between individual and structural reasons and links: 'Individual reasons, such as poor school performance or high absence rates, can be closely linked to structural factors such as, for example, sociocultural and socioeconomic factors, school structure and bedsit living' (Antonsen, Anvik and Waldahl, 2016, p. 22).

In addition to the fact that there is often no single reason for people dropping out, it is important to consider dropout as a complex *process*⁸ rather than a 'simple' end product (Anvik and Waldahl, 2016a, 2016b). The following example can serve to illustrate this. In the Norwegian context, we have a good overview of both drop-out and completion rates because different statistics banks follow our young through different educational pathways and transitions. We also know that the grades achieved in lower secondary school (lower secondary school points) are said to be one of the most important factors determining the probability of completing upper secondary school (Markussen, 2019). Special political initiatives and anti-dropout measures have been launched to increase the completion rate in upper secondary school, such as the Ny GIV initiative and its successor, the Programme for Enhanced Completion of Upper Secondary Education and Training. One of the measures implemented under the Ny GIV initiative was to strengthen the weakest pupils' reading, writing and arithmetic skills during the final half of Year 10, precisely to improve the grades that will form the basis for admission to upper secondary education. The evaluation of this measure showed that, even though the teachers, pupils and management were satisfied with Ny GIV, the researchers behind the evaluation questioned why steps had not been taken to help these pupils at a much earlier stage (Rønning, Hodgson & Tomlinson, 2013).

Dropout must therefore be viewed as a process that in many ways begins long before the pupils start their upper secondary education (Anvik & Eide, 2011; Anvik and Gustavsen, 2012; Antonsen et al., 2016; Anvik and Waldahl, 2016). A number of qualitative studies conducted among young people who have dropped out of upper secondary education, are excluded from ordinary

⁷ Statistics Norway's statistics of completion rates of pupils in upper secondary education, <https://www.ssb.no/utdanning/statistikker/vgogjen>, downloaded on 6 May 2021

⁸ In this context, complexity could refer to, for example, the large number of relations that vulnerable young people are involved in (through their school and upbringing, support system etc.) and that influence each other.

employment and report mental health problems find that their issues do not arise at upper secondary school. The challenges these young people are facing are consistently caused by difficult conditions under which they have grown up, such as bullying, loneliness and an unstable home situation (*ibid.*). Other studies also show that some young people are particularly vulnerable because of a *combination* of different problems, for example poor primary and lower secondary school performance, bullying, social exclusion, mental health problems, substance abuse and a broad spectrum of issues relating to their living conditions (Sletten et al., 2015).

Challenges: The problem of many owners

The fact that young people drop out of education and are therefore less qualified for labour market participation and in need of assistance from the public support system is of course not just a political problem, but also a situation that makes life difficult for many of the young people in question. We are talking about vulnerable young people who live under problematic conditions (Hansen et al., 2020). These young people are facing complex challenges, and their problems often follow them through different phases and life situations (Anvik and Gustavsen, 2012; Anvik and Waldahl, 2016). The young people are not 'only' struggling with one thing or the other; 'they don't have one problem at a time' (Frøyland and Fossetøl, 2014, p. xi). From the young individual's own perspective, they are 'Ola' or 'Kari' who is struggling with school/work, health issues and everyday life all at once, and often, it is life itself that they find difficult. Hansen, Jensen and Fløtten refer to the fact that a number of problems often occur in conjunction with each other for vulnerable young people, but that 'there are no statistical overviews of such concurrent problems. However, it is obvious that the more problems occur together, the more follow-up will be needed' (Hansen et al., 2020, p. 40).

Also, as a policy problem, this is not a single problem, but rather a problem with many owners, and therein, perhaps, lies the real problem (Anvik and Waldahl, 2016). The young people concerned will often need assistance across areas of responsibility, involving support and follow-up from different parts of the support system, and often *simultaneously*.

In policy terms, such complex problems are often referred to as wicked issues or wicked problems. In this case, the term 'wicked problem' is used to refer to problems that cannot really be dealt with within clearly defined areas of responsibility of a sector or service, but that must be resolved through cooperation between different disciplines and services. Cooperation between different sectors and health and welfare services is increasingly being heralded as the solution to the challenges that people with complex problems face in their everyday life. However, this cooperation often takes place on the professional parties' terms (Anvik, Bliksvær, Breimo, Lo, Olesen & Sandvin, 2019). Some examples of coordination of services seem to cover the services' need for collaboration more than the users' need for coordinated help (*ibid.*). A FAFO Research Foundation report on coordinated efforts in relation to children and young people shows how each of the services that work with vulnerable young people has its defined tasks and areas of responsibility, that the services are organised as silos, and that 'the people who work in the services are influenced by their own service's areas of responsibility, professional knowledge and available policy instruments in their dealings with people in need of services' (Hansen, Jensen and Fløtten, 2020, p. 83). They also show how the young people in question and their complex needs challenge such structures. This makes it an essential question who is responsible for the services provided as a whole and for the interfaces between the different services. A summary of knowledge about young people with complex needs by Lo et al. (2016) points out how their follow-up is shaped by the structure of the welfare bureaucracy with its distinct sectors, and how many young people thus fall between or outside of the systems' various sectorial areas of responsibility. Hansen et al. (*ibid.*) point out how the interfaces are at risk of becoming what is referred to as '*slip zones*' because responsibility for follow-up shifts between the different services. This makes the division of responsibility unclear, as no one really deals with the

situation, and the young people end up being thrown back and forth between the systems.

Measures – support

A number of measures have been implemented to improve efforts targeting vulnerable young people (see, e.g., Kind & Strand, 2020; Hansen et al., 2020; Anvik & Waldahl, 2016). One trial by the Norwegian Labour and Welfare Administration (NAV) was described in the research report *Tid for aktivisering* ('Time for activation') (Strand, Grønningsæter, Nielsen & Holte, 2020), namely an evaluation of the intensified youth initiative introduced by NAV with effect from 1 January 2017. The initiative aimed to increase activity among young unemployed people, either in the form of employment, education or other forms of activity. Strand et al. found that the young people are prioritised by the local NAV offices and receive follow-up within the eight-week deadline stipulated, many already within one week and some on the same day. Important elements in the intensified youth initiative included establishing job clubs for new users, motivating young adults to return to education (complete upper secondary school), building a relationship with young service users, and recruiting employment specialists to work in accordance with the Supported Employment model. According to Strand et al., the counsellors considered building a good relationship with the young service users to be just as important as many of the employment schemes. The report also found that that the initiative did not have any impact on the transition to work, but that it had a significant and positive, although limited (3 per cent after 3 months) effect on the transition to education.

We would also like to draw attention to an attempt to improve the efforts to help vulnerable young people by strengthening interdisciplinary professional collaboration in relation to young people of upper secondary school age. One of the three main recommendations to come out of a Nordic research study on young people with mental health problems that looked at challenges, measures and cooperation in the Faroe Islands, Iceland and Norway, was to strengthen and develop easily accessible interdisciplinary services with a high level of presence for upper secondary school pupils. This was described in more detail as follows (Anvik & Waldahl, 2016, p. 125):

- Pupil services with sufficient school nurse resources, professionals with particular expertise on mental health and social counselling/care. A function with particular responsibility for following up pupils who are at risk of dropping out of upper secondary education or have already dropped out should be established. Norway, for example, has positive experience of trial schemes where work, social and health services are located in connection with upper secondary schools.
- The pupil services need a coordinating function that attends to coordination of services for individual young people and acts as a link between different internal parties at the school and relevant external services (centre for child and adolescent psychiatry, child welfare service, the Labour and Welfare Administration (NAV) etc.).
- The pupil services should be co-located in order to make them easily available, ensure maximum presence ('always an open door'), provide good flow of information between the different parts of the support system and help to improve service coordination.

A more recent research project, COMPLETE, was one of four projects conducted under the Ministry of Education and Research's Programme for Enhanced Completion of Upper Secondary Education and Training during the period 2016–2019. The purpose of this project was to conduct trials and formative research on two measures in a systematic effort to improve the psychosocial environment, promote attendance and prevent pupils from dropping out. One of these measures was attendance teams, a collaboration model developed on the basis of experience over time in which interdisciplinary teams were developed and tested locally at upper secondary schools based on a model resembling what was recommended in Anvik & Waldahl (2016). Attendance teams were established under the auspices of COMPLETE at twelve upper secondary schools in

four different Norwegian counties and subjected to formative research (2016–2019). An attendance team consists of the school nurse, the follow-up service and social counsellors who are available to both pupils and teachers. The teams focus on attendance work and good transitions. The formative research found that the attendance teams model succeeded in establishing interdisciplinary teams that cooperate closely and draw on each other's expertise when following up pupils. In particular, the follow-up service and school nurses were more closely integrated into the school. This gave the follow-up service a clearer focus on prevention, and the school nurses contributed to better understanding of mental health issues and networks in the health field (Larsen, Mathisen, Urke, Kristensen, Brastad, Vik, Waldahl & Antonsen, 2019).

Another research study (Olsen, Anvik and Seppola, 2017) evaluated a low-threshold service focusing on the prevention of mental health problems and early intervention, both in relation to individual lower secondary school pupils and the surrounding systems. The service was called *Vær i skole* ('Be at school'). Experience from the service's trial period showed that a mental health counsellor function in lower secondary schools fills an important gap between schools, the municipal health and social services and other health services. Bringing specialist health service expertise into the municipal services appears to carry considerable potential for clarifying young people's issues at an early stage before they develop into serious problems. The school counsellor's extensive work includes meeting with and following up pupils who show signs of needing, or express that they need, help and someone to talk to about things that are difficult in their life. Providing information and guidance within the school organisation in the form of advice and guidance to principals, school nurses and teachers, as well as to pupils and their parents, is also part of the counsellor's duties. The service thus appears to function as a low-threshold service for pupils who need to contact an adult whose door is always open.

Finally, we would like to mention that the expert committee chaired by psychologist Peder Kjøs that was appointed by the Government to look into how the coronavirus pandemic has affected the Norwegian population's mental health and use of intoxicating substances and propose concrete measures, proposed, among other things, that more upper secondary schools should establish attendance teams, and that attendance teams should also be tried out in primary and lower secondary schools.⁹ On the basis of the above-mentioned research on such efforts, we consider this an important focus area.

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3.5 Sweden

By Petter Berg and Rebecka Herdevall from the Swedish Agency for Youth and Civil Society, supplemented by OECD (2016) and Forslund & Liljeberg (2020)

SITUATION: Overview of young people not in employment, education or training in Sweden

There are about 150,000 people in the age group 16–29 years in Sweden who are not in employment, education or training (NEET). The number of people in this group has remained more or less unchanged since the Swedish Agency for Youth and Civil Society began keeping statistics in 2007, despite cyclical fluctuations in the economy, labour market policy initiatives and the central government administration's efforts.

According to the OECD, the proportion of NEETs in Sweden in the 20–24 age group was about 10 per cent, or 177,000 people, in 2016 (OECD, 2016). Although the proportion is lower in towns and cities, there is no pronounced difference in the number of NEETs in rural and urban areas. Compared with the other Nordic countries, young women are more at risk of exclusion from employment, education and training than young men (Karlsdottir et al., 2019). The Swedish

school system is highly decentralised. Swedish school reforms have created a situation where learning is rationalised in a manner that leaves little room for individual adaptation (ibid.)

Challenges

Young NEETs make up a very heterogenous group, which makes it difficult to draw general conclusions about the people behind the numbers. The Swedish Agency for Youth and Civil Society and other actors have collected a lot of information about this target group that nevertheless allows us to understand the problems and reasons underlying the situation where some young people find it difficult to enter the labour market or start an education.

We know that some groups are over-represented in the statistics of young people not in employment, education or training. Examples include people with mental and/or cognitive disabilities, foreign-born people and people with mental health problems. We also know that not having completed upper secondary school or having grown up in a socioeconomically disadvantaged area increases the risk of a young person struggling.

Young NEETs often need intersectoral efforts from the school, health and social services etc. In many cases, they have complex problems that require cooperation and coordination of the services of several public agencies.

The long-term exclusion of young people comes at a considerable cost at the personal level as well as to society, which will not benefit from the individual's skills or the economic gain it brings to have a person of working age in employment. There are many actors at the municipal, regional and national levels engaged in efforts to assist this target group. The Swedish Agency for Youth and Civil Society is of the opinion that municipalities and regions that develop structures for collaboration across municipal boundaries are more likely to succeed in coordinating effective and targeted efforts in relation to this group. This benefits the individuals concerned and reduces society's costs.

Measures and solutions

According to Forslund and Liljeberg (2020), one way of trying to reduce the number of NEETs is to take steps to ensure that young people complete their education, including early intervention aimed at young people from vulnerable groups. What follows below is quoted from the summary of Forslund and Liljeberg's summary of knowledge about young people not in employment, education or training (Forslund & Liljeberg, 2020).

A number of studies show that smaller classes improve school performance. In general, young people with learning difficulties seem to benefit from attending the regular school system up to and including the upper secondary school level. Special education and special schools can also sometimes be effective, although the evidence is not as clear-cut as the evidence concerning class size. Targeted interventions for vulnerable groups in school have also been shown to reduce the proportion who do not complete upper secondary school. Off-schedule community service can also improve school-related outcomes. Financial support for families with children in 'risk groups' may contribute to an improved attendance at school if the support is conditional ('Learnfare'). However, neither individually supported teaching and supervision, nor study and career guidance seem to show clear results.

Mentoring programmes, where young people have long-term relationships with adults other than their parents, have sometimes been shown to give good results. These effects are best when the relationship is close and personal. This suggests that socialising, and not just homework help and school-related conversations, can be important. A key prerequisite is that the mentor is trained for the task. The return of participation in apprenticeship programs can be considerable. One problem with apprenticeship programmes is that they are rarely targeted at the weakest. However, there are some examples of 'constructed' apprenticeships that can be valuable.

Swedish research shows that extended upper secondary vocational education with increased theoretical content led to a reduced proportion of students with full upper secondary school grades for young people with low primary school grades and from non-academic homes. Nor was there any reduced risk of unemployment for those who had started a longer and more theoretical career path. For students with low primary school grades, the new upper secondary school tracks instead seem to have entailed an increased risk of unemployment.

People with disabilities are over-represented among young people who neither work nor study. Our review shows that there is good scientific support for IPS (Individual Placement and Support) contributing to better outcomes for young people with severe mental health problems in terms of a number of employment-related outcomes. There is also some evidence suggesting that CBT (Cognitive Behavioural Therapy) for the same group can be an effective complement to more labour-market oriented interventions.

Concerning labour market training for young people, estimated employment impacts of classroom-based programmes are mixed (both positive and negative estimated effects). Studies comparing training programmes with other types of interventions tend to show that training has better effects than temporary public jobs, but worse effects than subsidised employment.

According to the results reported, job-search assistance (with or without monitoring of the jobseekers) usually gives positive results both in the short and long term, while monitoring/control gives a short-term positive employment effect but negative long-term effects on labour force participation.

According to cited studies, subsidised employment predominantly has positive effects on employment, but usually no or a negative effect on the transition to studies. No identified study finds positive effects for young people who have participated in temporary public jobs.

One survey shows that the programme effects generally look worse in countries with strict employment protection, and that both subsidised jobs and employment initiatives are associated with significant crowding-out effects. The same survey also claims that labour market training has better effects with a longer follow-up horizon and that programmes that do not lead to a degree should be a maximum of 5–6 months long.

A number of Swedish studies of programmes targeted at unemployed young people found essentially no long-term effects. This long-term (near) zero effect in the studies was usually the result of an estimated pre-programme effect that speeded up the transition from unemployment (young people who would enter the programme avoided this by finding a job) and a lock-in effect during programme participation.

Studies of the effects of reduced payroll taxes for young people in Sweden indicate that lower payroll taxes lead to more employed and fewer unemployed young people. However, every job created resulted in large losses in tax revenues. This conclusion may to some extent be modified if the effect of the lower payroll taxes is more persistent (which it was according to a recent study).

A study that exploited variation in a large number of countries found that rehabilitative initiatives and labour market training, especially during crisis years, contributed to lower youth unemployment.

LESSONS FOR POLICY

A first lesson for policy is that early efforts to identify and help young people with poorer conditions to pass school can be justified. One result that clearly points in this direction is that smaller classes can give rise to positive effects that are large enough to pay for the increased

teacher density. The effects of small classes are likely to be most valuable if the resource additions are aimed at students with poorer conditions.

There are not many results concerning NEETs that are not actively looking for a job, but IPS (Individual Placement and Support), according to scientific evidence, has positive effects for young people with severe mental health problems. As young people with disabilities are a particularly vulnerable group, there is good reason to invest resources to improve the outcomes of individuals in this group.

There is much more knowledge about policy initiatives for young unemployed people. Here, most evidence suggests that job-search assistance (with or without control of search behaviour) as well as subsidised employment have good effects, while evidence on the impact of labour market training is mixed (probably best for young people with a low level of education) and temporary public jobs generally lack positive estimated effects. These results provide some indications of what can be done and what should be avoided.

KNOWLEDGE GAPS AND NEED FOR FURTHER RESEARCH

There are many knowledge gaps regarding the effects of policies for different groups of NEETs. Most pronounced are the gaps for NEETs who are not looking for a job. In part, this probably reflects that the group is very heterogeneous and that what is effective in solving a certain type of problem is not effective in solving others. What appears to be most important is to identify effective policy initiatives for the heterogeneous group of young people with disabilities. The only robust result is that IPS seems to be effective for young people with severe mental health problems. However, the group with disabilities includes people with a variety of other problems. Here, research could contribute important knowledge to improve the situation for a very vulnerable group of young people. This applies both to knowledge of policy initiatives to prevent disabled persons from being excluded from the labour market and to policy initiatives to facilitate the transition from inactivity to work or study. In this context, firstly, the importance of access to data should be stressed. For example, there has long been a lack of register information on young people in special schools. Secondly, many policy initiatives are difficult or impossible to evaluate in a credible way without various types of well-thought-out pilot studies. The lack of data and pilots can probably explain part of our lack of knowledge about which interventions work for young people with disabilities.

For young unemployed people, the state of knowledge is better. There is an extensive body of literature, both Swedish and international, that evaluates labour market policy. Some of the evaluations concern initiatives that are targeted exclusively at young people. Here, the state of knowledge is good. What could be called for are more systematic studies of the effects for young people of labour market policy programmes targeted at all unemployed people.

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3.6 The Faroe Islands

By Professor Firouz Gaini from the University of the Faroe Islands, Faculty of History and Social Sciences.

The situation for youth

In the Faroe Islands (Faroës), concern has been raised about the growing number of children, young people and young adults who are struggling to avoid marginalisation and stigmatisation in present-day society. While studies (Gaini, 2018 and 2020) have shown that most young people are thriving and healthy with bright prospects as regards their education and careers, focus has recently been turned towards the 'others' ('outsiders') who, according to social workers, social pedagogues, health workers and other experts in the field, have been ignored by local and national authorities for far too long (Karlsdóttir et al., 2019). The small-scale and family-orientation of the society makes it easy and tempting to jump to the unfounded optimistic conclusion that 'people get the help that they need from their family and network' since this is what has previously been the norm. However, there are in fact many young people who do not feel that they are supported and included in contemporary society. Mental health is one of the main subjects in the discourse on youth at risk in the Faroes, which, according to psychologist Tóra Petersen, is a society 'facing challenges reaching the goal of creating a society big enough for everyone and where young people's mental health problems are adequately provided for' (Petersen, 2016).

According to another study exploring the topic of people with mentally ill parents in the Faroes, 'mental healthcare will benefit if policy-makers, managers and educators collaborate on key principles of family-focused practices and there is collaboration between family members and healthcare services' (Dam and Hall, 2020). Bullying at school is a problem that has been examined and analysed in national reports that form the basis for preventive anti-bullying initiatives and policy recommendations (Kák et al., 2019). Mental health needs to be 'destigmatised' in the Faroes before people will have the courage to talk openly about it and engage in projects aiming to reinforce the inclusion of young people struggling with such challenges (Heilsu- og Innlendismálaráðið, 2018). According to the *Public Health Committee* (ibid.) young people and young adults, more than any other age group, are the group predominantly facing mental health challenges today. The improvement of child and youth psychiatry services represents one of the main priorities in the new *National Plan for Mental Health* (ibid.). MEGD, the national disability umbrella organisation, has also worked hard for the inclusion of young disabled people in public schooling – from primary and up to upper secondary school – in the Faroes (MEGD, 2020). As regards inclusion at school, relatively high dropout rates are an issue, but very few Faroese studies delve into this problem. There is also an interesting gender dimension, namely that boys are overrepresented in the group of dropouts and poor performers in upper secondary school (Gaini, 2019). On the topic of inclusion, participation and well-being at school, a Nordic study based on material from the Faroes, as well as from other Nordic countries, recommends that:

A systematic work should be initiated aimed at guaranteeing non-discrimination and counteract the schools' negative impact on personal self-esteem, social well-being and belonging. The efforts to end school bullying as well as sexual harassment and hate speech should intensify. (Abiri, 2021)

Young people with alcohol or drug abuse problems, in many cases combined with social and mental health challenges, represent a very vulnerable group considered to be 'out of control' because of the current lack of knowledge about and services aimed at these young people in the Faroes. In a recommendation (report) from the project '*Megna títt lív*' (Manage your life) targeting this specific group of young people, it is stressed that a dynamic and interdisciplinary expert team working across institutional boundaries is needed as a consequence of the complex and multi-layered issues to be addressed and solved (Almannamálaráðið, 2018). Looking at social inclusion and exclusion more generally, Barnabati (a Faroese children's rights NGO, equivalent to Save the Children), has launched many projects focusing on the principles of the UN Convention of the Right of the Child in relation to children's everyday lives, schooling, safety and health in the Faroes. Fólkaheilsuráðið (The Public Health Committee) has also organised an array of projects aiming to improve the health and well-being of young people, for instance through the method called 'ABC for mental health', which is a comprehensive, population-wide programme with a strong evidence base, and universal principles of mental health and well-being. ABC for mental health has three interconnected messages forming the basis for the project: Act – do something active, Belong – do something with someone, Commit – do something meaningful. The number of young people struggling with stress, anxiety, loneliness and depression is growing, and these mental health challenges have an impact on secondary school dropout rates. However, there is a lack of statistics on this connection in the Faroes. According to a Nordic study, local enthusiasts with large informal networks are essential in the work to help excluded youth in the Faroes, Iceland and Norway:

... those who best meet the complex challenges and needs of these young people are individual actors and enthusiasts locally, who go above and beyond their mandates and service areas to coordinate help. Common to these individuals is that they possess skills that work across sectors of responsibility. They have good knowledge of and contacts in other services. (Anvik and Waldahl, 2017)

The main challenge, from a national organisational perspective, is the lack of coordination of 'service offerings towards the target group' (ibid.).

Solutions

The Faroe Islands have the lowest unemployment rate among the Nordics at just 1.2 per cent. However, the true rate of youth unemployment may be higher than indicated by the official numbers because young people who have never been in a regular job or registered with the Unemployment Services (ALS) represent a hidden group that is difficult to measure. Some are registered within the Social (Welfare) Services. Many academically-oriented young students leave the country after having completed secondary education (Gaini, 2019). Others have the status as student without being active participants at any educational institution.

Young Faroe Islanders are generally well-satisfied with their situation at home and in the local community. They have busy everyday lives with school, work, sports, chores, friends, etc. Young people, especially those living outside of the capital Torshavn, have an everyday life with a high degree of mobility in the form of regular work-, school- and leisure-oriented movement between towns and villages (Gaini, 2020). They say that they generally feel included and respected in their families and local communities. Yet, as we have seen, a growing number of young people also struggle with health issues and social marginalisation. It is important to define and implement a national policy for children and youth in the Faroe Islands that will secure the best conditions and options for young people to grow up and develop, but also to have an influence on cultural and societal issues (ibid.). Also, the policy must prevent vulnerable youth groups from falling into a position of marginalisation and isolation in the future in their home society.

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3.7 Greenland

By Christina V.L. Larsen, sociologist, PhD and research director of the Centre for Public Health in Greenland, National Institute of Public Health, University of Southern Denmark & University of Greenland.

1.4.1. Situation: Demographics and context

Greenland has a population of 56,421 (Statistics Greenland, 2021), 5,476 of whom are in the age group 18–24 years. The country is divided into 5 municipalities and has a total of 17 towns, varying in size from the capital Nuuk with a population of 18,999 and the second largest town Sisimiut with 5,622 to a number of smaller towns with about 500–3,000 inhabitants. Approximately 90 per cent of the population of Greenland belong to the indigenous Inuit people and refer to themselves as 'Kalaallit'. Greenland was a Danish colony until 1953, when its status changed to a county of Denmark. Home rule was introduced in 1979 and replaced by self-government in 2009. Greenland remains a part of the Danish Realm, or the Unity of the Realm, which also includes the Faroe Islands.

There are no roads between the towns and settlements of Greenland, and all transport between towns as well as between towns and settlements depends on planes, helicopters and ships, and is restricted by the extreme weather conditions and seasons.

In recent years, the political focus on children and young people, including young people not in employment, education or training, has increased in Greenland. Many young people have to leave their homes to get an education, which is a great burden to them, as being close to one's family is a crucial part of Greenlandic culture (Mulvad, 2020). Primary and lower secondary education takes ten years, and children from smaller settlements have to move away from home to the nearest town to complete years 8–10. About half of them go on to continuation school after Year 10, either in Greenland or in Denmark, while only one in seven pupils proceed directly to upper secondary education. Generally speaking, it is a challenge that many young people do not start upper secondary education at all. General upper secondary education programmes are taught in four towns (Nuuk, Aasiaat, Qaqortoq and Sisimiut), while vocational programmes are available at six schools (in Nuuk, Sisimiut, Ilulissat, Qaqortoq, Paamiut and Narsaq). Figure 1 is an overview of municipalities, towns and upper secondary education programmes. The University of Greenland, Iisimatusarfik, is located in Nuuk. It offers eleven bachelor's degree programmes and four master's degree programmes. In addition, some of the vocational education institutions offer short higher education programmes. Approximately 30 per cent of students from Greenland study abroad, most of them in Denmark. The education is free, and students receive grants and student loans. Students who have to move to another town are also entitled to student accommodation.

Young people in Greenland not in employment or education

According to Statistics Greenland, there are 2,649 young people between the ages of 16 and 24 who are not in employment or education (Statistics Greenland, 2021). This corresponds to 40 per

cent of the age group in question. The unemployment rate among people aged 18–29 is 5–7 per cent in towns, while settlements have a youth unemployment rate of 10–15 per cent (Statistics Greenland, 2019). There are also considerable differences between municipalities in terms of the proportion of young people who have started an upper secondary education four years after completing lower secondary school (Jensen, 2020). Qerqertalik municipality has the lowest proportion of young people who are either active in or have completed an upper secondary education with only 32.1 per cent, while in Kommuneqarfik Sermersooq (incl. Nuuk), 46.9 per cent are either active in or have completed upper secondary education four years after completing lower secondary school (Jensen, 2020). The biggest challenge is to retain pupils and students in education, and concrete political goals have focused on raising the completion rate (Ministry for Education, Culture, Sports and Church, 2020). At present, only about half of those who start an upper secondary education programme will complete it.

The available data on young people not in employment or education are very limited, and data from Greenland are only to a limited extent included in comparative international studies or surveys. We do know that this group is bigger in Greenland than in the Nordic countries, however. The European *Labour Force Survey* (LFS), which first included Greenland in 2019 (Ravn, 2021), is one of the sources that show this finding. According to the survey, the proportion of NEETs in Greenland (15–29 years) is 16.6 per cent, while the corresponding figures for the Nordic countries and Iceland are 5–10 per cent (Ravn, 2021).

This is a paradox, as Greenland also has a high employment rate among people in the 15–29 age group. This can partly be explained by the fact that a relatively high number of young people are neither in education nor active jobseekers. They are therefore not included when the proportion of NEETs is calculated in the European *Labour Force Survey* (Ravn, 2021). When the proportion of young people (17–29 years) in education is summed up, Greenland has approximately 25 per cent, while the corresponding figures for the Nordic countries are 40 per cent or more (Ravn, 2021).

Women make up the majority of NEETs in Greenland. Fewer young women than men are in employment, while fewer young men are in education. There are thus considerable gender differences at play.

Health and well-being among young people

The challenge of getting more young people to take an education and retain the ones who do start an education must be seen in light of the young people's overall health and well-being. The prevalence of adverse childhood experiences is high in Greenland and constitutes a significant public health challenge (Bjerregaard & Larsen, 2018). A number of adverse experiences are well-known risk factors for health problems and poor mental health in adolescence and adulthood in Greenland (Larsen, 2019). Being exposed to the alcohol problems of adults or experiencing violence or sexual abuse in childhood leaves marks far into adulthood. Targeted preventive measures against these adverse experiences play a vital role in the overall health and well-being of young people.

A mental health survey conducted among people in the age group 15–34 years documents how crucial the conditions under which children grow up are to their mental health as young people (Ottendahl, 2021). The majority of the respondents (51 per cent) had grown up with few adverse experiences, while a third of them (35 per cent) had experienced alcohol problems, violence and suffered sexual abuse in childhood. The survey shows that confidence in one's own abilities, loneliness, mental vulnerability and signs of mental illness all vary depending on the degree of adverse experiences while growing up. It also shows that the conditions under which they had grown up appeared to have affected the mental health of young men and young women differently. Finally, a clear link was identified between different of childhood experiences and good and poor mental health.

Population surveys in Greenland have looked at children's living conditions since 1993, and the most recent survey from 2018 showed signs of improvement. Fewer young are suffering adverse childhood experiences in the form of alcohol abuse, violence and sexual abuse, but such experiences nevertheless remain prevalent (Larsen, 2019).

The suicide rate among young people is also high in Greenland (Bjerregaard & Larsen, 2015), which represents a significant public health challenge. The rate is particularly high among young men aged 20–24 years. This means that many young people are in a vulnerable position, either because they have themselves attempted suicide or because friends or family members have committed suicide.

The conditions under which children grow up is a political focus area. One manifestation of this focus is the Government of Greenland's (Naalaakkersuisut) strategy against sexual abuse for the period 2018–2022, *Killiliisa – Lad os sætte grænser*. One of the goals of this strategy is that children born in 2022 should become a cohort that has grown up without experiencing sexual abuse. The intensified focus is also evident in the public health programme *Inuuneritta III* (2020–2030), which was recently launched. The fourth goal explicitly aims to ensure that all children grow up under satisfactory conditions: 'All children shall grow up under safe and satisfactory conditions, be protected against violence and abuse and not be harmed by intoxicating substances and tobacco' (Ministry of Social Affairs, Labour and Domestic Affairs, 2020).

Cultural and social determinants of health are important protective factors for mental health among young people in the Arctic region (Ingemann & Larsen, 2018a). These factors include strong communities and relationships across generations, attachment to culture and language, as well as the importance of local values and an attachment to the place where one lives. There is no doubt that such protective factors are vital to young people's chances of completing an education and finding work afterwards.

Support: Initiatives aimed at young people with education and career guidance

Majoriaq qualification centres

Every town in Greenland has a *Majoriaq* qualification centre. The Majoriaq centres function as job centres, provide education and career guidance and help people who need to upgrade their qualifications to complete their lower secondary education or achieve the grades required for admission to upper secondary education. The purpose of the Majoriaq centres is to provide easy access and comprehensive services to improve people's educational and employment opportunities. The Ministry of Social Affairs, Labour and Domestic Affairs draws up performance contracts for the Majoriaq centres in collaboration with the municipalities. The municipalities cover the centres' operating and development costs, while the self-government authorities provide an operating grant for the guidance and qualifications upgrading activities (Naalakkersuisut, 2021).

The purpose of the Majoriaq centres is to raise the level of education in the population, reduce unemployment and generally strengthen the skills of the labour force. With a particular focus on young people, Majoriaq is to:

- Provide guidance to encourage young people under the age of 30 to take an education
- Engage in outreach guidance services to young people not in employment, education or training (personal communication with the Ministry of Social Affairs, Labour and Domestic Affairs)

An evaluation of the Majoriaq centres' guidance and qualifications upgrading work was conducted in 2019. Generally speaking, the evaluation shows that participants benefit more from the guidance and qualification upgrading at Majoriaq and that it promotes motivation and support if the centre staff help to support learning communities and good social relationships between pupils in qualification upgrading programmes as well as between the participants and Majoriaq

staff (Danish Evaluation Institute, 2019). Based on the data available from the Majoriaq centres, the evaluation finds that more than half of those who have taken part in qualification upgrading measures through Majoriaq proceed to varying degrees of employment.

However, the evaluation points to a number of significant challenges with a bearing on the quality of the support the Majoriaq centres offer to young people not in employment, education or training:

- There is a need to strengthen work to address personal and social challenges among users in qualification upgrading processes, as many of them have personal and social problems.
- In its current form, the upgrading of academic qualifications at Majoriaq is not sufficiently adapted to the target group.
- The measures in place for upgrading non-academic qualifications match the needs of the target group in many ways, but lack a clear objective that could serve to guide the efforts.
- Pupils in need of qualification upgrading who wish to apply for a vocational education programme can get stuck at Majoriaq.
- The guidance provided at Majoriaq varies a great deal from centre to centre. The practices and skills of the counsellors vary, as does the amount of time set aside for counselling sessions.
- Collaboration with the primary and lower secondary school system is part of the tasks assigned to Majoriaq, but is less developed and comprehensive than intended.
- There is also the fundamental challenge of inadequate registration of users of Majoriaq's services, which means that a proper impact evaluation of the benefit citizens derive from Majoriaq is not possible.

As the Majoriaq centres have overall responsibility for efforts targeting the NEET group in Greenland, it is important to take into consideration the above challenges, not just as a solution, but also as part of challenges in the field as a whole. At the present time, a collaboration has been established with the national counselling centre that will enable pupils at Majoriaq to see a psychologist or psychotherapist on a par with other students.

When the Majoriaq system was established in 2015, the municipalities were also instructed to set up a committee consisting of representatives of Majoriaq, social services and the primary and lower secondary school system with a view to identifying vulnerable young people as early as possible. The process of the cooperation bodies creating the necessary intersectoral cooperation is still under way.

Educational improvements in Greenlandic villages – NUIKI

A high proportion of young people in the NEET category did not achieve adequate results on their final lower secondary exams and do not go on to take further education. This was the backdrop to the establishment of the NUIKI project Educational improvements in Greenlandic villages (Ministry for Education, Culture, Sports and Church, 2020). The project is locally based in a settlement for a period of ten months, during which pupils are taught the basic school subjects, and the course ends with a test. The project also supports the participants through individual conversations, student guidance and offers of family therapy or substance abuse treatment.

In 2020, the initiative was taken to create NUIKI 2.0. Based on experience gained from NUIKI 1.0, which primarily focused on young people's education, work is now under way on a more comprehensive interdisciplinary and relationship-based effort to achieve lasting change in the culture. This pilot project takes place in Narsaq. The focus is still on the young people, but there is greater focus on qualifying possibilities for development and structures from childhood to adulthood.

Other measures worth mentioning include the Association of Greenlandic Children's (FGB) work on projects to ensure a safe childhood for children and young people in Greenland and promote educational opportunities for young people, as well as ensuring that children and young people are heard and involved in matters that concern them. Ilinniartut is a mentor scheme under the auspices of FGB whereby adult volunteers support young people during their education. The scheme is aimed at pupils up to 25 years of age taking general and commercial upper secondary school programmes. There is also the Red Cross youth organisation INUA (Inuusuttut Nukittoqatigiit), which is an organisation for young people by young people. INUA works hard to improve conditions for young people all over Greenland by creating opportunities for activity, play and socialising that will allow young people to be part of a meaningful fellowship and develop the skills to deal with various challenges facing them in life. For example, INUA has, in cooperation with the Greenlandic Red Cross (KRK) and the solidarity action organisation Operation Dagsværk, developed a study programme in social entrepreneurship called Sprint. The purpose of Sprint is to strengthen the well-being of young people in Greenland. The Spring programmes can differ widely from each other, but they all focus on young people's ability to influence the place they live (Ingemann, Lundblad & Larsen, 2020).

Challenges and opportunities in work in relation to NEETs in Greenland

Young people's different resources and degrees of vulnerability can largely be linked to adverse childhood experiences, or protective factors that contributed to them growing up under favourable conditions. The importance of early intervention and health-promoting and preventive efforts to give all children the best possible chance of a good life remain vital to coming generations of young people. It is very demanding for many young people to have to move away from a familiar local community where they have close ties with their family and friends, nature, and the local language and culture. Efforts to ensure that young people are in employment, education or training must therefore be holistic and take into account the considerable challenges that many face as a result of childhood experiences, as well as the great differences that are sometimes found within and between settlements, towns and municipalities.

Young people in different parts of Greenland lead very different lives, as illustrated by the local differences in well-being and living conditions. There are considerable social differences across municipalities, and such differences have an effect on mental health and well-being. Efforts that aim to ensure that young people are in employment, education or training should focus on strengthening the well-being of young people, and must therefore be based on the local situation and living conditions. Targeted efforts are required in the fields of social and health services as well as education in order to counteract the social differences that also exist among young people, and that create differences between groups of young people in terms of their ability to complete an education.

A more holistic understanding of the determinants of young people's well-being is vital, and they must be considered in close conjunction with the fundamental values and strengths of the Greenlandic culture. If we are to create positive change, we must promote all the factors that help young people to thrive in their family, at school, in leisure activities and in the local community. This very much applies to protective factors such as cultural activities, inclusive communities, relationships with the older generations and spending time in nature. More can be done to systematically include such activities into the initiatives and measures implemented precisely to promote good opportunities and framework conditions for young people living in Greenland. Plenty of good examples and inspiration can be taken from work already taking place in the municipalities as well as among Greenland's closest neighbours both in Alaska and Arctic Canada.

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3.8 Discussion and summary

We will sum up the chapter by pointing out similarities and differences between the countries in the form of a discussion centred on two topics: 1) Which factors create exclusion and marginalisation? 2) Which factors contribute to inclusion in school, work and the local community?

Exclusion and marginalisation

An increase in poor well-being and mental health problems among young people is consistently described as causing exclusion and marginalisation. The causes of mental health problems are often related to difficult childhood living conditions, including alcoholism, violence and abuse at the hands of close family members, and loneliness. A number of structural challenges adds to this picture, such as financial and social inequality and a lack of coordination between services. Work is considered a value of life in all the Nordic countries, and consequently, people who are not in employment feel like outsiders. Changes in the labour markets and in the jobs available are sources of uncertainty. Several other circumstances are pointed out as contributing to marginalisation in the different Nordic countries, including performance pressure in the education system and standardised forms of assessment lacking in flexibility, as well as inefficient labour market policies that fail to take account of the temporal dimension of vulnerable young people's job situation. The Finnish contribution, for example, describes how the Youth Guarantee will often not apply to vulnerable young people in short-term employment or education-related activities. In the young people's own view, factors that could cause marginalisation include lack of friendship, mental health issues and experience of discrimination.

In small-scale, family-oriented societies such as Greenland, the Faroe Islands and Iceland, it can be an additional challenge that continued education and employment often involves leaving home, and sometimes even leaving the country. This is particularly evident in Greenland. There, young people often have to leave their family to take an education, many as early as in lower secondary school age. This is a great burden on them, as family is a central aspect of Greenlandic culture.

The contributions from Greenland, Iceland and the Faroe Islands also point to significant regional and gender differences in exclusion, but the data available concerning young vulnerable people's situation are limited. The various presentations show that vulnerable young people make up a very heterogeneous group, with differences both within and between countries. All the countries appear to be facing challenges when it comes to providing adequate services to such a heterogeneous group. Another common challenge is linked to differences in the resources and opportunities available to young people in rural versus urban areas. There is no simple solution.

Inclusion in school, work and the local community

Inclusion is a complex process that requires structural flexibility and reorganisation as well as good relationships, close follow-up and qualified guidance and support. Vulnerable young people need help that is also inclusive. When it comes to inclusion in education, the emphasis is on more alternative routes, other forms of assessment and establishing safe spaces for learning. A sufficient number of practical training placements where work training can be followed up by a mentor who helps to promote progress must also be established. Denmark's contribution emphasises the importance of such a mentor who can also help young people to develop a social

network. Education plans for vulnerable young people is highlighted as an important measure, as well as the young person in question being ready for education and the choice of education having been clarified in advance and a social network established. Investment in individual support in the plan's establishment phase is emphasised in several countries. The Finnish one-stop-shop project is one example of a successful attempt to meet vulnerable young people's need for many forms of support in parallel with each other – help with housing, substance abuse problems and health problems as well as education and work inclusion. Iceland has a long-standing tradition of summer jobs for young people. The parents' financial situation also plays a role in determining how well vulnerable young people do. The Faroe Islands have little data available on the situation of vulnerable young people. The majority of young people are doing well. They have friends, are included in leisure activities and are active in education or employment. Most of them also feel included by their family and community. Important slogans in the work to strengthen the mental health of young people is to be active, do something with someone and do something meaningful. Different types of measures such as one-stop-shops, youth teams and ABC¹⁰ (Act, Belong, Commit) for mental health are examples of initiatives created in response to proposals for better service coordination, early intervention and inclusive communities.

Part of the key to including vulnerable young people in employment and education, as well as in society at large, is to treat them as individuals, build good relationships and offer suitable measures and policy instruments (Karlsdóttir, Cuadrado, Gaini, Jungsberg & Ormstrup Vestergård, 2019). This can be done by setting up 'attendance teams' in schools, providing close follow-up in the workplace, both for employers and employees, and increase the use of outreach services to meet the young people where they are. Service coordination is important. At the same time, a possible challenge here is the risk of 'slip zones' (Lo, Olsen & Anvik, 2016) arising where the division of responsibility between the different stakeholders and institutions involved has not been clearly defined.

There are significant differences between the Nordic countries and areas in terms of population density, culture and context. The Nordic countries have different ways of talking about the challenges associated with vulnerable young people. In Greenland, there is a focus on including vulnerable young people in the community. Their experience is that there is a generation gap between the older generation and their cultural practices and the young people, and that this gap gives rise to challenges for the young because family and tradition are also very important. Norway, Sweden and Denmark largely share a discourse on work inclusion of vulnerable young people.

To sum up, there is a general consensus that efforts in relation to vulnerable young people must be holistic and take into account the complex challenges facing them. Inclusion of this heterogeneous group is a complex, multi-layered task. Assistance must be provided across areas of responsibility, often simultaneously. Good adaptation and matching of persons and tasks can work for many of those who the support personnel believe to be 'far from employment'. Measures that succeed in combining close follow-up with inter-agency efforts in appreciative learning spaces appear promising.

¹⁰ ABC (Act – be active, Belong – do something with someone, Commit – do something meaningful. This is described as a project implemented in the Faroe Islands, but it also exists in Denmark. https://www.sdu.dk/en/sif/forskning/projekter/abc_for_mental_sundhed

4. Main points from previous knowledge summaries

In this chapter, we present some important findings from 17 literature reviews on the inclusion of vulnerable young people. These studies are conducted in one or more Nordic countries. The studies presented here are not included in the analyses of selected literature in the following chapters, but that are summarised here to provide additional background information.

While some of these studies are systematic literature reviews that have been published in peer-reviewed scientific journals, others are reports, memos or official reports that have not been subjected to the same process of scientific quality assurance. Several of these summaries do not explicitly focus on vulnerable young people, but nonetheless partly or indirectly touch on the subject. We have also included a small number of international summaries that, despite being wider in scope, have clearly included many studies from the Nordic countries. Generally speaking, we have been looking particularly for information about the inclusion of vulnerable young people in school, work or society at large.

These studies have somewhat differing definitions of the target group and the focus area. While a number of studies deal with young people not in employment, education or training (NEETs), others focus on young people in general, young people with complex needs, young people with poor mental well-being, young refugees or young people from indigenous peoples in the Arctic region. The research problems and objectives also vary between studies. While some focus on prevention, others focus on cooperation and coordination or attempt to provide an overview of vulnerable young people's challenges and opportunities. Only a small number of the studies define inclusion and/or participation as their main focus.

Most of the literature reviews discuss and describe important factors that contribute to marginalisation and exclusion among young people. In the following, we will sum up some key points from these studies on factors that contribute to exclusion and who is affected, before we go on to describe what the studies say about inclusion in school, work and society at large.

4.1 What contributes to the exclusion of young people?

Hyggen (2015) points out that the reasons why some people end up being excluded from education and working life are linked to individual as well as institutional circumstances, for example the organisation of upper secondary vocational education and the availability of apprenticeships. Forslund and Liljeberg (2020) point out that extended upper secondary vocational education with increased theoretical content has led to a reduced proportion of students completing upper secondary education among young people with poor lower secondary school grades. They also found that a high proportion of young people not in employment, education and training were still not employed or in education three years later. The reviews (Borsch et al., 2019; Forslund & Liljeberg, 2020; Fyhn et al., 2021; Lo et al., 2016; OECD, 2016, 2018, 2019) describe a number of risk factors for exclusion:

- foreign background
- low level of education (also among the parents)
- functional impairment and health issues
- poor mental health and psychosocial problems
- personal characteristics such as poor self-confidence, behavioural problems etc.
- poor school performance
- poor childhood environment
- experience of unemployment

The OECD found no significant gender differences in the proportion of young NEETs in Norway, Sweden and Finland, which sets these countries apart from other OECD countries, where women have a markedly higher probability of being unemployed or inactive (OECD, 2016, 2018, 2019).

A study of young refugees in the Nordic countries shows that they have poorer mental health than their peers from other ethnic minorities and native-born peers (Borsch et al., 2019). The study concludes that both pre-migration experiences and post-migration factors, such as discrimination, poor social support and language skills, are important areas of relevance to challenges related to health, education and employment.

In the Arctic context, and for indigenous youth in particular, suicide-related issues and suicide prevention are pointed out as an important topic and area in which to invest efforts to prevent marginalisation and promote inclusion (Ingemann & Larsen, 2018; Redvers et al., 2015).

Two of the reviews highlight the fact that measures of relevance to young people with complex problems are often spread across several disciplines and sector-specific services, resulting in the young peoples' challenges and needs being interpreted in light of the individual sector's areas of authority and responsibility (Lo et al., 2016). According to Anvik et al. (2019), young people with complex needs are often faced with a fragmented treatment pathway 'where which of the different specialist health services they are treated by shifts depending on which problem the treatment system is focusing on at the moment' (2019, s. 13). Anvik et al. also write that 'the more complex the problems of young people with substance abuse and mental health problems are, the more unstable the treatment provided by the mental health services appears to be'. The way in which the welfare services and support system are organised does not thereby necessarily help to resolve the problems and help the young people to find a way out of their difficult situation.

The tales of young people who 'slip through the cracks' in connection with transitions, for example from lower to upper secondary education or from school to work, are also a recurring topic in the research literature (Forslund & Liljeberg, 2020; Frøyland & Pedersen, 2019; Hyggen, 2015; Lo et al., 2016, s. 9).

4.2 What contributes to inclusion?

A study on the coordination of services provided to persons with complex needs (Anvik et al., 2019) shows that research on vulnerable children and young people points to a need for a holistic approach where all aspects of the users' life situation (health, school, work, financial situation) are taken into consideration.

Preventive measures can also promote or create a better basis for inclusion, either in the form of universal preventive strategies or more selective measures aimed at at-risk groups or, by indication, individuals who show signs of problems (Ottosen, Berger & Lindeberg, 2018). Preventive measures intended to prevent poor mental well-being, reduce stress or prevent depression, insomnia or suicide could thus be relevant measures in an inclusion process.

During the period 2005–2010, Halvorsen et al. (2012) mapped political initiatives in the Nordic countries whose goal was to include young people in education and working life. The study found that good inclusion practices are often about different ways of establishing contact, building mutual trust, co-responsibility, involvement and cooperation, and about coping with everyday life and motivation for work and education. They also write that projects that pursue this approach are often short-lived and rarely result in permanent policies or lasting solutions. They pointed out that the Nordic countries' economic policy, labour market policy, educational policy and social and health policy have a bearing on disadvantaged young people's opportunities for inclusion.

More recent literature reviews seem to support these findings. Generally speaking, topics such as early identification and intervention are stressed (Forslund & Liljeberg, 2020). Hyggen (2015)

finds that effective methods can usually be summed up under four main strategies: early intervention, individual adaption of measures, close follow-up of the young people, and cooperation across different institutions. Lo et al. (2016) also show that several studies highlight how crucial it is for success that the young people themselves are involved and their perspectives included when determining what services to provide: 'The feeling of real participation is also an important success criterion in itself in situations where it is important to build trust, a sense of security, a feeling of being heard and a sense of mastery' (Lo et al., 2016, s. 16). For example, one study looked explicitly at the inclusion of children and young people in (health-related) research (Larsson, Staland-Nyman, Svedberg, Nygren & Carlsson, 2018). Larsson et al. found that only three of the studies involved represented participation and inclusion of children and young people at the highest level of co-researcher, with authority and responsibility for the development of interventions. Larsson et al. concluded that much work remains when it comes to facilitating research where children and young people actively cooperate with researchers as equal partners.

It is also important to the young people themselves that they get help, not necessarily through a service or measure, but from a person who sees them, shows them attention and trust and does not give up on them. The assistance must be flexible, allow for trial and error and be adapted to the young people's progress in a way that creates a motivational overall package that promotes skills development and mastery. Fyhn, Radlick and Sveinsdottir (2021) also point out that relational competence and implementation knowledge are two factors that can be crucial to the successful implementation of a measure. Sufficient time and resources must be set aside to implement a high-quality measure and ensure that it has the support of the implementing parties.

Lo et al. (2016, s. 19) find that it is widely accepted that there is little evidence that certain types of measures are always effective. It is consistently pointed out that complex needs sometimes require complex solutions (Lo et al., 2016). Rather than identifying simple causal connections, research indicates that the reasons some people find themselves in difficult life situations are more complex and individual. The complexity of such situations requires holistic approaches where the young person's life situation and problem complex are considered as a whole (Lo et al., 2016, s. 7). Young people themselves also describe how good help sometimes means to have somebody take responsibility for organising such close and comprehensive follow-up.

The reviews also highlight many other approaches and findings from different studies of relevance to the inclusion of vulnerable young people. Literature reviews focusing on interaction and cooperation, for example, point to a particular need for cooperation on the critical transitional phases that constitute such an important part of young people's life situations (Anvik et al., 2019). Some studies emphasise sharing of information between cooperating parties as important to preventive work and early intervention. Anvik et al. (2019) also found studies that stressed the importance of individual plans (IP) in the cooperation between the child welfare service and school because an individual plan contributes to greater transparency and clarity. Anvik et al. also found studies that highlight the importance of taking the time to 'clarify and establish an understanding of the different parties' areas of expertise and how each party is to contribute' (Anvik et al., 2019, s. 12) in order to establish actual cooperation rather than just inter-agency coordination of services.

School and work are two main arenas for the inclusion of vulnerable young people that we will discuss in more detail below, but the inclusion that takes place in other arenas in the local community is also important and relevant, and several of the reviews explicitly raise this issue. This could be inclusion in activities such as sports, cultural events or other leisure activities in the local community. For example, studies on indigenous youth in the Arctic context draw attention to the importance of including cultural factors in the work to promote well-being among children and young people (Ingemann & Larsen, 2018).

Inclusion in work

Inclusion in working life is often seen as one of the main policy instruments for integrating young people in society. Several of the reviews discuss the role of work inclusion in particular. The OECD has also in several reports noted a need for better relations and cooperation between upper secondary schools, particularly vocational programmes, and the labour market to make it easier to find apprenticeships for pupils on vocational programmes, particularly for pupils with special challenges (OECD, 2016, 2018, 2019). In its report for Finland, the OECD explicitly urges schools to do more to involve employers in the inclusion work and states that they should receive support to enable them to provide better learning in the workplace (OECD, 2019, s. 9). When it comes to how effective measures are, some reviews (Forslund & Liljeberg, 2020; Frøyland & Pedersen, 2019) indicate that there is good scientific evidence to show that Individual Placement and Support (IPS) is an approach that helps to achieve inclusion of young people with mental health problems in working life. Forslund and Liljeberg also found some evidence to suggest that cognitive behavioural therapy can be an effective complement to more labour-market oriented interventions (Forslund & Liljeberg, 2020). Reviews of effect studies with relevance to young people in the Nordic countries generally find that the most effective measures or programmes are those that most closely resemble ordinary employment. The ordinary employment service and wage subsidies both increase the chances of people finding work, while guidance and qualification activities produce mixed results (Forslund & Liljeberg, 2020; Hyggen, 2015). It is also uncertain whether the positive effects of employment with wage subsidies extend to the most vulnerable young people as well. Research on youth guarantees also shows mixed results, and general guarantees of this kind are particularly ineffective in relation to the young people 'furthest away from the labour market' (Hyggen, 2015, s. 42). Hyggen concludes by saying that the relatively few European and Nordic studies that have looked specifically at the effects of measures and initiatives aimed at young people not in employment, education and work have so far yielded 'disappointing results almost regardless of which activity the young people participate in, and particularly for the most vulnerable of them' (Hyggen, 2015, s. 45).

Frøyland and Pedersen (2019)¹¹ find that many studies emphasise the importance of work experience in the form of part-time work in youth in order to develop a sense of work as meaningful, as well as a number of specific skills such as communication and interpersonal skills, relational skills, numerical skills and self-confidence. They find several studies, for example that indicate that summer jobs and early work experience mean more to the most vulnerable young people than to young people in general. They also find that studies on the importance of summer jobs, part-time jobs and work placements among young people with *functional impairments* largely show positive results.

This tallies well with findings from another study (Card, Kluve & Weber, 2018) of the effects of various measures to counteract unemployment in general, not just among young people, which shows that the long-term unemployed benefit more from measures centred on human capital (e.g. training) than from work first measures (e.g. jobseeker courses). However, this appears to be reversed for the most disadvantaged group. For this group, work first measures appear to be more effective than measures aimed at increasing participants' human capital.

Frøyland and Pedersen find that young people with special needs often need more than just a job to succeed; they also need enhanced support during a transitional phase where a holistic approach is taken to their life, and the welfare and health services are also involved, as well as their family and local community. This report also points to a number of challenges associated with work inclusion for young people, and a number of suggestions are provided on how to approach such work in light of these challenges:

¹¹ Despite this memo being written for a Nordic context, several of the studies were from countries outside the Nordic region.

- Foster sufficient access to summer jobs and opportunities for work
- Develop good relations and good cooperation with local employers
- A comprehensive approach that covers several sides of the young people's lives in combination with long-term outreach follow-up
- Develop and practise inclusion competence in the form of knowledge about individuals and their support needs as well as knowledge of how workplaces can be used to achieve inclusion of persons with special challenges
- Involve the local community in an effort to pull in the same direction by coordinating different agencies' contributions at different levels

Inclusion in school

The OECD's reports from the Investing in Youth series on Norway, Sweden and Finland (OECD, 2016, 2018, 2019) all point to challenges in vocational upper secondary education programmes in terms of relations with the labour market and the availability of apprenticeships. In all three reports, the OECD proposes strengthening cooperation with the labour market in order to improve the opportunities available to pupils on vocational programmes, particularly the 'weakest' pupils. In the report on Norway, the OECD describes the transition from the second to the third year of vocational programmes – the transition to apprenticeships – as the most challenging transition, where as many as 30 per cent of pupils failed to secure apprenticeships in 2016 (OECD, 2018, s. 16). In its report for Finland, the OECD explicitly urges schools to do more to involve employers in the inclusion work and states that they should receive support to enable them to provide better learning in the workplace (OECD, 2019, s. 9).

The OECD (2018) describes the Norwegian upper secondary education system's Follow-Up Service as a successful measure in relation to pupils who drop out of school. The report on Finland points to a need for improving support and follow-up of pupils with special challenges and active efforts in relation to pupils who do not complete their education (OECD, 2019).

For Sweden, the most interesting finding was that smaller classes improve school performance. Generally speaking, young people with learning difficulties seem to benefit from attending the regular school system up to and including upper secondary school level (Forslund & Liljeberg, 2020). Forslund and Liljeberg also find that special education and special schools can be effective, although the evidence is not as clear-cut as the evidence concerning class size. Targeted interventions for vulnerable groups in school have also been shown to reduce the proportion who do not complete upper secondary education. Forslund and Liljeberg find that financial support for families with children in risk groups can help to improve attendance at school if the support is conditional. In Forslund and Liljeberg's review, neither support teaching nor study and career guidance seems to yield clear results.

Mentoring programmes where young people have long-term relationships with adults other than their parents have sometimes been shown to give good results, but these effects are best when the relationship is close and personal (Forslund & Liljeberg, 2020). According to Forslund and Liljeberg, this suggests that socialising, and not just homework help and school-related conversations, can be important. They find it to be a key prerequisite that the mentor is trained for the task. One problem with apprenticeship programmes is that they rarely specifically targeted the weakest pupils.

Drugli and Nordahl find positive home-school cooperation to be one of several factors of importance to children and young people's learning and development (Drugli & Nordahl, 2013). Drugli and Nordahl write that this makes it important that the school facilitates cooperation with all parents. At the same time, they point out the dilemma that home-school cooperation is often poorest in relation to the pupils who need it most: 'those who, for one reason or another, struggle to adapt to the requirements and challenges of the school system' (Drugli & Nordahl, 2013).

Research shows that it takes more commitment and greater efforts than usual to establish a positive cooperation in such cases. Several studies and experience from a number of prevention programmes in the school system (such as *The Incredible Years* and *Respekt*) show that home visits to the families of children who are struggling can contribute to more cooperation and involvement on the part of the parents and family (Drugli & Nordahl, 2013).

4.3 Effects and other outcomes in brief

Hyggen distinguishes between quantitative effects studies and qualitative studies/evaluations (Hyggen, 2015). Hyggen discusses what he considers paradoxes in the research conclusions: While effect studies based on register data and population surveys mostly find that measures and initiatives do not work – with the partial exception of measures that are as similar to ordinary employment as possible or most closely linked to the ordinary education system, more qualitative evaluations and studies find many of the measures to have many positive effects and recommend more early intervention, close follow-up, interdisciplinary cooperation and recognition (Hyggen, 2015, s. 46). In an attempt to at least partly resolve this paradox, Hyggen refers to what the young people themselves perceive as effective, and many studies largely agree on this explanation: The explanation is linked to individuals, often named teachers, counsellors, work colleagues or persons working in the health services, who are described by the young people as 'responsible adults who saw them and met them where they were' (Hyggen, 2015, s. 47). They are described as responsible adults who were in a position to contribute to enabling the young people to negotiate the transition from youth to adulthood.

4.4 Summary

The literature reviews we have looked at that deal with vulnerable children and young people point to a need for holistic approaches where all aspects of a young person's life situation (health, school, work, financial situation) are taken into consideration. Good inclusion practices are often about different ways of establishing contact, building mutual trust, co-responsibility, involvement and cooperation, and about coping with everyday life and motivation for work and education. Economic policy, labour market policy, educational policy and social and health policy in the Nordic countries all have a bearing on disadvantaged young people's opportunities for inclusion.

Effective methods can usually be summed up under four main strategies: early intervention, individual adaption of measures, close follow-up of the young people, and cooperation across different institutions. User involvement is also crucial. The assistance must be flexible, allow for trial and error and be adapted to the young people's progress in a way that creates a motivational overall package that promotes skills development and mastery.

We find that it is widely accepted that there is little evidence of certain types of measures always being effective. It is consistently pointed out that complex needs require complex solutions.

With regards to **work inclusion**, we have good scientific evidence that Individual Placement and Support (IPS) is an approach that helps young people with mental health problems to find work. Reviews of effect studies with relevance to young people in the Nordic countries generally find that the most effective measures or programmes are those that most closely resemble ordinary employment. The ordinary employment service and wage subsidies both increase the chances of people finding work, while guidance and qualification activities produce mixed results. It is also uncertain whether the positive effects of employment with wage subsidies extend to the most vulnerable young people as well. Research on youth guarantees also show mixed results, and general guarantees of this kind are particularly ineffective in relation the young people 'furthest away from the labour market' (Hyggen, 2015, s. 42). The European and Nordic studies available

have so far yielded 'disappointing results almost regardless of which activity the young people participate in, and particularly for the most vulnerable of them'. At the same time, we find studies that indicate that summer jobs and early work experience mean more to the most vulnerable young people than to young people in general.

With regards to **inclusion in school**, several studies indicate that it is important to strengthen cooperation between upper secondary schools and the labour market in order to improve the opportunities available to pupils on vocational programmes, particularly when it comes to the 'weakest' pupils. The Follow-Up Service in the Norwegian upper secondary school system is described as a successful initiative. Young people with learning difficulties seem to benefit from attending the regular school system up to and including upper secondary school. Mentoring programmes where young people have long-term relationships with adults other than their parents have sometimes been shown to give good results, but these effects are best when the relationship is close and personal. Positive home-school cooperation is important.

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PART III – RESULTS, ANALYSES AND REVIEW OF THE LITERATURE SEARCH

5. Description of the studies included for in-depth analysis

As previously described, a total of 84 studies were included for in-depth review and analysis. Of these 84, 21 came from the systematic search, 43 were suggested by the Nordic research group, and 20 were suggested by researchers at OsloMet. In addition, 17 literature reviews of relevance to the inclusion of vulnerable young people were identified on the basis of input received through the above-mentioned search strategies. These 17 were not included in the in-depth analysis presented below, but we have based a separate chapter in the report (Chapter 4) on these knowledge summaries. More than 100 studies have thus been read and used in the present review of knowledge. All the national reference literature used by the Nordic researchers when describing conditions in their respective countries (see Chapter 3) and that were not included in the in-depth analysis presented above, comes in addition to this.

5.1 Characteristics of the studies

The 21 studies identified through the systematic search are all scientific articles published in English in peer-reviewed journals, and have an explicit focus on inclusion in school and work contexts. The 62 studies suggested by the Nordic research group and researchers at OsloMet comprise scientific articles, reports, books, chapters in books, PhD theses and a small number of official reports. In addition to work and school inclusion, these studies also deal with social inclusion in a more general sense. The 17 reviews of knowledge also made up a mix of different types of summaries ranging from systematic reviews and scoping reviews to more thematically oriented and selective/limited summaries published as reports or memos.

The figure below illustrates the types of studies included:

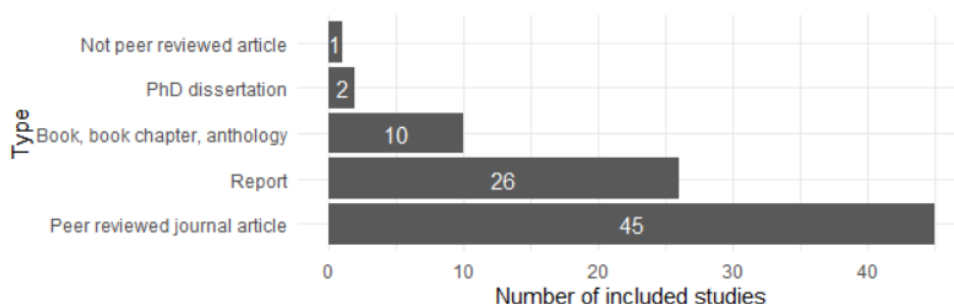


Figure 1: Types of studies included. N = 84

Figure 2 below shows how the studies break down by country. Only four studies deal with all of the Nordic countries. However, there are more studies than the figure shows that employ a comparative perspective (between countries).

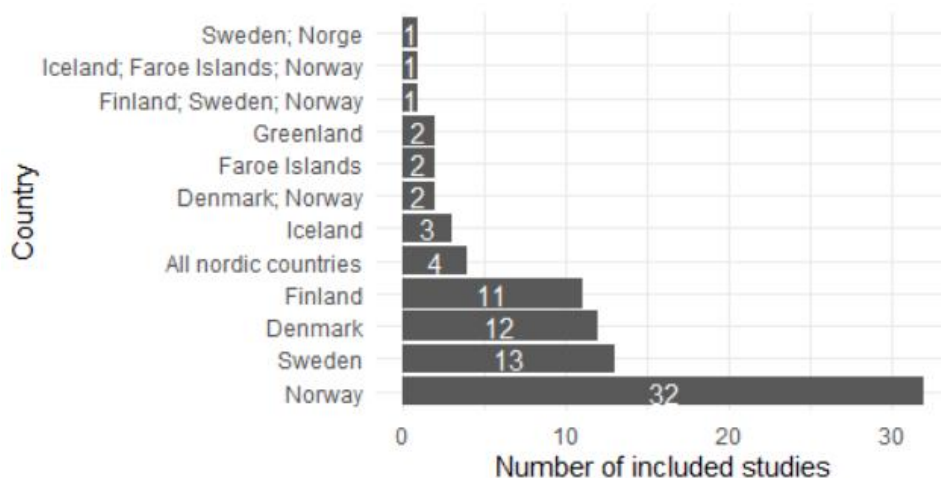


Figure 2: Number of included studies per country. N = 84

The figure shows that Norway was the country with the highest number of studies, while there were only a small number of studies from Iceland, the Faroe Islands and Greenland. There may be several reasons for this imbalance. The project started out as a Norwegian project that was later expanded into a Nordic project. About half of the project's funding comes from the Norwegian Ministry of Labour and Social Inclusion and the other half from the Nordic Council of Ministers, which could partly 'justify' the imbalance. However, the high number of Norwegian studies could also be linked to the design of the literature searches, and perhaps to the fact that the report's main authors are all Norwegians and have themselves suggested several Norwegian studies of relevance to this review. It is perhaps a weakness in a Nordic perspective that the balance in the number of studies is not better, at least in relation to Denmark, Sweden and Finland.

The research group members from Greenland, the Faroe Islands and Iceland have communicated that as far as they are aware, little research has been conducted on the inclusion of vulnerable young people in school, working life or the local community in their countries/areas, and that it is thus not unreasonable that significantly fewer studies from their countries are included. Nevertheless, several national studies from each of these countries are referred to in the national contributions in Chapter 3. The reason why most of these studies were not included in the in-depth analysis was that they did not meet our inclusion criteria. All in all, this means that many more studies from each of the Nordic countries were included in this review of knowledge, but many of them did not meet the inclusion criteria for the in-depth analysis presented in this and the following chapters.

The figure below shows how the studies were identified and which country they are from:

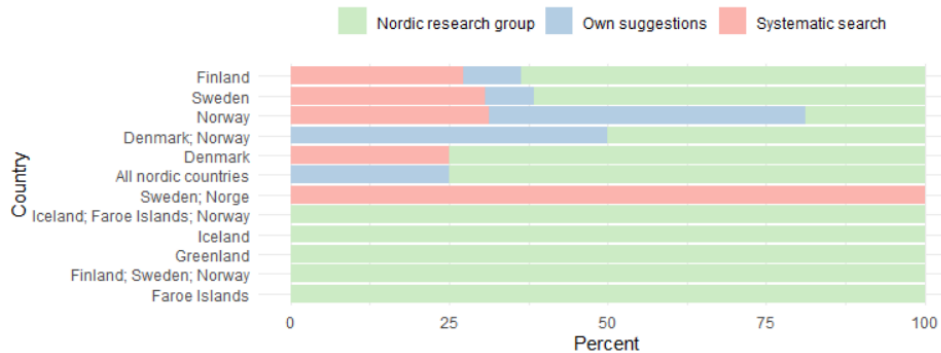


Figure 3: Identification method and country of included studies.

As we can see, the systematic search only identified studies from Finland, Sweden, Denmark and Norway. This shows that an alternative approach has been required to identify studies from the Faroe Islands, Iceland and Greenland. The figure also shows that studies suggested by the Nordic research group cover this gap. Researchers at OsloMet suggested studies from Finland, Sweden, Norway, Denmark and studies on all the Nordic countries combined.

Of the studies included, 13 are mainly quantitative, 13 combine qualitative and quantitative methods, while 58 are mainly qualitative. The figure below shows which countries the studies are from and the main methodological approach they apply.

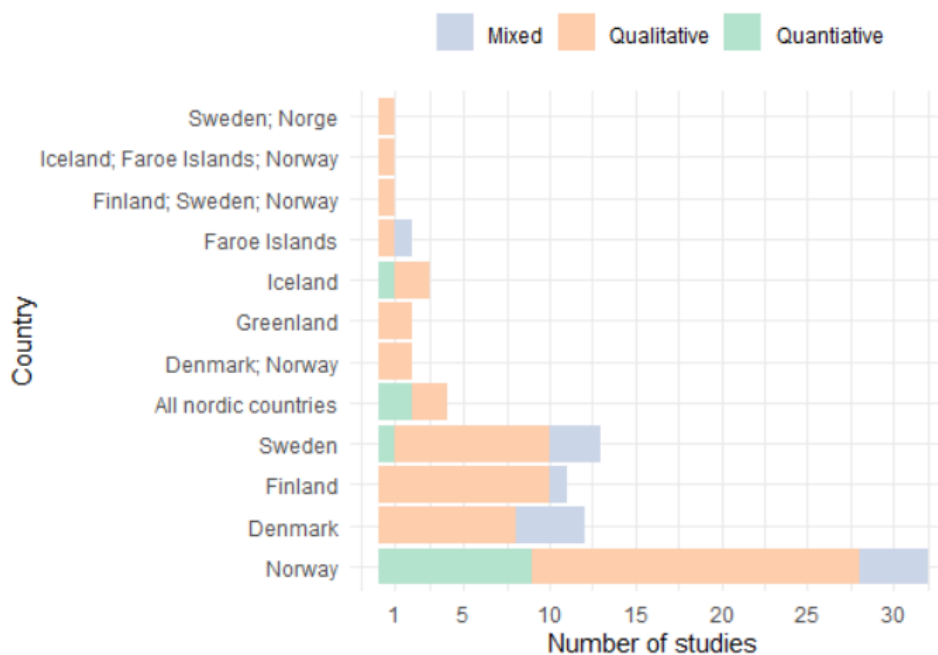


Figure 4: Country and methodological approach for included studies

The figure shows that we have only identified qualitative studies from Greenland, while for all other countries/areas, both qualitative studies and quantitative or mixed (quantitative and qualitative) studies have been identified.

5.2 The studies' contents, research questions and target groups

The figure below shows that studies of relevance to work inclusion dominate the sample, but that many are also relevant to school inclusion.

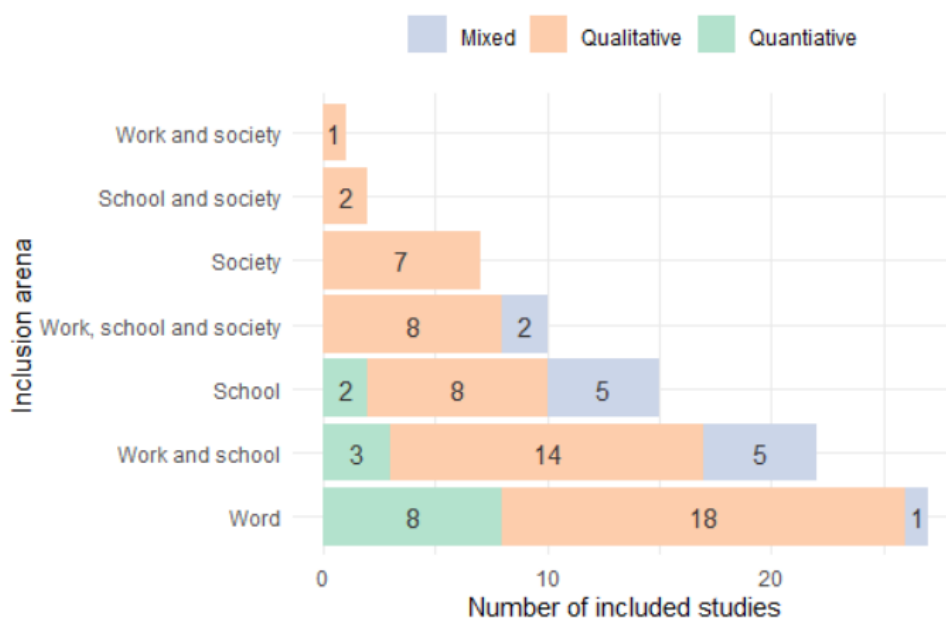


Figure 5: Breakdown of studies by (main) inclusion arena and methodological approach. *N* = 84.

Relatively few of the included studies deal with inclusion in society in general.

In terms of content, all of the studies selected for inclusion focus on vulnerable young people, but the ages vary from 14 to about 30 years. The studies also focus on different sub-groups of young people. NEETs, young people not in education or employment, vulnerable young people and dropouts are among the terms most commonly used to describe the target group. Some studies study youth unemployment.

However, a number of studies have a clearer focus on sub-groups of vulnerable young people, such as young people with learning difficulties, young people with mental health challenges, young people in foster homes or under the care of the child welfare service, young people with functional impairments, young people exhibiting antisocial behaviour, young immigrants, poor youth, young people in rural areas or island communities, or foreign-born young women.

The studies target measures, methods and approaches at the national (structural) as well as the local level. Studies of national measures and approaches include studies of public employment services/work-related services, studies of activation programmes and units, studies of work placements, youth workshops and national agreements such as the Inclusive Workplace (IW) scheme, financial incentives and national subsidy schemes.

Some studies look at methodological approaches, such as Supported Employment and Individual Placement and Support (work inclusion), multisystemic therapy (MST) or social entrepreneurship. The users' own experience is central in several of the studies. Some studies deal specifically with

user participation, and several describe and analyse cooperation, interaction and coordination between different agencies, either at the local/municipal or the national level. There are also studies that describe and analyse local projects in schools, the labour market or the local community that aim to include vulnerable young people.

The questions asked in the studies (the research questions) naturally also concern the above-mentioned topics. We find studies that examine methods, approaches or measures for use in work inclusion. We find studies that look at the qualifications of the support personnel/system, relationship building and networking, and motivation and recognition. Some studies have a particular focus on inclusion in the school system linked to motivational work, follow-up services, youth pilot services and cooperation between schools and the local business community. Individual as well as structural barriers to inclusion have been studied. A small number of studies look at employers and characteristics of inclusive workplaces. There are also a small number of studies that deal with the impact of geographical location (rural/urban, island/mainland).

The studies span a number of theoretical perspectives. Among the more frequently used we find the capability approach, resilience theories, strength-based perspectives and perspectives with a positive focus, motivation theories, theories on recognition and various theories on relationships, interaction and networks. Theoretical perspectives such as intersectionality, recovery, human capital, governance/governmentality and boundary work or emerging adulthood are also mentioned. We also find perspectives such as life course theory, ladder of participation, bounded agency, signalling theory and acculturation among the studies.

In the following, we will take a closer look at the central points and findings of the included studies.

6. Review of knowledge based on different types of literature

In this chapter, we will present and provide an overview of the research literature we have found based on the types of studies. We will start with the effect studies before looking specifically at the 46 studies published in peer-reviewed journals. Finally, we will present the grey literature that includes reports, theses, books, book chapters and other publications.

6.1 Causal effect studies

Studies that endeavour to measure the effect of measures and initiatives by identifying a connection between cause and effect are called causal effect studies. A randomised controlled trial (RCT) is the prototype of a causal effect study, but this chapter also includes studies that use difference-in-differences analysis, propensity score matching, the hazard rate model and other methods, as long as the authors argue for the method and data being suited to identify an approximate causal effect.

It is typical of causal effect studies that they examine the effect of specific labour market measures (for example work placements, work training, wage subsidies, Individual Placement and Support (IPS)), other measures (multisystemic therapy, Job Bridge to Education), or the introduction of new reforms and legislation (such as the absence limit in upper secondary education). The main objective of the causal effect studies is to determine how effective measures and initiatives are, and they do *not* have a comprehensive approach to success criteria for inclusion.

Characteristics of effect studies

Our data material includes twelve causal effect studies and one meta-study that sums up other effect studies. Three studies were derived from the systematic literature search, seven from own suggestions, and four were suggested by the Nordic research group. The effect studies comprise one book, four reports and eight scientific articles. Nine of the effect studies use data from Norway, three from Denmark and one from Iceland, while the meta-study compiles studies from a number of different countries.

The methods used to identify causality are randomised controlled trials (RCT) (Center for Ungdomsforskning, 2020; Sveinsdottir et al., 2020), regression discontinuity using age (Drange & Jakobsson, 2019), difference-in-differences analysis (Rogstad, Bjørnset, Drange, Gjefsen & Takvam Kindt, 2021), proportional hazard rate model (von Simson & Hardoy, 2020), propensity score matching (Daehlen & Madsen, 2016; Görlich, Katznelson, Hansen, Rosholm & Svarer, 2016) and vignette experiment (Hyggen, 2017).

Key findings from the causal effect studies

The causal effect studies contribute knowledge about which measures intended to get young people into employment or education actually work. Several of the studies also touch on whether measures are effective in the short or long term, and on how effects of measures, if any, could be different for different groups.

Work-related measures

Several studies have examined the effects of different labour market measures and the use of temporary staffing agencies. Von Simson (2012) finds that work placements via temporary

staffing agencies increase the probability of finding ordinary employment for young people not in employment, education or training (NEETs). Temporary staffing agencies can function as a supplement to ordinary labour market measures for young people who have not completed upper secondary education. Of the work-related measures, wage subsidies are particularly effective for this target group, both while the measure is in force and afterwards, while work placements have a negative effect during participation and no positive effect afterwards. Qualification measures have a positive effect while the measure is in place, but the effect diminishes when the young person finds work. This means that young people who have taken part in qualification measures have shorter employment relationships in ordinary employment than young people who have found work without using temporary staffing agencies or other measures. A meta-study from 2016 sums up effect studies of initiatives intended to promote work inclusion of vulnerable young people in the Nordic countries (Hardoy, Røed, von Simson & Zhang, 2016). The meta-study finds that training measures and wage subsidies create more positive effect estimates than work placements and public-sector employment measures. The effect estimates tend to become more positive over time, which could indicate that a learning process is taking place whereby the measures gradually become more effective. The authors also find that the reported effect estimates differ significantly, from unambiguously positive to unambiguously negative, which could indicate that there is in fact considerable variation between measures and their effectiveness for different target groups. These findings indicate that there are no universal effects.

In a vignette experiment, Hyggen (2017) finds that work training, which is the most widely used labour market measure for young people in Norway, has a negative signal effect on employers during recruitment processes. All other things being equal, employers systematically evaluate candidates with a history of work training as less attractive candidates for a position than candidates without a history of work training.

Sveinsdottir et al. (2020) finds that Individual Placement and Support (IPS) promotes work inclusion for young adults at risk of ending up on disability benefit at a young age. Among those who have participated in IPS, more have found ordinary employment, and their self-reported state of health was also better.

Education-related measures

The evaluation of the absence limit introduced in Norwegian upper secondary education carried out by Rogstad et al. (2021) is a relevant example in the education context. The authors found that absence, both for individual lessons and whole days, decreased considerably already during the first year after the limit had been introduced. The level of absence has consistently been lower since the introduction of the absence limit compared with before. The main finding is thus that the absence limit results in more pupils being present at school. The absence limit works well for most groups: pupils, teachers, school management and politicians. But it does not work for everyone. The situation has become more difficult for the weakest groups of pupils since the introduction of this rule. The authors point out that a need to implement and strengthen additional measures for a small number of pupils does not entail criticism of the absence limit or suggest that the measure has failed. Rather, it is an acknowledgement of the fact that a single policy instrument is rarely suited to realising several political goals at the same time.

Görlich et al. (2016) investigated whether measures known under the name Building Bridge to Education in Denmark works to keep young people in education and ensure that they complete their education. They find that the measures (various measures with a shared objective) have a significant positive effect on the young people's inclination to take an education. After 25 weeks, the proportion of young people in education was 15 percentage points higher among the project participants than in comparison groups that did not take part.

A similar measure, Job Bridge to Education, was evaluated by Danish researchers in 2020. The measure used work placements in ordinary enterprises to prepare young people for subsequent ordinary education. The study found no effect in terms of bringing more young people closer to education, which was the main purpose of the measure (Center for Ungdomsforskning, 2020).

Measures related to both education and work

Drange and Jakobsson (2019) used the increase in benefits paid to those participating in measures when they reached 19 years of age as a natural experiment to test whether financial incentives cause a lock-in effect. Benefits increased by 38 per cent when the participants turned 19, but the authors found no negative effect on the proportion who entered employment or education after they reached the age of 19 years. This study provides an example that an activation measure that gives more money to participants does *not* reduce the proportion who enter employment or education.

Von Simson (2016) finds both working for temporary staffing agencies and labour market measures (with the exception of wage subsidies) to have considerable lock-in effects (negative effects while the measure is in force), with these lock-in effects being particularly pronounced in relation to the transition to education. The effects after participation in measures are positive for the transition to employment and education for most initiatives and sub-groups. However, work placement participation reduced the transition to employment by 35 per cent for the youngest age group (16–19 years). Experience of working for temporary staffing agencies seems to be associated with higher hourly pay, increased probability of being in employment or education and a lower probability of being unemployed or in another other category, while the opposite pattern emerged for young people who have taken part in a work placement or training scheme while unemployed. Ten years later, however, these links are much weaker, and in most cases, the differences between initiatives have faded away (von Simson, 2016). Although the method is advanced and well-founded, the findings should not be interpreted as direct causal effects, since they only apply subject to a set of strict conditions defined by the author.

In another effect study, Von Simson and Hardoy (2020) find that wage subsidies and training increase the probability of a transition to education or employment and reduce the probability of a transition to welfare benefits. Follow-up and work practice yielded mixed results.

Summary

The causal effect studies show that work placements and work training mostly have negative effects on school and work inclusion (von Simson 2012; von Simson 2016; Hyggen 2017). Wage subsidies and training measures appear to have positive effects (Hardoy et al., 2016; Simson & Hardoy 2020). The use of temporary staffing agencies could also have positive effects, but a considerable lock-in effect applies during participation in this measure (von Simson 2016).

If we read the studies in conjunction with one another, we see a great deal of variation in terms of how effective the measures are in relation to the user group for which they were designed. This means that there are no universal effects (see, e.g., Hardoy et al., 2016; Sveinsdottir et al. 2020; Rogstad et al. 2020). Some studies also find that the effects of some types of measures intensify (Hardoy et al. 2016) or weaken over time (von Simson 2016).

References

In our analysis of the causal effect studies, we have placed particular emphasis on the following studies:

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6.2 Peer-reviewed literature

The peer-reviewed literature consists of 45 scientific articles published in peer-reviewed journals. In the overview of included studies (see Appendix 2), they are categorised as 'article'. The literature search conducted by the library identified 21 of the articles, and the other 24 were found through our supplementary search. Thirty-four of the articles use qualitative methods, ten use quantitative methods, and one study combines qualitative and quantitative methods. Twenty-three of the studies were primarily based on data from Norway, seven from Finland, four from

Denmark, four from Sweden, two from Iceland, two from Greenland, one from the Faroe Islands, and two studies were based on data from more than one of the Nordic countries. The most frequently studied inclusion arenas were work (14 studies), education (9 studies) and a combination of work and education (12 studies). Some studies examine society as an inclusion arena (4 studies), and a small proportion look at inclusion in several arenas simultaneously, such as society, welfare benefits and relational inclusion, in addition to working life and education.

Initiatives studied

The peer-reviewed literature can be divided into four main categories of measures, initiatives and factors deemed to have a bearing on inclusion in different arenas. These main categories are work-related measures (active and passive); education-related measures; service integration, cooperation and coordination, and finally, the importance of relationships when encountering services and personnel.

In the category *work-related initiatives*, we find studies that examine the importance of work training (Brunila & Ryyanen, 2017; Hyggen, 2017), supported employment (and IPS) (Frøyland, 2016), temporary staffing agencies (von Simson 2012), one-stop guidance centres (Toiviainen, 2018), adapted work in sheltered workplaces (Byhlin & Kacker, 2018), private mentor projects (Hermelin & Rusten, 2018), financial support schemes such as wage subsidies (von Simson 2012) and cash benefits in return for participation in active measures (Drange & Jakobsson, 2019). The vast majority of studies look at initiatives within one Nordic country, while some compare the importance of initiatives across countries (Brunila & Ryyanen, 2017; Hermelin & Rusten, 2018).

Under *education-related initiatives*, we find adult education for the purpose of completing upper secondary education (Hákonardóttir, Einarsdóttir, Guðmundsdóttir & Guðmundsson, 2017), education-oriented rehabilitation for young adults (Andreasen, Poulsen, Hoej & Arnfred, 2019), and acculturation of young Somalis in a school environment (Osman, Mohamed, Warner & Sarkadi, 2020).

A small proportion of studies evaluate the importance of *cooperation and coordination between the welfare state's services* aimed at the inclusion of young people. One study explored interprofessional work (Anvik & Waldahl, 2018), while another assessed the importance of multisystemic treatment (MST) (Daehlen & Madsen, 2016). The role of the Norwegian Labour and Welfare Administration (NAV) in the transition from child welfare services to adult life is examined (Tysnes & Kiik, 2019), while another study assesses the importance of service integration (understood as the reform of the administration of Norwegian Labour and Welfare Administration (the NAV reform)) to the lives of young people who have not completed upper secondary education (Wel, Hermansen, Saltkjel & Dahl, 2021).

Several studies explore the importance of *relationships* and how the young people are received by the welfare services. Haikkola (2021) studies how staff who work in the welfare services (measures) construct the young people's wishes, skills and abilities. Solheim et al. (Solheim, Gudmundsdottir, Husabø & Øien, 2021) look at how relationships between young users and professional counsellors in NAV can be understood and contribute to the inclusion process, while Follesø (2010) looks at how adults can motivate young people and support them in change processes.

Key findings regarding what works in the peer-reviewed literature

The findings from the peer-reviewed literature can be summed up in the following main categories:

- Relationships, how the young people are received, co-determination

- Close follow-up, individual adaptation
- Systemic approach
- Specific measures that work

The findings concerning specific measures that work are discussed in Sub-chapter 6.1 on effect studies above, and will not be discussed in the following.

Relationships, how the young people are received, co-determination

A majority of the studies emphasise the importance of relationships, the attitudes they are met with and co-determination. A study that examines the inclusion of young people with intellectual disabilities finds that relational and psychosocial factors as well as opportunities for co-determination were important to inclusion (Byhlin & Kacker, 2018). This finding was supported by Andreasen et al. (2019), who emphasise the young participants' relationship with their mentors as extremely important. The young people describe the mentors as authentic and say that the mentors treat them as ordinary people and are interested in them as equals. A Finnish study on NEETs' encounters with the welfare system finds that good chemistry between the social worker and client can be highly beneficial (Aaltonen, Berg & Karvonen, 2017).

A Swedish-Norwegian study describes work inclusion as a 'social group phenomenon' and points to the resources inherent in the contact between generations, i.e. in the encounter between retired people and lower secondary school pupils who struggle to complete their education (Hermelin & Rusten, 2018). Similarly, intergenerational resource philosophy is also present in research from Greenland (Collins et al., 2019), which proposes increased access to relationships with elders as one of several suicide prevention measures.

Jonsson and Goicolea (2020) also emphasises the importance of relational competence, safe environments and non-judgemental attitudes to young people not in education or employment. Frøyland (2018b) mentions building relationships through close follow-up of vulnerable young people, individually or in groups, as important. It may be useful in order to achieve a good relationship with the young people to offer safe physical premises, meals as a framework for social interaction and the possibility of contact with adult support personnel, according to Frøyland (2018b). Another study that shifts the perspective from individual to collective factors is Berliner et al. (2017), which examines potential contributing factors to social resilience in Greenland. Solidarity, mutual respect, and trust are key concepts in this study.

Osman et al. (2020) look at adolescents from a Somali background's perceptions of inclusion and discrimination in a school context. The study found that positive student-teacher relationships are crucial. It is important that the teachers possess the cultural awareness necessary to facilitate the young people's acculturation and inclusion process. The home-school relationship is also an important factor. Challenges can often arise due to language problems, but also because of cultural barriers that could hinder mutual understanding.

Close follow-up, individual adaptation

Several studies mention the importance of close follow-up and individual adaptation. Assmann et al. (2021) compare work-related measures in Norway and Germany, and one of the study's main findings is that close follow-up over time is important in order to ensure that young people enter and stay in employment. A study on young people leaving residential child welfare institutions in Norway and their transition from child welfare services to the Norwegian Labour and Welfare Administration (NAV) find that the young people themselves call for closer financial, practical and emotional follow-up after 'graduating' from the child welfare services, follow-up that NAV does not provide (Tysnes & Kiik, 2019). Wrede-Jännti and Wester (2016) argue that 'the good meeting' between a professional and a user is very important and can in itself contribute to motivation. They also point out that a sense of coherence is important in order to feel included. The study

shows that close follow-up by support personnel who do not have too many people to follow up allows the personnel to see and be there for the young people in ways that foster trust.

Structure-oriented approach

A small number of peer-reviewed studies shift the perspective from an individualistic approach to a structure-oriented approach. One of the main points made in one Danish study was that it is not enough to help the target group enter employment or education by simply highlighting and trying to boost their own resources and skills by means of biographical techniques (conversations about life stories, strengths and weaknesses). This individualising approach is not adequate when the people in need of help are faced with complex problems that require assistance or treatment from other agencies and individually adapted measures (Andersen, Tjørnhøj-Thomsen, Reventlow & Davidsen, 2019).

A Norwegian study highlights the importance of good coordination of interprofessional cooperation. This could create intersecting practices across actors and services, which is known as 'third spaces' (Anvik & Waldahl, 2018). The study mentions as a concrete example of the transformation into a 'third space' a team member's description of how they would previously send pupils from one team member to another, while they now pause and try to achieve a common understanding of precisely what help each pupil needs.

It is also worth mentioning the effect study on multisystemic treatment (MST) (Daehlen & Madsen, 2016), which is a form of psychiatric treatment that aims to work in a systematic manner with young people who suffer from behavioural problems and substance abuse issues. The study found no effect of MST, but points out that MST's lack of effect could indicate that the child welfare service's other services are effective and of high quality.

Summary

A high proportion of the peer-reviewed studies emphasise the importance of good relationships between young people and the support system as vital to successful inclusion. Studies where relationships were not a primary focus also point to the importance of the 'good meeting' or a good personal match. We also see that close follow-up and individual adaptation are important. A small proportion of studies take a structure-oriented approach to inclusion and argue that it is necessary for the various actors to cooperate well. However, the peer-reviewed studies in our sample do not give an unambiguous answer to what constitutes good cooperation. Findings from the peer-reviewed literature leave the impression that successful inclusion takes place at different levels. Good personal relationships are nearly always a prerequisite for positive change, but a well-coordinated system of services is also required in order to facilitate good interaction.

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6.3 'Grey' literature

The literature tips from the Nordic researchers and researchers at OsloMet contained some 'grey' literature, meaning non-scientific publications such as reports, books and book chapters. In the overview of included studies (see Appendix 2), all studies not referred to as articles are grey literature. The category also includes a couple of doctoral theses and some chapters from scientific anthologies. We have looked at 32 such studies that to some extent shed light on the challenge of including vulnerable young people in school, work, or the local community.

Characteristics of the grey literature included

Most of the studies in question are reports (18). Nine are books or chapters from books, two are official reports, two are theses, and one is an article published in a non-scientific journal. In this project, we first and foremost seek research-based knowledge and, as a rule, official reports have not been included. Some exceptions to this rule have been made, however, to highlight what types of publications describe topics and fields of relevance to vulnerable young people and inclusion. Several official reports provide good, informative overviews of the field and of relevant research-based literature, even if they do not represent the type of knowledge that we are aiming to describe in this project.

Four of these 'grey' studies deal with all of the seven Nordic countries included in this project, but there is a predominance of studies from Denmark (6), Sweden (9) and Norway (6). There are also studies from Finland, Iceland and the Faroe Islands in our sample.

About half of the studies are qualitative, and nearly as many combine quantitative and qualitative methods. Four of the studies are mostly quantitative. Only three of these studies involve some form of measurement of effect.

The publications discuss many measures and policy instruments at different levels. Examples at the national level include the Norwegian grant scheme to combat child poverty (Fløtten & Hansen, 2018), the Nordic 0–24 collaboration (Hansen, Jensen & Hansen, 2020) and the Swedish Public Employment Service (Arbetsförmedlingen, 2021). We also find studies of local measures such as youth pilot schemes (Frøyland, Spjelkavik, Bernstrøm, Ballo & Frangakis, 2020), projects aimed at preventing young people from dropping out of education (Sveriges Kommuner-och-Landsting, 2018), or local one-stop guidance shops or bridge-building projects, which have also been used on several occasions in some of the Nordic countries (see Subchapter 3.2 or Westerback og Wrede-Jäntti (2020)). Some of these studies deal with cooperation and interaction between different services, for example in relation to a local project or several municipalities, while some are about how to encourage young people to participate. Some studies analyse different types of work-related or education-related measures across the Nordic countries, and a small number explore more political instruments such as active labour market policies (ALMP). One book sums up the reflections of youth researchers and their views on what causes marginalisation of young people and what can be done to include more of them.

The studies focus on inclusion in both working life and education. Some studies look at how inclusion can be facilitated in society at large, for example how researchers understand vulnerability, what can promote life skills in vulnerable young people, or what an active focus on relationships, network and participation in the local community would mean for vulnerable young people.

Several of the 'grey literature' studies discuss various aspects of inclusion in working life. Some focus more on upper secondary education, for example what it would take to ensure that as many as possible start and complete upper secondary school. A number of studies are assessments or evaluations of different local projects, such as youth pilot services or follow-up services in upper secondary education, IPS-based projects (Individual Placement and Support), and cooperation or bridging projects.

Some of the studies focus on municipalities' efforts or how states and cooperation between different agencies and states can contribute to inclusion, for example how municipalities organise their work to strengthen interdisciplinary cooperation in relation to young people between the ages of 13 and 25, or how the Nordic 0–24 collaboration can be improved.

Key findings from the grey literature

Much of the grey literature has a holistic focus where it is common to combine research methods and shed light on factors of relevance to inclusion in different areas and at different levels. Such studies typically conclude that work along several axes is required to achieve successful inclusion and that no single measure can resolve these challenges. There are many similarities between the conclusions from the different studies, but also some variation. We cannot discuss all of the studies here, but will refer to some of them for illustration purposes. For example, one book (Katznelson, Jørgensen & Sørensen, 2015) points to the following qualities/factors as important for promoting positive change: 1) relationships with professional support personnel, 2) participation in communities, 3) necessary time, 4) concrete help and support in everyday life, 5) psychological tools, 6) meaningful perspectives on education and work, 7) coherence and continuity of efforts over time.

Another book proposes 1) to do something about poverty, 2) to lower the performance pressure in the education system, 3) to create alternative pathways through the education system, and 4) to facilitate young people's agency and participation in communities (Görlich, Pless, Katznelson & Graversen, 2019). A third book suggests that participation in various types of local community projects can help to improve young people in vulnerable situations' chances of inclusion in the local community by building networks and providing access to arenas, contact with adults and follow-up, as well as by imparting knowledge and skills (Bruselius-Jensen & Nielsen, 2020).

The conclusion in a chapter from a scientific anthology (R. Halvorsen, Hvinden, Kuivalainen & Schoyen, 2018) made three points: 1) To invest only in the supply side (employees) is not sufficient to succeed with inclusion work. It is also necessary to stimulate the demand side (primarily employers). 2) It is necessary to invest more in targeted efforts tailored to the needs of the individual. This means that local 'agents' must be given broader discretion to make the individual assessments that are a prerequisite for tailored efforts. 3) Employment may not be a realistic goal for everyone. The authors argue that in the case of those who are 'far away from working life', it may be more important to prevent total social exclusion.

A Nordic study (Karlsdóttir et al., 2019) argues that successful inclusion is dependent on work on 1) early intervention, 2) emphasising social interventions focusing on the user, 3) access to low-threshold services, 4) offering Individual Placement and Support, 5) orienting actions towards identified needs, 6) establishing good client–consultant/apprentice–mentor relationships, 7) listening to individual needs.

One study (Görlich et al., 2016) concludes that the following focus areas are vital to achieving the goal of helping young people to continue their education: 1) that the young people themselves feel able to complete an education, 2) that they feel they have a meaningful and realistic plan, and 3) that they feel they have increased their network. Three tools appear to be important in achieving this: 1) mentors (social, personal, and educational assistance), 2) practical training in the school system and in enterprises, 3) academic progress. The projects included in this study aimed to help more young people taking vocational education programmes into education or employment. The projects were different, but they all had to meet certain criteria stipulated by the authorities, among others that all involved parties had to work with:

- a common education plan
- a dedicated municipal contact person
- the bridging efforts were to take place in 'ordinary' educational environments where the young people could meet and identify with other young people
- the young people were to be eased into everyday life in ordinary education
- admission to and discharge from the scheme on a continuous basis
- each young person was to be assigned a mentor who helped them with school and personal problems and followed them up until they found a work placement (apprenticeship)
- individual support was to be provided during practical training placements

When it comes to more concrete measures at the local level, several studies argue for measures tailored for young people, such as one-stop shops, youth pilot services, UNG Arena or similar places where vulnerable young people can come for follow-up by personnel who have the time and interest as well as suitable qualifications.

Several of the grey literature studies examine cooperation and interaction between agencies involved in efforts aimed at vulnerable young people. Such studies yield knowledge about factors that can promote good cooperation on children and young people, and thus indirectly about what could promote inclusion. For example, one study deems it vital to organise services in such a manner that they are more closely linked to each other and become more familiar with each other (co-location, networking, interdisciplinary entities, matrices) and to ensure that staff learn through sparring, guidance, workshops thematic days etc., and preferably use cooperation tools such as agreements, procedures, coordination and network meetings etc. (Kristensen, Folker, Skov & Nielsen, 2018).

One study (Nicolaisen, 2017) highlights characteristics of the workplaces and the assistance provided by the Norwegian Labour and Welfare Administration (NAV) as important promoting factors for inclusion. The chances of success seem to be better in occupations that require little formal education, as they have a tradition of and systems in place to provide training in the

workplace. The article also points out that successful work inclusion depends on employers receiving the follow-up they need from NAV, and that they need a contact person who is easy to reach and responds quickly.

A final study (Gretschel & Myllyniemi, 2020) that we would like to draw attention to calls for, among other things, the presence of 'Socrates-like' figures to guide young people through difficult phases in life and ask important and existential questions that help them to develop greater insight and understanding.

Summary

Much of the 'grey literature' has a holistic focus where it is common to combine research methods and shed light on factors of relevance to inclusion in different areas and at different levels. Such holistically oriented studies typically conclude that work along several axes is required to achieve successful inclusion and that no single measure can resolve these challenges. For example, one book points to the following qualities/factors as important when it comes to promoting positive change: 1) relationships with professional support personnel, 2) participation in communities, 3) necessary time, 4) concrete help and support in everyday life, 5) psychological tools, 6) meaningful perspectives on education and work, and 7) coherence and continuity of efforts over time. There are many similarities between the conclusions from the different studies, but also some variation.

References

In our analysis of 'grey' literature, we have placed most emphasis on the following studies:

Arbetsförmedlingen. (2021). *Ungdomar som riskerar långtidsarbetslöshet. Återrapport regleringsbrev 2021*. Sverige: Arbetsförmedlingen. Retrieved from <https://arbetsformedlingen.se/download/18.45f2840b17863cf8a233954/1618559967886/aterrapport-ungdomar-som-riskerar-langtidsarbetloshet.pdf>

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7. Review of included literature by topic

In this chapter, we present and analyse the knowledge that the literature we have compiled yields about some key topics. As a number of characteristics and qualities of assistance and measures appear to be important regardless of which arena the young people want to be included in, we describe some general points concerning coordination, and then conclude the chapter with two sub-chapters describing what the studies say about good relationships and 'the good meeting'. We begin by taking a closer look at what the included studies say about work inclusion of vulnerable young people.

7.1 Work inclusion

Work inclusion is one of the key focus areas in this review of knowledge. By work inclusion we mean both finding (short-term or long-term) work for vulnerable young people, but also making temporary use of ordinary workplaces for inclusion purposes, for example to help them to complete upper secondary school. Fifty-eight of the included studies deal with the inclusion of vulnerable young people in working life to various extents and at various levels. Thirty of them are peer-reviewed scientific articles, 17 are reports, while 7 are books or chapters from books. We also included two PhD theses, one working paper and one official report.

While many of the studies provide knowledge of relevance to the design of measures and approaches to work inclusion, several of them also take a critical perspective on inclusion in working life and problematise this challenge. Eighteen of the studies directly and clearly deal with inclusion of vulnerable young people in working life. Four studies primarily take a problematising approach to work inclusion. We have placed particular emphasis on these 22 studies in the following review.

Of the other studies, 17 have some relevance to work inclusion, but are not specific and direct in their approach, and we therefore find it more difficult to draw any conclusions based on them. The remaining 18 studies are more indirectly related to work inclusion in that they deal with relationship building or interdisciplinary cooperation where inclusion is one of several possible focus areas, without dealing explicitly with this particular aspect.

Several studies find that approaches such as Individual Placement and Support (IPS) have good effects on work inclusion of vulnerable young people, and that measures such as wage subsidies and training measures are also more effective than other types of measures. Our literature review did not find many studies on the long-term effects of labour market measures.¹²

The more qualitative studies find that a number of factors or elements can be important to concrete work inclusion efforts in relation to individuals, where 'tailoring', good support and follow-up are key elements. These studies also show that the organisational characteristics of individual workplaces have a bearing on what training, support and tasks are available, which suggests that some industries/occupations appear to be more accessible than others to the target group. Several studies also point out that the support system in the form of youth pilots, job specialists, counsellors and others can play a crucial role in achieving a successful inclusion process. The young person in question and the workplace, as well as the support system itself, can be in need

¹² SE studies with a long-term perspective have been published after we finished compiling the literature for this report. Dahl and Lima (2021) studied SE measures (not specifically in relation to young people) in the Norwegian Labour and Welfare Administration (NAV), and find that SE measures get more people into employment quickly, but that the effect had worn off after three years. By comparison, a recent IPS study shows good effect on transition to work, particularly for young people with mental health problems, even over time, by increasing the probability of employment by 9 per cent over a period of 43 months (Holmås, Monstad & Reme, 2021).

of assistance and guidance. To summarise, several of the more qualitative studies show that the inclusion of young people who need a great deal of assistance is possible, but that it may require long-term, resource-intensive processes involving learning and adjustment over time. The literature we have found does not say much about what contributes to lasting inclusion in working life.

In the following, we will highlight some of these studies.

Which groups of young people do the studies deal with?

The vast majority of studies on work inclusion look at what they describe as vulnerable young people, NEETs, young people with disabilities or young people with (mental) health problems. Some studies look at children under the care of the child welfare service, young people at risk of committing suicide or indigenous youth. One example of the latter is a study on Sami youth (L. S. Olsen, Löffving, Paavola & Grelck, 2020) that finds, among other things, that Sami language skills provide an important basis for strengthening self-confidence, cultural identity and job opportunities among young people from a Sami background. This study argues that it could be important to give the young people the opportunity to combine work with Sami cultural activities. It contains some of the same arguments that we have found in studies of vulnerable young people from indigenous backgrounds in the Arctic context related to fostering the young people's connection with cultural activities that strengthen their identity (Collins et al., 2019). These are the only descriptions we find in these studies of specific needs among different sub-groups of vulnerable young people that might give rise to a need to apply different methods or methodological approaches.

In a more structurally oriented study of how the Nordic countries have responded to the increasing diversity among young people who struggle to make the transition from school to employment, Halvorsen et al. (2018) conclude that to invest only in the supply side (employees) is not sufficient to succeed with inclusion work. It is also necessary to stimulate the demand side, i.e. employers. In addition, it is necessary to invest more in targeted efforts tailored to the needs of the individual, which means that local 'agents' must be given broader discretion to make the individual assessments that are a prerequisite for tailored efforts. It is an important point that all work inclusion efforts must be adapted to the individual in question and to the concrete challenges to be dealt with so that the necessary support, follow-up and treatment efforts are included in the solution for each person.

About workplaces and work inclusion as a process

Some studies we have found emphasise processes and events in the workplace as important to the opportunities for coping and succeeding (Bjørnshagen & Ugreninov, 2021). Some point to challenges associated with scepticism on the part of employers, for example in relation to young people who have participated in the Norwegian Labour and Welfare Administration's (NAV) work training measures (Hyggen, 2017), but we have found few studies that explore processes in the workplace in detail.

The study we have found that most explicitly discusses the importance of the workplace is a working paper published in a non-peer-reviewed journal (Nicolaisen, 2017). However, the study is structured like a scientific article and appears to be thorough and robust. The study finds that different industries and occupations have different premises for succeeding as an arena for inclusion of young people in working life. The chances of success seem to be better in occupations that require little formal education, as they have a tradition of and systems in place to provide training in the workplace. In addition, young people participate in a work community with colleagues and carry out the same duties as them to a much greater extent in such workplaces compared to workplaces with more specialised duties that require higher education. Retail trade, the car industry and kindergartens are examples of occupations and industries with favourable

framework conditions. They also have apprenticeships and experience-based trade certification schemes that allow people to take an education while in a work placement. The article also points out that successful work inclusion depends on employers receiving the follow-up they need from NAV, and that they need a contact person who is easy to reach and responds quickly.

Several studies point out that vulnerable young people could need long-term follow-up (Assmann et al., 2021). One study argues that inclusion of vulnerable young people in working life can require long and complex processes involving a great deal of learning for the young person involved, but also for the workplace or support system staff such as NAV counsellors or others (Frøyland, 2020b). Work inclusion and work capacity are considered to be collectively created through interaction and cooperation between the young people themselves, the workplace and the support system. In this perspective, work capacity is not primarily understood as a characteristic of the individual; the workplace and the support system also contribute. This approach, where the inclusion process is supported by direct assistance from the support system, is also described in a study of a youth pilot service aimed at vulnerable young people (Frøyland et al., 2020). We find examples where the youth pilots sometimes worked (part-time) together with the young person, who only had an opportunity to be alone in the workplace for a short while after a considerable period of time (two weeks) had passed. The importance of facilitating development in the young people's tasks in the workplace is also highlighted in another study (Frøyland, 2018b).

One study seeks to gain a deeper understanding of the work inclusion challenges facing young men with special follow-up needs (learning difficulties) by means of life course analyses of the period from their teens to their mid-thirties (Skjong & Myklebust, 2016). However, the data from this project were somewhat general and lacking in detail on challenges facing these men and potential solutions in relation to finding work. We did not find many studies that look at the processes and analyse challenges and opportunities relating to inclusion in working life.

The role of the support system

Several of the studies we have referred to above argue that the labour and welfare system have important support roles to play in connection with work inclusion of vulnerable young people. Both the young people and the workplaces need practical and concrete support and guidance. Financial policy instruments such as wage subsidies, mentor subsidies etc. can also be important.

A Norwegian study shows that the relationship between users and staff in NAV, as well as between users, is a key factor in determining whether the young people succeed in entering employment or education (Solheim et al., 2021). It is challenging, but nonetheless crucial, for the counsellors to establish good and meaningful relationships with the young people. It is particularly important to take account of the fact that relationship building is a time-consuming business. To build good relationships, the counsellors must treat users with respect, explore the situation and persevere.

Another study (Kane, Köhler-Olsen & Reedtz, 2017) finds that good assessments (identification of risk factors), good (collaborative) relationships between user and NAV counsellor, and good interdisciplinary and inter-agency relationships are important preconditions for NAV's inclusion efforts to succeed. Adequate and appropriate measures to promote employment are also important, but the study argues that an activity duty (when it is compulsory) could actually be an obstacle to inclusion efforts, among other things because it could scare the young people away.

A third study (Frøyland, 2018b) describes four important support roles for NAV staff related to work inclusion of vulnerable young people. These roles are: 1) securing basic needs related to housing, financial situation, health and activity, 2) establishing a good connection and relationship, for example by meeting and cooperating with the young people in premises adapted

to the youth group, 3) enabling jobs by building relationships with local employers and matching young people with relevant work, and 4) job customisation, meaning to adapt and continuously adjust the young person's tasks, establish sufficient support within the enterprise ('natural support') and provide close follow-up over time after entry into employment.

A Danish study of a measure whereby work placements were used to build a bridge to subsequent education (Center for Ungdomsforskning, 2020) finds that in cases where the work placements were successful, this was often due to a good match between the young person and the workplace. The study also showed that having a designated mentor created safety and continuity. However, the mentors took on very different roles in relation to different young people; while some were 'substitute parents', others functioned as coordinators. The mentors' faith in the young people they were mentoring is deemed important. Three relational axes between mentor, young person and workplace are emphasised as important to successful work placements. It is important to map the young person's resources and any needs for sheltering, as well as the resources of the workplace, before the work placements commence. Close follow-up by the mentor is required during the work placements to be able to adjust agreements and deal with any challenges that may arise, particularly in the initial phase. It is also important to have a contact person in the enterprise, preferably one who is not the head of the enterprise.

About problematisation and criticism of work inclusion efforts

Some studies problematise the role of the public support system. Aaltonen et al. (2017), for example, wrote that, from young NEETs' point of view, the welfare system is perceived as making both positive and negative contributions; positive through supportive affordances (opportunities/actions) in the form of good relationships, alliances, rhythm and routine etc., negative in the form of pressure and the view that although the problems lie in working life, the shortcomings lie with the young persons. The welfare system also makes a negative contribution by raising false hopes that a measure or rehabilitation will work when it does not. They also stress that the welfare system is so difficult to navigate that there are many opportunities hidden within it that are perhaps only discovered by chance. A Norwegian study on the outcome of the reform of the administration of Norwegian Labour and Welfare Administration (the NAV reform), whereby the welfare, employment and social services were merged, found that vulnerable young people are less likely to become self-supporting since the reform and more often remain unassessed or in a marginalised course of life (Wel et al., 2021). According to Wel et al., assessment efficiency has dropped significantly since the NAV reform, particularly in relation to the most vulnerable groups.

A Finnish doctoral thesis from 2020 (Mertanen, 2020) looks at how young people not in education or employment are constructed as a problem in Finland and in the EU. One of the main points of the thesis is that young NEETs are described as a vulnerable group at risk and as a problem for society. At the same time, policies are based on clear expectations that young people should work to contribute to society. While the policies communicate in line with a paternalistic approach, with guidelines about what is best for the young people, chief responsibility for becoming part of society and contributing through work is placed on the shoulders of the young people themselves (neoliberal individualisation processes). The thesis thus takes a critical view of how public policies and initiatives aimed at young NEETs understand and construct 'vulnerable young people' as a group.

Another Finnish study (Haikkola, 2021) finds that front-line workers for the employment measures do not always assist young people by supporting their plans, but instead encourage them to enter the workforce as 'working hands and bodies' and steer them into stereotypical gender-segregated lower-class occupations. According to this study, the institutional structures surrounding activation of young people reproduce racial, gendered and class-based differences. The users come from lower-class families, and the front-line services do not introduce higher education as an

alternative. In other words, the services are governed less by the interests, skills and wishes of the individual than by the guidelines inherent in the activation service's system and practices.

Through ethnographic analyses of several labour market measures targeting vulnerable young people in Finland, Paju et al. (2020) find that the services and assistance provided in work-related measures have more to do with building human capital and potential employability than providing concrete and specific help and training in work that the young people want to do. The study substantiates that the young people's wish for specific knowledge and skills of practical relevance often conflict with the measures' attempts to build more general knowledge and skills with greater potential for general application in future.

A fourth study, on the contrary, argues that there are many things other than employment and education that are important to young people, and that it could be justified to spend more resources on such other topics in order to better fulfil their needs (Gretschel & Myllyniemi, 2020).

Main findings on work inclusion summed up

The literature on work inclusion mainly argues that including vulnerable young people in working life requires individually adapted strategies and procedural follow-up in combination with a good match between the young people and the workplace/tasks. Efforts and support may be required in many different areas at the same time, and the situation will vary between people, but also over time for each youth. A number of studies emphasise that the support system can play a crucial role, but that the staff must have appropriate expertise and knowledge about how to facilitate workplace inclusion of vulnerable young people. The 'good meeting', relationships, trust, cooperation and interaction between different contributors, as well as participation by the young people themselves, are all as vital here as in other forms of inclusion work and social work follow-up.

Several studies point to Individual Placement and Support (IPS) and Supported Employment (SE) as good and effective approaches to including also young people in working life. We also find evidence that measures such as wage subsidies have a positive effect. However, little is known about the duration of such inclusion.

We find few studies that deal with how to involve employers and workplaces in work inclusion of vulnerable young people, although many have pointed out a need for such involvement. The role of employers and workplaces in inclusion work in relation to this target group is thus an area that remains less explored. There are also very few studies on inclusion processes in the workplace from a longitudinal perspective, although some argue that inclusion in working life comprises long-term learning processes where the young people, employers/workplaces and support system have to work together to develop lasting support solutions.

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7.2 Inclusion in school

Inclusion in school and education is another key topic in this review of knowledge. Our material contains relatively few studies (only 12) that focus exclusively on inclusion in school and education. The majority of them (8) deal with inclusion (and/or dropout prevention) in upper secondary education (general studies, vocational studies and adult education). There are more studies with a broader focus that deal with both work and school (and sometimes society as well). Our material contains 38 studies with such a broad focus.

The data for most of the studies were collected in Scandinavian countries, with most of the studies using data from Norway (15), fewer from Denmark (10), and fewest from Sweden (8). We found only three studies with data from Finland and Greenland, respectively, and only one study from Iceland. None of the Greenlandic studies in our data material deal explicitly with inclusion in school and education. Some of the studies use data from more than one country and thus have a starting point for comparative analyses. Six studies use data material from different Nordic countries, while three studies compare a Nordic country with a non-Nordic country.

The studies included in this report cover a variety of issues, but their common denominator is research questions related to what can promote inclusion in school and education and how such inclusion can be brought about. Different methodological approaches are used to answer the research questions, but most of the studies use qualitative data sources such as interview data and observation data.

What promotes inclusion in school and education?

The literature describes a wide variety of initiatives, measures, approaches and strategies to include vulnerable young people in school and education. We have identified initiatives at three different levels: the individual level, the relational level and the organisational/structural level. By the individual level we mean efforts that focus on young people's motivation, personal growth and competence-raising measures. The relational aspect refers to efforts at an interpersonal level, such as mentoring schemes and social networks. Initiatives at the organisational level concern measures that seek to alter the structural mechanisms of the school and education system (Bolvig et al., 2019).

This is a simplified grouping, and several of the initiatives discussed in the studies included in this report cannot really be said to concern only one of these levels. The initiatives are often complex and may consist of components at different levels. For example, Gørlich et al. (2016) argue that

good approaches that promote the inclusion of young people are characterised by a combination of individual, relational and organisational efforts.

Efforts at the individual level

Several of the studies emphasise the importance of individually adapted training and support (Hákonardóttir et al., 2017; Katznelson et al., 2015; Skilbred, Iversen & Moldestad, 2017; Tysnes & Kiik, 2019). The premise for this is that vulnerable young people make up a heterogeneous group with different complex needs who need tailored support in order to be able to complete their schooling or education. A report published by the Swedish Agency for Youth and Civil Society (MUCF, 2019) argues that it is a precondition for individually adapted measures that the staff who work with excluded young people have a broad selection of tools at their disposal, and that the choice of measures is based on thorough assessments of individual needs.

Other studies emphasise that in order to promote inclusion, young people must be provided with psychological tools (Katznelson et al., 2015; Rogstad & Bjørnset, 2021). These include life mastery programmes that seek to impart different forms of skills, such as personal, social and professional skills that can increase their confidence and sense of achievement. *Unge i flyt* is an example of a measure that has, according to the authors, proven to have a positive effect on young people's self-esteem and confidence when encountering new people, as well as make participants more confident about their choice of further education and more robust (Rogstad & Bjørnset, 2021).

- *Unge i flyt* is a life mastery programme for young people in Year 10 of lower secondary school. The programme starts with an activity week in the autumn half term holiday, followed by ten afternoon sessions between the autumn holiday and Christmas. In spring, the programme continues with weekend sessions once a month. The participants are in ordinary education while taking this programme. The programme aims to strengthen the participants' personal qualities, social skills, emotional skills, goal orientation and life skills through activities and dialogue. Each session is built around three components: 1) Activation (experience, story or other element to arouse interest), 2) Experience (new knowledge, skills through practical exercises), 3) Reflection (sharing experience). The intervention has a total duration of one year.

An Icelandic study shows that young adults often encounter an adult education system characterised by difficulties in accessing information and financial challenges, and that this functions as a barrier against completing basic education and training (Hákonardóttir et al., 2017). The authors conclude that, in order to promote inclusion, the school system, in this case the adult education system, must improve the way in which they receive and provide information (e.g. about financial support schemes) and guidance to adult pupils. It is furthermore a political matter to facilitate financial possibilities for young people to participate in and complete schooling and education (Hákonardóttir et al., 2017).

Efforts at the relational level

Several studies call for a shift in how we understand vulnerable young people from the individual to the relational perspective (Follesø, Neidel & Berliner, 2016; Görlich & Katznelson, 2015; Katznelson, 2017). Based on interviews with young Danish people between the ages of 17 and 24, Görlich and Katznelson (2015) launched the term 'educational trust' as a supplement to the concept of self-confidence in order to capture the socially constructed aspects of the young adult's participation in education. Developing educational trust means to develop recognition and confidence in social settings, making the system flexible and helping to ensure that young people 'on the margins of the education system' actually learn something and experience progress. The authors claim that increasing trust in the school system in this way will increase the chances of young people returning to school and completing an education. The study proposes shining the

spotlight on the school system itself rather than on the young people, i.e. a more relational perspective. In the same way, Katznelson (2017) takes a critical view of motivation theories that conceptualise motivation solely as a phenomenon linked to the individual. She argues that motivation must be understood to be a result of the interaction between the individual and the specific context.

Lindeneslosen is an example of a measure that builds on this understanding of motivation and works to improve vulnerable young people's trust in the school system by fostering confidence in social settings, flexibility and improved progress (Frøyland et al., 2020).

The *Lindeneslosen* project seeks to include the young people in the school system by means of close individual follow-up provided by dedicated youth pilots with the upper secondary school pupil services. Among other things, these youth pilots have expertise in work inclusion using the Supported Employment approach, which allows young people to complete school subjects in a workplace instead of in the classroom.

The youth pilots involved in the *Lindeneslosen* project also helped to involve other services, such as the Norwegian Labour and Welfare Administration (NAV), mental health services, the child welfare service and others, as needed. Although they helped many pupils to improve their school attendance and complete more subjects, the project was too small to result in a higher proportion of young people completing upper secondary school in the region as a whole, which was one of the goals. However, the authors referred to good experience gained from the measure, and its effective elements are believed to be close individual follow-up by the youth pilots, good relationships with the young people, the ability to involve other partners, and expertise on how to use ordinary workplaces in the inclusion of vulnerable young people. Experience indicates that applying the Supported Employment approach in relation to pupils in upper secondary education helps to highlight systematic efforts and the quality of the school systems' cooperation and interaction with business and industry and with individual workplaces (Frøyland et al., 2020).

Several studies emphasise mentoring as a useful relational measure to promote the inclusion of young people in education (Andreasen et al., 2019; Center for Ungdomsforskning, 2020; Görlich et al., 2016). The effect of the mentoring schemes is thoroughly examined in the Danish RCT study Job Bridge to Education (Center for Ungdomsforskning, 2020), which we have previously made reference to. Although the findings showed no clear effect of the scheme on the completion rate, the authors still conclude that having a designated mentor gives the young people a sense of security and continuity in the inclusion processes.

The study finds that in cases where the work placements were successful, this was often due to a good match between the young person and the workplace. It also showed that having a designated mentor created a sense of security and continuity, but that the mentors took on very different roles in relation to different young people – while some became 'substitute parents', others functioned as coordinators. The mentors' faith in the young people they were mentoring is deemed important. Three relational axes between mentor, young person and workplace are emphasised as important to successful work placements. It is important to map the young person's resources and any needs for sheltered measures, as well as the resources of the workplace, before the work placements commence. Close follow-up by the mentor is required during the work placements to be able to adjust agreements and deal with any challenges that may arise, particularly in the initial phase. It is also important to have a contact person in the enterprise, preferably one who is not the head of the enterprise.

The relational focus in literature on the inclusion of young people in school and education is not limited solely to relationships with and between the young people themselves, the school and the workplace. The home-school relationship is also highlighted as an important focus area if

inclusion efforts are to succeed. In a Swedish study of Somali adolescents in the age group 14–18 years, researchers find that the young people themselves emphasise better parent-teacher relationships as important (Osman et al., 2020). Parents and teachers often have very different expectations of the young people's school performance. Good home-school relationships with efficient communication can prevent such disparate approaches to the young person. This will require cultural sensitivity on the part of the teachers as well as better language skills on the part of the parents (Osman et al., 2020). We also pointed out in Chapter 4 the dilemma that the home-school cooperation is often poorest in relation to the pupils who need it most: 'those who, for one reason or another, struggle to adapt to the requirements and challenges of the school system' (Drugli & Nordahl, 2013). This research shows that it takes more commitment and greater efforts than usual to establish a positive cooperation in such cases.

Efforts at the structural/organisational level

Many studies emphasise the importance of structural and organisational efforts to promote the inclusion of vulnerable young people in the school and education system. The most prominent of these efforts consist of different forms of interdisciplinary work and coordination of services (Anvik & Waldahl, 2017, 2018; Karlsdóttir et al., 2019; Kristensen et al., 2018). A report on the Nordic 0–24 collaboration¹³ (Hansen et al., 2020) stresses the particular importance of cooperation on schools, as schools are core arenas of inclusion. This entails striving to involve pupils and their families in the learning situation and having relevant follow-up services available, as well as implementing systems for cooperation between the school and other services as necessary. Schools must become more inclusive, among other things by not ascribing problems and learning difficulties to individual pupils to the current extent, but instead see the challenges as a phenomenon that arises in the pupil's interaction with fellow pupils, teachers, other members of the school staff, the educational practice and the physical environment. This will entail, among other things, greater focus on the learning environment and a philosophy that places more of the responsibility for the pupils' development with the teachers and the school management.

In a study of pupils in Norwegian upper secondary school, which we have previously made reference to, the authors argued that well-coordinated interprofessional cooperation in relation to vulnerable pupils and young people can create intersecting practices known as 'third spaces' (Anvik & Waldahl, 2018). This entails the professional actors involved in the collaboration being able to reflect on their own practices, consider challenges from new perspectives and re-evaluate established truths in their own field. However, the authors find few examples of transformation into third spaces actually taking place. They explain this by referring to an increasing focus on goals and result management within the different sectors of responsibility contributing to vertical loyalties and thus to guidelines in and from the sector the actor is working in. This represents an obstacle to horizontal cooperation with services and actors from other sectors also working with many of the same young people in the local community (Anvik & Waldahl, 2018).

Initiatives that target structures and systems are based on specific understandings of the phenomenon of young people dropping out of school. For example, a Danish study (Jørgensen, 2018) examines what it could be that makes inclusion in school particularly difficult for boys taking vocational upper secondary education programmes. Endeavours to increase the completion rate among boys taking vocational programmes are often based on explanation models that see dropout as a shortcoming either on the part of the pupils or on the part of the schools. The author finds that dropout can instead be explained as a frequently unintentional interaction between social processes in vocational training and the structural and political framework conditions that vocational training programmes are subject to. Structural conditions such as the early stage at

¹³ The purpose of the 0–24 collaboration has been to support and strengthen necessary coordination and cooperation in county and municipal services to serve the best interests of children, young people and their families. Read more here: <https://0-24-samarbeidet.no/om-oss/> (checked on 17 Jan. 2022).

which different educational options diverge and pupils choose a specific programme contribute to the dropout rate (differs from other Nordic countries where pupils make this choice at a later stage). This early educational selection also means that the gender and social distribution of pupils is skewed, which reflects the close links between the vocational programmes and a gendered labour market. The study argues that the problem is not with the boys themselves, but rather with the education programmes they are steered towards and the lack of practical training placements. The way the system works means that the weak, practically oriented and most vulnerable young people often end up in vocational programmes, which contributes to exclusion despite the opposite intention. When these pupils are placed in separate classes, they also tend to reinforce each other's resistance to school. The study thus paints a picture of school problems as complex phenomena that have no simple solutions, but that it may help the situation to allocate more resources to these programmes and increase the level of educational professionalism (in the sense of listening to pupils, participatory methods, empowerment). The study argues that it is important to see the pupils as people with resources rather than categorising them as 'weak', which could contribute to exclusion rather than inclusion. It is also a major challenge that many vocational programme pupils lack relevant practical training placements.

The absence limit in the Norwegian upper secondary school system is another example of a structural initiative. The limit was introduced in 2016 for the purpose of increasing school attendance and, in the long term, reducing the dropout rate. Norwegian researchers who have studied the effect of the absence limit found that absence, both for individual lessons and whole days, decreased considerably already during the first year after the limit was introduced. Absence levels in subsequent years have remained fairly stable and at a lower level than before the introduction of the absence limit (Rogstad et al., 2021). While the absence limit does cause more pupils to attend school more, it is probably still not a good measure for the most vulnerable pupils who struggle to complete and pass their upper secondary education. For pupils who struggle with complex challenges that cause a certain amount of absence, the increased attendance requirement may feel 'insurmountable' and result in them giving up more easily (Frøyland et al., 2020). For this group, the absence limit could be counterproductive and have an excluding rather than including effect. There may therefore be good reason to implement more targeted measures in relation to this group of pupils (Rogstad et al., 2021).

Another structural and organisational focus area highlighted in the literature is the question of how alternative pathways through the education system can be established for vulnerable young people. Some studies focus on the education system and argue that the performance pressure should be reduced and the school system be made more flexible, and that alternative pathways should be established through the education system (Anvik & Waldahl, 2017; Görlich & Katznelson, 2015; Görlich et al., 2019; OECD, 2019). The studies discuss different ways of adapting training and education – some within the ordinary system by making it more flexible and others by facilitating alternative pathways in different ways and at different levels.

We have already mentioned the life mastery programme *Unge i flyt* (Rogstad & Bjørnset, 2021), which supports young people in the ordinary school system. We have also looked at the *Lindesneslosen* youth pilot project, which uses work inclusion expertise to facilitate alternative qualification in enterprises instead of through the ordinary school system (Frøyland et al., 2020). We have also touched on the use of mentors in the Danish Job Bridge to Education project (Center for Ungdomsforskning, 2020).

Another alternative pathway is found in twelve different projects/bridging pathways under the auspices of the Danish state that are based on the same template and named 'Bridging the gap between welfare and education' (*Brobygning til uddannelse*) (Görlich et al., 2016).

The projects aim to help more young people taking vocational education programmes into education or employment. The projects were different, but they all had to meet certain

criteria stipulated by the authorities, among others that: all involved parties had to work with a common education plan; there was to be a municipal contact person; bridging efforts were to take place in 'ordinary' educational environments where the young people could meet and identify with other young people; the young people were to be eased into everyday life in ordinary education; admission to and discharge from the scheme on a continuous basis; a mentor who helped them with school and personal problems and followed them up until they found a work placement (apprenticeship); individual support was to be provided during practical training placements.

The overarching conclusion from this study is that participation in these projects works. Forty-five per cent of participants continue in education, eight per cent find work (employment), and according to Gørlich et al. (2016), a total of 53 per cent meet the success criterion employment or education.

Another alternative pathway goes through Café Hanco (Rogstad, 2021), which is a Norwegian measure under the auspices of the county authority, Glemmen upper secondary school and the Follow-Up Service.

Café Hanco consists of three youth enterprises: Hanco event (café and catering), Riv og Røsk (building, construction, remediation etc.) and Hanco Media (advertising films). The target group is the Norwegian Follow-Up Service's target group aged 16–21 years and young people between the ages of 22 and 24 years recruited through NAV. 'The ambition is for Café Hanco to give vulnerable young people who have come to a halt a kick-start.' Café Hanco is positioned between the education system and the labour market. It seeks to instil in the young people faith in themselves and motivation through participation and community related to one of the three youth enterprises, in which they receive close individual follow-up by enthusiastic adults together with others in the same situation. The young people can participate in this project for about a year.

The report concludes that Café Hanco is a success, and when the participants leave, the vast majority of them either return to school, start an apprenticeship or enter paid employment. Rogstad (2021) emphasises the measure's ability to create a community and an experience of belonging as an important success criterion. Café Hanco gives the young people a sense of mastery that inspires self-esteem. The staff function as a 'substitute family' for the young people and put a lot of effort into being present as 'whole persons' who facilitate belonging by means of a wide range of activities, where shared meals, trips and other experiences in addition to the actual work make up part of the core concept.

Café Hanco shares some characteristics with the Danish Combined Youth Education (KUU) measure (Epinion, 2019), which also provides an alternative pathway by making the system more flexible.

The Combined Youth Education is a two-year education programme for young people who are not able to complete a vocational or general studies upper secondary education. The programme consists of workshop-based teaching combining theory and practical training, work training in an enterprise, general studies and vocational subjects. The goal of the programme is for participants to find employment in the local labour market. It is possible to leave and return to the programme, with a total duration of two years.

The report indicates that providing adapted and combined programmes for young people who are not able to complete the ordinary programmes is effective for this group. Each year, 2,500 Danes under the age of 25 are offered a place on the Combined Youth Education programme.

Although we did not explicitly search for these data, some of the studies indicate the advantages of receiving education and training in separate arenas (special schools) for some groups of young people. The study by Olsson et al. (2018) on young people (13–18 years) in Sweden with hearing

impairments shows that those who attend special schools report that they are more content with life and experience higher levels of social and academic inclusion than pupils in ordinary (mainstream) schools.

Shortcomings and weaknesses in the literature

Based on the studies we have identified, it is a general weakness or shortcoming in the Nordic literature on inclusion in school and education that, with the exception of two randomised controlled trials (Center for Ungdomsforskning, 2020; Görlich et al., 2016), few studies have evaluated the effect of specific measures on inclusion. Effect studies are the only research design that allows us to draw direct conclusions regarding causality, and we still have little knowledge about the causal aspects of promoting inclusion. The literature is also inadequate in that few studies investigate how young people with low school attendance can be included.

Summary

The studies that deal with the promotion of inclusion of young people in school and education differ in terms of how much importance they attach to efforts at the individual, relational and organisational level. Studies that focus on individual efforts point to individual adaptation, tailoring and support on the basis that vulnerable young people have different and complex needs.

Several of the studies call for what is referred to as a relational shift where the focus is shifted towards an understanding of the young people's challenges in an interpersonal or relational perspective, and consequently also trying to resolve the challenges facing young people in this same relational space. Another example of a relationally oriented approach to inclusion that several of the studies in our material highlight is the use of mentors or youth pilots. The studies also show that initiatives aimed at strengthening the home-school relationship are important in relation to the inclusion of vulnerable young people in general and those from a minority background in particular.

Finally, our material also includes studies that examine the effects of organisational and structural initiatives such as interdisciplinary and intersectoral cooperation. The complexity of the problems facing vulnerable young people requires cooperation across sectors, disciplines and professions, and mutual trust, respect and willingness to cooperate. This is dependent on good interdisciplinary work in schools. It is also an important topic how the school system can be made sufficiently flexible to accommodate the needs of vulnerable young people and how alternative educational pathways can be facilitated. The studies we have read describe a number of alternatives, including more qualification/training measures in ordinary workplaces, extra support measures in parallel with ordinary education, alternative qualification in the form of work training or adapted education pathways such as the Danish Combined Youth Education. It is also emphasised that more must be done to make it financially possible for young pupils to complete basic education and training.

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7.3 Inclusion in society

Several of the contributions in this review of knowledge discuss inclusion in society, i.e. inclusion that also takes place in areas other than education and working life. By inclusion in society we mean inclusion in different types of communities, such as leisure activities, the local community, friends and family. A total of 18 of the 84 studies we have included deal with social inclusion of vulnerable young people in one way or another. Eleven of these studies are scientific articles, three are research reports, one is an evaluation, while two are books and one is a chapter from a book.

Eleven of the studies deal directly and explicitly with the inclusion of vulnerable young people in society, while five studies deal with concrete measures or services that succeed in including young people. Six concern young people's own experience and suggestions for what it would take for them to be included and participate, and how to develop resilience against the challenges of life. The remaining seven studies focus more on the vulnerable young people's experience of exclusion, both seen from their own point of view and by pointing out structural dimensions that serve to exclude certain groups. This is particularly relevant for studies of minority groups of young people or youth from indigenous backgrounds.

The studies that deal with this issue use data from the following countries:

- Finland (Gretschel & Myllyniemi, 2020; Krivonos, 2019; Wrede-Jäntti & Wester, 2016),
- The Faroe Islands (Almannaráðið, 2018; Anvik & Waldahl, 2017; Cooke & Petersen, 2019)
- Denmark (Bruselius-Jensen & Nielsen, 2020; Katznelson et al., 2015; Kristensen et al., 2018; Wulf-Andersen, Olsen & Follesø, 2016)
- Greenland (Berliner et al., 2017; Berliner & Tróndheim, 2017)
- Iceland (Anvik & Waldahl, 2017; Eydal & Vilhelmsdóttir, 2019)
- Norway (Anvik & Waldahl, 2017; Collins et al., 2019; Fangen, 2009; Fløtten & Hansen, 2018; Follesø, 2010; Tysnes & Kiik, 2019; Wulf-Andersen et al., 2016)

The target group for these studies consists of young people under 30 years of age – in some studies from the age of 13, in others from 18 years. The category 'children and young people' is also applied in cases where the target group is between the ages of 13 and 25. Both boys and girls are represented in the sample, but there is very little discussion of gender differences. The target group of four of the studies is young people from immigrant or indigenous backgrounds.

The methods used to collect the background data for the literature are primarily qualitative such as interviews, observation, focus group interviews, surveys, case studies, life history interviews and sometimes questionnaires. Several of the studies entail interventions and involving the target group in discussing measures. For example, one study used 'experience gatherings' in municipalities to discuss how holistic and systematic work should be carried out in relation to the target group.

Some studies were based on interdisciplinary, inter-agency focus groups that discuss how a more holistic approach to vulnerable young people is a prerequisite for successful inclusion. Projects that focus on participation by the children and young people themselves show that this approach has great potential to change their situation. Initiatives that are highlighted are often those at the local level, where the local context (the community), local networks and resources have a considerable bearing on how inclusion takes place.

Research questions

Most of the selected studies endeavour to both understand the challenges facing vulnerable young people and propose ways of remedying these challenges. Some of the studies aim to evaluate different support schemes, thereby providing a new basis for politicians' decision-making. Several of the studies focus on uncovering the target group's own experience, sometimes in combination with measures proposed on the basis of such experience. A study from Greenland, for example, looked at the young people's own stories about their resilience and what helps them to progress. Another study from Finland also had an open-ended research question, and examines what the young people themselves feel makes their life better. Such research questions make it possible to raise topics other than work and school that vulnerable young people are interested in and that are meaningful to them.

What promotes inclusion of vulnerable young people in society?

The contributions point out structural prerequisites for the inclusion of vulnerable young people as well as concrete measures. It is a recurring point that vulnerable young people should have access to guidance and social arenas in their local community, and that responsibility for this group must be made explicit. This is particularly clear in studies from Greenland, Iceland and the Faroe Islands (see Chapter 3), where vulnerable young people have not been prioritised in the same way as in the other Nordic countries, and where there is considerably less literature in the field (Carcillo & Königs, 2015; Gaini, 2020; Ingemann & Larsen, 2018; Karlsdóttir et al., 2019). A coordination of efforts between different public services that provide support to vulnerable young people is also emphasised in this part of the literature. Individual actors and 'enthusiasts' in the local community can be particularly important in this context, for example retired people engaged in local measures to include young people in working life who go above and beyond their remit to coordinate the support. This could include accompanying the young people to work training, doctor's appointments, or other activities. Close follow-up and establishing arenas, for example youth workshops in Finland, appear to be crucial aspects of psychological and social support for vulnerable young people (Wrede-Jäntti & Wester, 2016).

It is clear from studies of young people from minority or indigenous backgrounds that there are a number of dimensions outside of employment and education that have a bearing on whether this group feels included. These dimensions could be anything from positive interaction with others, supportive resources in the local community and a political focus that the target group perceives as relevant. For example, studies from Greenland emphasise the importance of the young people's contact with the older generations through participation in traditional activities, mutual recognition, having fun together and speaking openly about both joys and sorrows in a safe environment (Collins et al., 2019).

It is important to listen to the young people's own experiences and what measures they suggest. A comparative study that compares Denmark and Norway (Wulf-Andersen et al., 2016) applies recognition theory and emphasises that in order to experience well-being and a sense of belonging, individuals need recognition in three areas: the private sphere, the legal sphere and the solidarity sphere.

There is also a need to work on the front-line services' stereotypes in relation to vulnerable groups and to raise awareness of the diversity within the group of vulnerable young people in terms of age, gender and background, but also when it comes to how long they have been outside education or employment. The literature shows, as we have previously seen, how inclusion is a complex process that is about participation in many areas of everyday life, about developing one's own ability to deal with challenges, establishing trusting relationships with other people, engaging in dialogue with those who seek to help and being recognised as one is, taking part in different communities and finding meaning in participating in education and employment.

Support of this nature must be provided in context and with continuity of efforts over time.

The quality of the studies

The extent to which studies emphasise inclusion in society is a question of both methodology and analysis. Studies that apply an ethnographic approach¹⁴ often follow their 'subjects' in different contexts and focus on the perceived coherence between the different everyday arenas. For example, an ethnographic study of young people from minority backgrounds in Finland (Krivonos, 2019) focuses on how the front-line services' classification of this group, in terms of their skills and which jobs they can get, has consequences for the target group's roles as participants in working life in particular as well as in society at large. Studies where the vulnerable young people represent a minority or indigenous people are more likely to address inclusion in society than studies where the young people are part of the majority population (e.g. Fangen (2009)). Literature from the Arctic context and literature on groups of young people from minority backgrounds emphasise society as the primary arena for inclusion (Anvik & Waldahl, 2017; Berliner et al., 2017). For example, several studies from Greenland draw attention to the importance of including cultural factors in the work on promoting well-being among children and young people. One potential reason for this skewed distribution of the type of studies that deal with inclusion in society is that the societal context is to a larger extent taken for granted, and vulnerable people from majority backgrounds are primarily approached as a group of people who are already part of ('born into') society, but who are now to be included in education and employment.

The literature we assessed includes both reports and scientific articles, types of text that differ both in terms of genre and the scientific quality criteria applied. Some of the research is applied action research, and the reports were often commissioned. It is a weakness of this type of literature that the purpose is often to determine which measures are good or bad, and that questions have probably been asked about specific inclusion measures. However, a Finnish study points out that there are many things other than inclusion in working life, education and society that are important to young people, and argues that there is good reason to highlight what the young people themselves think, need and are interested in (Gretschel & Myllyniemi, 2020). The extent to which this is actually done also depends on the project design and the questions the young people are asked.

Sensitivity in relation to different national and cultural contexts can also be important when implementing Nordic measures. This also entails sensitivity in relation to different ways of talking about, understanding, explaining and describing the inclusion of vulnerable young people. For example, a report from the Faroe Islands (Almannaráðið, 2018) shows how Faroese words and expressions that people use when describing dealing with difficult life situations, in which many vulnerable young people find themselves, can be incorporated when developing measures.

There is a lack of studies that compare different groups of young people, such as boys and girls, young people from immigrant and majority backgrounds, and young people with varying degrees of attachment to working life and education (consider the variation within the NEET category). There are also few studies that include family and the entire social networks that young people are part of in their everyday lives. Moreover, we lack studies that compare types of inclusion in arenas other than school or work, for example in sports, music, art and politics. However, this is a consequence of our search criteria.

¹⁴ Ethnographic field work entails studying individuals or groups of people and the way in which they live their lives (Emerson, Fretz & Shaw, 1995. *Writing Ethnographic Fieldnotes*).

Summary

An important finding in the literature on inclusion in society is that inclusion takes place on a continuous basis and at many levels. Several studies stress participation by the young people in the development and establishment of and research on various local measures and initiatives. Young people need to have their experiences and their voices taken seriously. Both emotional and practical guidance and support is required. The literature points out that practical activities that promote a sense of social belonging can help to build trusting relationships and strengthen self-worth and self-esteem. It also shows that it may be necessary to take action against stereotypes held by staff who work with the young people. Labour and welfare administration staff's preconceptions about vulnerable young people are not necessarily conducive to inclusion. Many research perspectives show that successful inclusion depends on it being attractive to strive for change, both for the young people to be included and for the arenas they are to be included in. Inclusion is a continuous process, and it is emphasised that the key to success is for all parties to acknowledge that the process is ongoing.

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7.4 Structural challenges and transitions – coordination and cooperation

There are several recurring topics that appear to be common focus areas in studies on inclusion in work, school and society. One of these is coordination and cooperation between different agencies. In this sub-chapter, we take a closer look at contributions by studies that deal with coordination of relevance to inclusion.

Challenges in structures and cooperation

Many of the studies we have previously made reference to describe challenges related to structures and cooperation. Some studies link challenges related to interaction, coordination and cooperation to transitional phases in the lives of vulnerable young people in particular. Tysnes and Kiik (2019), for example, discuss the transition to adult life from residential child care institutions, with a focus on the support the Norwegian Labour and Welfare Administration (NAV) provides to these young people. Several studies point to other challenges of a structural nature, for example related to the concepts used, ways of thinking and established practices in welfare systems, all of which can contribute to individualising problems that are actually complex in nature and therefore may require complex solutions (Haikkola, 2021; Mertanen, 2020). Several studies propose a change of system when it comes to mindsets, for example a shift away from an individual perspective towards taking a relational perspective on vulnerable young people (Görlich & Katznelson, 2015). Some studies focus on the education system and argue that the performance pressure should be reduced and the school system be made more flexible (Görlich et al., 2019; Jørgensen, 2018).

Holistic and multifaceted solutions

We have also seen that a number of publications propose holistic and multifaceted efforts as a prerequisite for resolving cooperation challenges and facilitating the inclusion of vulnerable young people (Karlsdóttir et al., 2019; Katznelson et al., 2015). Several studies argue that parallel efforts are most effective (Bolvig et al., 2019), for example when efforts to enter employment are combined with social, therapeutic or qualifying efforts (Rosholm, Sørensen, Skipper & Nielsen, 2018), or when individual, relational and organisational measures are combined (Görlich, 2016).

A Swedish study (Jonsson & Goicolea, 2020) finds that what works when it comes to reintegrating young people not in employment or education is: 1) holistic and flexible services tailored according to need, 2) a caring and collaborative atmosphere, 3) improved well-being and engaging in studies or work (intervention). The authors suggest that the young people may become increasingly integrated into society by engaging in work, studies or some kind of training if their well-being improves. The interventions may facilitate such a scope by providing the youth with a transitional space where various holistic and flexible services help them to acquire or strengthen their confidence, competences, relations to institutions and other people, as well as their sense of coherence. For these mechanisms to function, the findings indicate that the interventions should be implemented in a caring and collaborative environment that is informal, friendly and non-judgemental. This approach will also require involvement on the part of the staff working with these measures.

A study from Greenland on how to build social resilience (Berliner et al., 2017) provides a number of examples of shared activities and 'tools' that can form part of such developmental work. The study proposes 1) practical activities that allow for expression and learning, 2) relationships characterised by trust, 3) different creative methods that involve language, physical activity and visibility, 4) cooperation, freedom and respect, 5) activities that provide a sense of mastery and foster self-worth and confidence, 6) mutual recognition, 7) dialogue and conflict resolution, 8) equality, 9) having fun together, laughing and experiencing intimacy, 10) being able to talk about both joys and sorrows in a safe and empathic environment.

Such multifaceted parallel efforts can be facilitated in different ways and on different levels. Some can be triggered through cooperation and coordination of measures, follow-up and services. We find studies that focus on interaction, cooperation or coordination on an individual or case-based level, but also studies with a local community perspective and studies at a national level that focus on more overarching structures.

Cooperation in individual cases – at the individual level

Several of the studies referred to above describe cooperation at the individual level. Studies of work inclusion using the Individual Placement and Support (IPS) approach are among the studies that deal with coordination of assistance or treatment at a more case-based local level. In this approach, follow-up (and coordination of assistance) is carried out by a team established around the youth in question that consists of personnel drawn from different professional and organisational backgrounds (Frøyland, 2016; Sveinsdottir et al., 2020). A study from the Faroe Islands (Almannaráðið, 2018) also proposes 'a cross-disciplinary approach, where a team is established to keep in contact with the implicated youth and to support and facilitate their communications with other authorities and institutions'.

We find similar cooperation and coordination solutions for upper secondary school pupils, for example at an upper secondary school in Norway where youth pilots were employed to provide individual follow-up based on the Supported Employment approach as part of the pupil services that previously consisted of the Follow-Up Service, school nurses, counsellors and the educational and psychological counselling service (Frøyland et al., 2020). This strengthened the school's expertise and resources in relation to cooperation with employers to facilitate work placements and apprenticeships. Another example that we have previously referred to is Anvik and Waldahl (2018), who emphasise that good cooperation takes time (more than a year), but also that good cooperation is not always sufficient to be able to solve complex problems. Reflection on own practices and endeavours to transform existing welfare services may also be necessary. Increasing focus on goals and result management could contribute to vertical loyalties that represent an obstacle to horizontal cooperation. Welfare navigators who work across agencies can resolve this problem.

Overall, the literature shows that interdisciplinary teams that follow up the individual can ensure collaboration between and coordination of the support and services in place around the young person.

Arenas for local cooperation

Several publications look at cooperation at the local community level. A Swedish study documents cooperation relating to a local cooperation arena called UNG ARENA (Wiedel, 2019). The study shows that co-locating four different services for young people and establishing common arenas and interaction creates better collaboration across organisational boundaries, as well as a generous and inclusive environment where young people have the time and opportunity to find interests, motivation and opportunities. UNG ARENA also functions as a place where external partners, such as the employment and social services, can come and meet the young people, and as a place for the young people to meet employers (for example for lunch or at 'fairs') or representatives from schools. The staff from the different services also get to know each other better and see each other as colleagues. The young people perceive UNG ARENA as an arena for relationship building and networking, and as a way of getting closer to working life. The authors conclude that UNG ARENA shows: 1) that it is necessary to give the young people the chance to experience a sense of confidence in social settings, flexible solutions and specific help, 2) that young people have different needs and that work must be organised accordingly, 3) that young people's own interpretations of services offered can constitute sources of valuable knowledge about how such activities can be efficiently organised, 4) that both internal and external cooperation has become flexible and contributed to shared learning about different conditions and methods, and 5) that it can mean a great deal that measures are organised in such a way that young people can find them in one place (co-location).

A Danish study on 'good cooperation concerning children and young people with poor mental well-being' (Kristensen et al., 2018) uncovers three different types of collaborative efforts across municipalities:

1. organisational efforts (such as physical co-location, matrix organisation, establishing new interdisciplinary units, and interorganisational and cross-sector networks)
2. learning efforts (such as sparring, guidance, workshops, common thematic days)
3. tools for cooperation (such as cooperation agreements, procedures, coordination and network meetings)

A Swedish Government official report on 'cooperation to help young people to enter the labour market' (Delegationen-för-unga-och-nyanlända-till-arbete, 2018) emphasises that achieving good cooperation requires clear and harmonised goals, a clear division of responsibility, financial or administrative incentives, performance indicators for common efforts, and sufficient capacity. Among other things, the study links success criteria to shared understanding, personal qualities, understanding each other's way of working, experience of each other's organisations, cultural factors, trust between management and employees, support from politicians and a solution-oriented way of thinking. The study points to a number of success criteria at the organisational level as well: legitimacy in the target group, good communication channels, mapping of the target group, consideration for anxiety in social settings among the young people, enough time, several methods, young-to-young approach, flexibility and individual adaptation. It is important for the employer contact person to have long-term relationships with employers, close personal contact, follow-up, help employers to solve problems etc. and coordinate contact with different employers. The report also points out that it is important to establish some form of local coordination, fixed structures for cooperation (for example meeting times), personal direct contacts, regular cooperation meetings year-round, common templates, systematic measurement and follow-up. The importance of shortening decision-making processes and having clear divisions of responsibility is also pointed out.

A report from the Swedish Agency for Youth and Civil Society (MUCF, 2019) highlights many of the same factors, but also claims that official bodies can take an active role in supporting integration locally by training and assisting the local management and disseminating knowledge to managers and employees alike.

In sum, these publications substantiate that many factors could have a bearing on good cooperation to help young people to establish themselves in society in the best way possible by completing sufficient education and finding work.

Cooperation viewed from a Nordic level

A report on the Nordic 0–24 collaboration¹⁵ (Hansen et al., 2020) claims that a shared problem understanding has been developed within the 0–24 collaboration on how to provide more effective services and follow-up for the target group in the Nordic countries. This has contributed to important learning on how to improve services from a local perspective. The report points to some areas that are important to succeed with inclusion: 1) a more individual-centred and holistic approach must be developed in the work with children and young people, 2) there is a need for more coherent follow-up by means of enhanced cooperation and collaboration, and 3) early intervention is needed.

The report stresses that cooperation on schools is particularly important, as schools are core arenas of inclusion. The report documents that actors from the Nordic countries have fairly similar ideas about what the challenge is and what it will take to resolve it.

¹⁵ The purpose of the 0–24 collaboration has been to support and strengthen necessary coordination and cooperation in county and municipal services to serve the best interests of children, young people and their families. Read more: 0-24-samarbeidet.no (checked on 17 Jan. 2022).

The solutions jointly proposed by Nordic representatives (the 0–24 collaboration) have much in common with the more locally oriented proposals. In other words, we find consensus in the literature that there is a need to address structural challenges through better cooperation and coordination, and about what important factors need to be taken into consideration.

Summary

The studies we have read confirm the impression left by previous knowledge summaries in this field, which is that a number of coordination and cooperation challenges complicate the inclusion of young people in working life, education and society. In sum, the studies indicate that this is a core challenge. Many of the studies propose ways in which to resolve these challenges, and the solutions are versions of complex, multifaceted and holistic approaches practised partly at the individual/case-based level and partly at the local community level.

We find no set answer or unambiguous solution to what is important when establishing a collaboration to promote inclusion. However, the studies propose many of the same organisational, learning and collaborative efforts, and the following makes up part of their core:

- interdisciplinary teams working together
- establishing cross-sector networks
- physical co-location of services
- formalised guidelines for cooperation (agreements, procedures, regular meetings)
- creating space for a shared understanding of needs across sectors and services

No effect studies that we found have looked explicitly at the importance of coordinating different types of efforts on different levels with a view to lasting inclusion of vulnerable young people in school, work or society. In the same way as the inclusion of vulnerable young people must be understood as ongoing processes, the studies we have read also paint a picture of good cooperation and coordination in relation to vulnerable young people as processes that need continuous care and maintenance, and not something that can be established once and for all.

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7.5 About 'the good meeting' and 'the good relationship'

We have seen that the importance of 'the good meeting' and the good relationship between a young person and the people providing assistance is a main point in many studies. In the following, we will take a closer look at some of the studies that deal with this.

Several studies explore the importance of *relationships* and how the young people are received by the welfare services (Andreasen et al., 2019; Osman et al., 2020; Solheim et al., 2021). Katznelson (2017) points out that a good relationship between the support system and young people can build the youth's motivation. The study emphasises motivation not as an individual responsibility, but as something that can arise and be supported in personal relationships with the support personnel. Katznelson argues that young unemployed people's motivation for further education is not just an individual phenomenon, but is created in interaction with their surroundings. The study defines five different forms of motivation based on, respectively, 1) necessity, 2) relationships, 3) mastery, 4) perspectives, and 5) work-based training. What this means in practice is that motivation to participate can be stimulated in different ways. The key factor is that motivation can be created through work placements, mastery, relationships with support personnel, and through clear perspectives and clearly seeing how the young people can achieve their goals.

Another study looked specifically at the situation of young Sami (L. S. Olsen et al., 2020), and it finds that recognition of the minority perspective, culture, tradition and language is an important basis for strengthening their confidence and identity. Similarly, a study on young people of Somali origin (Osman et al., 2020) pointed out how important it is for teachers to possess the cultural awareness necessary to facilitate the young people's acculturation and inclusion process. Positive relationships between teachers, the young people and their homes are also important. It can sometimes be difficult to establish such positive relationships, both due to language problems, but also because of cultural barriers that hinder mutual understanding.

In a study of young users of the Norwegian Labour and Welfare Administration (NAV), the authors find that meaningful relationships between NAV advisers and users, as well as between users, are characterised by consideration, recognition and openness. Building such relationships is a time-consuming process that requires staff to persevere over time (Solheim et al., 2021).

Despite the many studies that argue the importance of meaningful relationships in inclusion efforts aimed at vulnerable young people, there are nevertheless few studies that explore concrete methodological approaches in relationship-building work. One exception is a Norwegian study that discusses in concrete terms how adults can motivate and support vulnerable young people during change processes (Follesø, 2010). Based on interviews with both the young people

and staff working in municipal projects targeting vulnerable young people, and using Honneth's recognition theory as a theoretical framework, Follesø concludes, among other things, that important factors in relationship work include speaking a language the young people understand, not accepting rejection, recognising and acknowledging the young person and being strict in a kind way. Specifically, Follesø's (2010) empirical data show that 'the good meeting' is characterised by mutuality. The young people are happiest with the relationship when they feel certain that the adult enjoys spending time with them. 'It is important, significant and potentially changing to be liked by someone you like and respect' (Follesø 2010, p. 81).

Several other studies also outline the importance of good interaction and relational attachment (Frøyland, 2018b, 2020a). In Frøyland's research, relationship building is about assisting the young people with close follow-up, both individually and in groups. In one study (Frøyland, 2020a), he operationalises the concept of 'close individual follow-up' by proposing ten qualities or characteristics that it may be sensible to base local measures on and that indicate what close individual follow-up could entail. The list includes:

- the type of follow-up to be provided – individual (youth pilot model), group-based (motivation model) or long-term sheltered (maturation model)
- what parties are in need of follow-up (workplace, school, family, the young people themselves)
- when follow-up is to be provided (before, during or after establishment)
- the extent of outreach activities
- where the young person and the support personnel meet (arena for follow-up)

Support personnel based in their own premises are able to offer the young people the opportunity to take part in socialising, activities and meals. This helps to give them an opportunity to develop a sense of belonging, socialise and feel safe. Frøyland finds that this form of 'backstage' relationship building can be helpful to young people who do not have a supportive family and who have lost confidence and faith in their abilities after years of adversity.

The usefulness of physical premises is also discussed in a Finnish study (Wrede-Jäntti & Wester, 2016), which finds that the Finnish youth workshops do a good job of supporting their participants both physically and socially. The concept behind the workshops is based on providing respectful and positive interaction in a pleasant physical environment with the emphasis on the participants feeling seen and being able to participate in a context that feels meaningful. The article argues that a successful encounter based on understanding and respect helps to strengthen the young people's self-esteem and motivate them to keep up the work. Being part of a context and receiving support contributes to the experience of having influence over one's own life. The workshops provide a contrast both to schools and the employment service by being informal and more 'home-like' with drawings on the walls, old sofas, relaxation, and a non-hierarchical atmosphere. The staff have both knowledge and personal qualities that make them suited for the job, as well as working conditions that allow them to closely follow up the participants (5–8 at a time) over a long period of time.

One of the main findings from the research carried out by Solheim et al. (2021) is that relationships are the most crucial factor for the users. Long-term contact and persevering and inquisitive support personnel are especially important. The meaningful relationship is not limited to the relationship with the professional support personnel; it also includes the relationship between the users. Based on an action-oriented research approach, the article calls for more research that listens to the users' views (Solheim et al., 2021).

A Danish study (Bruselius-Jensen & Nielsen, 2020) explores precisely this, and shows that children and young people's participation in projects in itself has the potential to change the young people's story, give rise to new ideas and dreams, create enjoyment and joy, and strengthen mastery, agency and influence. Children and young people can benefit from

participating in the method development, testing and implementation phases. Increased participation in projects can thus help to improve young people's confidence and faith in their own opportunities, as well as their skills, network and many other things. It would therefore appear that participation can contribute to the inclusion of young people in general, and young people in particularly vulnerable situations. The book discusses conditions for realising opportunities for participation. In connection with the participation of young people in particularly vulnerable positions, it is especially important to give them access to resources (adults, networks, positive experiences), create concrete change, give them opportunities to develop new skills and cultivate a sense of fellowship and belonging.

A number of studies on our list also mention factors and conditions that do *not* contribute to relationship building. Stereotypes and preconceptions about users are counterproductive (Haikkola, 2021). An ethnographic study of meeting situations in an activation context conducted by Haikkola shows how the young people are channelled to the lowest segment of a polarised and segregated labour market, based on the front-line services' stereotypes of who is suited for which jobs. Other studies stress the problematic nature of understanding or seeing vulnerable young people as 'cases to be resolved' rather than as individuals with suppressed or unused resources (Andreasen et al., 2019; Byhlin & Kacker, 2018).

Summary

In sum, the studies emphasise the following points as important when establishing 'the good meeting' and 'the good relationship' with vulnerable young people:

- The young people must feel genuinely liked by the adults tasked with helping them and following them up
- Mutual trust between the young people and adults in the support system
- A sense of being seen, valued, and recognised
- A sense of belonging to a social community, which is why relationship building between the young people is also important
- Pleasant physical premises and socialising over a meal can provide a framework for relationship building
- Informal settings can be useful rather than schools, workplaces or the labour and welfare services' premises
- 'The good meeting' is dependent on having the resources to provide close (but not necessarily individual) follow-up over time

References

In our analysis of literature of relevance to 'the good meeting' and 'the good relationship', we have placed particular emphasis on the following studies:

Andreasen, J., Poulsen, S., Hoej, M. & Arnfred, S. (2019). 'It is important for us to see the mentors as persons'—participant experiences of a rehabilitation group. *International journal of qualitative studies on health and well-being*, 14(1), 1632108.

Bruselius-Jensen, M. & Nielsen, A. M. W. (2020). *Veje til deltagelse: Nye forståelser og tilgange til facilitering af børn og unges deltagelse*. Danmark, Aalborg: Aalborg Universitetsforlag.

Byhlin, S. & Kacker, P. (2018). 'I Want to Participate!' Young Adults with Mild to Moderate Intellectual Disabilities: How to Increase Participation and Improve Attitudes. *Scandinavian Journal of Disability Research*, 20(1), 172-181. <https://doi.org/10.16993/sjdr.58>

Follesø, R. (2010). Ungdom, risiko og anerkjennelse. Hvordan støtte vilje til endring? *Tidsskrift for ungdomsforskning*, 10(1), 73-87. Retrieved from <http://www.ungdomsforskning.no/>

Frøyland, K. (2018). Vital tasks and roles of frontline workers facilitating job inclusion of vulnerable youth. *European Journal of Social Work*, 1-12. <https://doi.org/10.1080/13691457.2018.1423547>

Frøyland, K. (2020). *Arbeidsinkludering av utsett ungdom - i lys av Supported Employment og kapabilitetstilnærminga*. Oslo: Fagbokforlaget.

Haikkola, L. (2021). Classed and gendered transitions in youth activation: the case of Finnish youth employment services. *Journal of Youth Studies*, 24(2), 250-266.

Katznelson, N. (2017). Rethinking motivational challenges amongst young adults on the margin. *Journal of Youth Studies*, 20(5), 622-639. <https://doi.org/10.1080/13676261.2016.1254168>

Olsen, L. S., Löfving, L., Paavola, J.-M. & Grelck, J. B. (2020). *Sámi Youth Perspectives, Education and the Labour Market* (Nordregio Report). Sverige, Stockholm: Nordregio. Retrieved from <https://www.diva-portal.org/smash/get/diva2:1445179/FULLTEXT01.pdf>

Osman, F., Mohamed, A., Warner, G. & Sarkadi, A. (2020). Longing for a sense of belonging—Somali immigrant adolescents' experiences of their acculturation efforts in Sweden. *International journal of qualitative studies on health and well-being*, 15(sup2), 1784532.

Solheim, I. J., Gudmundsdottir, S., Husabø, M. & Øien, A. M. (2021). The importance of relationships in the encounter between NAV staff and young, vulnerable users. An action research study. *European Journal of Social Work*, 24(4), 671-682.

Wrede-Jääntti, M. & Wester, C. (2016). Verkstaden – en laddningsstation - Unga deltagares erfarenheter av erhållt psykiskt och socialt stöd vid arbetsverkstäder i Svenskfinland. *Tidsskrift for psykisk helsearbeid*, 12(04), 318-329. Retrieved from http://www.idunn.no/tph/2016/04/verkstaden_en_laddningsstation_-_unga_deltagares_erfarenh

7.6 About different groups of vulnerable young people

All of the studies we have included deal with vulnerable young people, but some studies have a clearer focus on sub-groups of vulnerable young people, such as young people with learning difficulties, young people with mental health challenges, young people in foster homes or under the care of the child welfare service, young people with functional impairments, young people exhibiting antisocial behaviour, young immigrants, poor youth, young people in rural areas or island communities, or foreign-born young women.

Several studies focus on ethnic minorities that could face greater barriers to inclusion compared with other young people (Fangen, 2009; Krivonos, 2019; MUCF, 2021; Osman et al., 2020). For example, a Swedish study that focuses on Somali adolescents aged 14–18 years finds that they experience ethnic discrimination in school as acculturation stress (individual stress resulting from cross-cultural adaptation) and as a barrier to inclusion in school (Osman et al., 2020). Among other things, the authors conclude that cultural sensitivity among school professionals is a key prerequisite for successful inclusion.

A Swedish study with an intersectional perspective on gender and ethnic minority background finds that foreign-born young women have a weaker labour market attachment than foreign-born young men and other young people born in Sweden (MUCF, 2021). Important explanations include discrimination, stereotypes, traditional gendered division of labour, and ethnic and socio-

economic residential segregation. For the women concerned, education is all the more important in order to achieve inclusion in working life.

A Greenlandic study on indigenous youth emphasises the importance of the young people's contact with the older generations through participation in traditional activities, mutual recognition, having fun together and speaking openly about both joys and sorrows in a safe environment (Collins et al., 2019). Another study looked specifically at the situation of Sami youth (L. S. Olsen et al., 2020), and finds that recognition of the minority perspective, culture, tradition and language is an important basis for strengthening their confidence and identity. Olsen et al. (2020) refer to Sami language skills as an important basis for strengthening self-confidence, cultural identity and job opportunities. Therefore, more should be done to facilitate young Sami learning their language. We see that although young people from minority backgrounds can have the same needs as other people, there is also reason to believe that they also need other things in their inclusion processes.

People who have lived in residential child welfare institutions can also be said to make up a sub-group of vulnerable young people. Tysnes and Kiik (2019) argue that they may experience too sudden a transition when they reach the age of majority. Legally, the child welfare service has the option of offering care after children come of age ('extended parenthood'), but this is rarely done. More follow-up of a practical, financial and emotional nature after young people reaches the age of majority and leave residential child welfare institutions could be crucial in enabling them to establish an independent life and stand on their own two feet.

Summary

In summary, we can say that we have found a number of studies that deal with different sub-groups of the category vulnerable young people. These are individual studies from delimited contexts in one of the Nordic countries. There is probably more relevant knowledge about different groups of vulnerable young people in existence than the literature we have identified. It has not been possible within the limits of this project to carry out specific searches in relation to each sub-group of vulnerable young people for each of the Nordic countries both in English and in the national language.

Much of the knowledge we have found seems to target vulnerable young people in general, and one of the main points is that measures and approaches must always be adapted to the individuals concerned and the context in which they live. This also entails adapting measures and approaches to the distinctive challenges and potentials of each sub-group of the category. However, our literature review has not provided an adequate representation of the existing Nordic knowledge about inclusion in school, work and society of all possible sub-groups of vulnerable young people. More studies will be required to shed light on this.

References

In our analysis of literature of relevance to different groups of vulnerable young people, we have placed particular emphasis on the following studies:

Collins, P. Y., Delgado Jr, R. A., Apok, C., Baez, L., Bjerregaard, P., Chatwood, S., ... Dillard, D. (2019). RISING SUN: prioritized outcomes for suicide prevention in the Arctic. *Psychiatric services*, 70(2), 152-155.

Fangen, K. (2009). Sosial ekskludering av unge med innvandrerbakgrunn-den relasjonelle, stedlige og politiske dimensjonen. *Tidsskrift for ungdomsforskning*, 9(2), 91-112.

Krivosos, D. (2019). The making of gendered 'migrant workers' in youth activation: The case of young Russian-speakers in Finland. *Current Sociology*, 67(3), 401-418.
<https://doi.org/10.1177/0011392118824363>

MUCF. (2021). *Unga utrikes födda kvinnors etablering i arbetslivet – En analys av hinder och möjligheter*. Sverige, MUCF (<https://www.mucf.se/>): Myndigheten för ungdoms- och civilsamhällsfrågor (MUCF). Retrieved from <https://www.mucf.se/publikationer/unga-utrikes-fodda-kvinnors-etablering-i-arbetslivet>

Olsen, L. S., Löfving, L., Paavola, J.-M. & Grelck, J. B. (2020). *Sámi Youth Perspectives, Education and the Labour Market* (Nordregio Report). Sverige, Stockholm: Nordregio. Retrieved from <https://www.diva-portal.org/smash/get/diva2:1445179/FULLTEXT01.pdf>

Osman, F., Mohamed, A., Warner, G. & Sarkadi, A. (2020). Longing for a sense of belonging—Somali immigrant adolescents' experiences of their acculturation efforts in Sweden. *International journal of qualitative studies on health and well-being*, 15(sup2), 1784532.

Tysnes, I. B. & Kiik, R. (2019). Support on the way to adulthood: challenges in the transition between social welfare systems. *European Journal of Social Work*, 1-11.
<https://doi.org/10.1080/13691457.2019.1602512>

PART IV – DISCUSSION AND CONCLUSION

8. Effective measures for the inclusion of vulnerable young people – concluding discussion

The Norwegian Ministry of Labour and Social Inclusion and the Nordic Council of Ministers wanted more knowledge about what measures are effective for the inclusion of vulnerable young people in school, work and society. In this literature review, we have prioritised Nordic research-based knowledge from the social sciences about:

- Vulnerable young people, and not youth in general
- Young people who do not participate in the relevant contexts ('marginalised young people') rather than young people who participate to some extent but are at risk of dropping out
- Inclusion, not marginalisation
- Ordinary arenas, rather than segregated arenas

The main focus has been on inclusion in work and school – and to some extent also in society.

8.1 Effective measures and efforts

The studies describe a number of effects of the various measures and initiatives. Some young people found a job or gained work experience, and some completed more formal schooling, for example by increasing their attendance, completing one or more subjects or completing a full course of education or an apprenticeship. The studies also describe numerous other positive impacts, such as the young people becoming more motivated, finding a sense of community, receiving help, seeing opportunities, being able to contribute, making friends and building a network, developing trust etc. We will briefly sum up some of the most important initiatives below.

Individual-oriented and relationship building efforts

Several studies show positive effects of the young people having a *mentor*, *youth pilot* or *counsellor* who provides close follow-up and is in close dialogue and collaboration with the young person over time. Such follow-up can help the young person to become involved in activities, school or work, as well as provide further motivation and a sense of security and mastery (Andreassen et al., 2019; Center for Ungdomsforskning, 2020; Frøyland et al., 2020; Görlich et al., 2016). Several studies emphasise that there is a need for *tailoring* and that adapting assistance and efforts to the individual's needs can help the young person to see opportunities and to participate in school, work or other activities (Hákonardóttir et al., 2017; Katznelson et al., 2015; Skilbred et al., 2017; Tysnes & Kiik, 2019). It is essential that efforts are based on thorough assessments of and extensive knowledge about each individual's needs (MUCF, 2019).

A key point raised in many of the studies is that *building a good relationship and trust* between the young person and the support system will create a good starting point for cooperation and inclusion work, thereby increasing their chances of success (Follesø, 2010; Kane et al., 2017; Solheim et al., 2021).

Other studies emphasise that in order to promote inclusion, young people must be *provided with psychological tools* (Katznelson et al., 2015; Rogstad & Bjørnset, 2021). These include life mastery programmes that let the young people develop different skills, such as personal, social and professional skills, that can increase their confidence and sense of achievement.

A number of studies also emphasise the importance of *participation* by the young people themselves and their families (Bruselius-Jensen & Nielsen, 2020; Drugli & Nordahl, 2013; Gretschel & Myllyniemi, 2020; Osman et al., 2020; Wulf-Andersen et al., 2016). Close cooperation can provide motivation and commitment, and lead to more adapted efforts that meet the individual's specific needs.

Several studies document *well-adapted measures that promote youth employment*, for example that the Supported Employment and Individual Placement and Support schemes are constructive and effective approaches to the inclusion of vulnerable youth in working life (Forslund & Liljeberg, 2020; Frøyland, 2016, 2018a; Sveinsdottir et al., 2020; VIRK, 2020). These studies show that close individual follow-up that builds on each person's interests and swift work placements combined with adapted tasks and good follow-up of both the young person and their employer, can be a good solution for vulnerable young people. A number of studies also show that measures such as wage subsidies and training can also work well for young people, although it is somewhat unclear how effective these measures are for the most vulnerable youth (Hardoy et al., 2016; von Simson & Hardoy, 2020).

Organisational and structural efforts and measures

A number of studies find that establishing *dedicated arenas* where young people can meet other young people and receive individualised assistance, while also taking part in a supportive community, is beneficial to many. Such arenas can encourage them to believe that change is possible, inspire them to set goals and to make a start on future-oriented activities that could ultimately lead to more schooling or work (Frøyland, 2018b; Wiedel, 2019; Wrede-Jäntti & Wester, 2016).

Several studies also indicate that good collaborative practices – for example in the form of *team collaboration* – can provide opportunities and make it easier for the support system to find constructive solutions in collaboration with the young person (Almannaráðið, 2018; Anvik & Waldahl, 2018; Frøyland, 2016; Sveinsdottir et al., 2020). Overall, the literature shows that interdisciplinary teams that follow up the individual can ensure collaboration between and coordination of the support and services in place around the young person.

Furthermore, a number of publications suggest that *comprehensive, multifaceted and parallel efforts are required* to solve cooperation challenges and facilitate the inclusion of vulnerable youth (Bolvig et al., 2019; Karlsdóttir et al., 2019; Katznelson et al., 2015), for example where efforts to find work are combined with social efforts, therapeutic efforts or qualifying efforts, or when individual, relational and organisational measures are combined.

Several studies indicate that *the thoughts and beliefs of support personnel* are of great importance in order for the young individuals to feel seen, heard and understood. For example, it is important that the support personnel have faith in the young person's possibilities, and that their problems are not individualised, but rather linked to the interaction between the young person, the support system and their school, workplace or local community (Frøyland, 2020b; Görlich & Katznelson, 2015; Hansen et al., 2020). Some studies show that it is important that support personnel do not base their work on stereotypical and biased preconceptions about the users (Haikkola, 2021). Several argue for a shift from individual-based explanations and mindsets to relational and process-oriented approaches in measures, methods and in the support system in general when it comes to understanding the challenges and finding solutions. This means:

- to stop 'blaming the individual' for the lack of inclusion and instead 'blame' the (lacking) qualities and characteristics of working life, the school, local community or support system.
- to see motivation not as an inherent (or lacking) quality of the individual, but as something that is created in interaction with the environment (Katznelson, 2017).

- that inclusion must be a mutual process.

A number of studies show that *flexible, individualised or alternative pathways through upper secondary school* can help vulnerable young people to complete more formal schooling and achieve better results (Anvik & Waldahl, 2017; Center for Ungdomsforskning, 2020; Epinion, 2019; Frøyland et al., 2020; Görlich & Katznelson, 2015; Görlich et al., 2016; Görlich et al., 2019; Jørgensen, 2018; OECD, 2019; Rogstad, 2021; Rogstad & Bjørnset, 2021). Such alternative pathways could involve making more and better use of workplaces as part of an education, having a mentor or youth pilot provide close, individualised follow-up, or providing other forms of additional support to young people attending school.

Negative and unintended effects

Negative effects and experiences are also common and these occur intermittently in many inclusion processes. Examples include not succeeding in finding a suitable workplace or getting a place on a study programme that meet the individual's goals and expectations, or that the young person has been given tasks or challenges that they do not master, or that health challenges set them back and delay the inclusion process.

Several unintended effects of measures and efforts have also been described, for example that front-line workers in labour and welfare services reproduce racial, gendered and class-based stereotypes and differences instead of levelling them out (Haikkola, 2021). There is also the risk that the public and policy discourse, which aims to resolve challenges related to vulnerable young people and boost them as a group, instead through their policy and terminology paint a picture of them as a vulnerable and problematic group, leaving the impression that the young people themselves are responsible for making the right choices and actions (Mertanen, 2020). The degree to which such effects emerge depend on the study's perspective. A critical discourse analysis, for example, is more suitable for identifying structural weaknesses than an action research study (Andersen et al., 2019). Studies that incorporate the youths' perspectives to a greater extent may also find that numerous other things are important to this group and give their lives meaning other than just work and school (Gretschel & Myllyniemi, 2020).

Rapid inclusion or building opportunities in the long run?

A trait shared by many of the individual-oriented and organisational measures and initiatives is that good effects are not always achieved when a measure or initiative is implemented. Studies indicate that it is rather that the measures and initiatives improve the probability that the desired effects may occur.

The studies we have read describe different approaches to inclusion. While some argue for rapid inclusion in school or working life, others are more concerned with creating long-term opportunities and building individual capital or resilience over time, or with developing appropriate skills in the support system.

For example, a literature review on work inclusion for different groups highlights that measures and approaches that build on human capital, i.e. that contribute to developing individuals' knowledge and skills, thus enabling them to find work in time, generally have better effects than measures that build on a 'work first' approach, i.e. measures that provide swift assistance in finding a job. However, the study also finds that 'work first' approaches work better than 'human capital' approaches for vulnerable groups (Card et al., 2018).

In our understanding, the qualitative literature we have read argues that when it comes to vulnerable youth, such a 'work first' approach must be combined with sufficient follow-up, adaptation of the work and other necessary assistance over time, if the inclusion is to last. These qualitative studies also convey that building 'human capital' in each individual is not sufficient.

The 'capital' of enterprises, schools and the support system in the form of relationship building and inclusion skills is also important.

The studies we have assessed build on different theoretical perspectives that can also provide guidance as to what can be considered effective measures. For example, a capability approach (Nussbaum, 2011; Robeyns, 2016) could lead to measures and efforts being established that help to create more opportunities for citizens in the local community, enabling them to achieve what they want, such as finding work or completing an education. However, it is not given that everyone will manage to realise their wishes, or keep a job or stay in education over time (Frøyland, 2018a). Furthermore, based on, for example, a resilience perspective (Assmann et al., 2021; Berliner et al., 2017; Rogstad, 2021), measures that succeed in strengthening the resilience and life skills of both individuals and environments could be considered valuable in themselves, in contrast to a more instrumental mindset that emphasises whether the young people actually complete school or are in employment.

As such, measures and initiatives can have different types of effects that facilitate inclusion opportunities for vulnerable groups in different ways. Some are primarily aimed at the inclusion of individuals and starting them off in work or school in the short term, while others are more aimed at developing and shaping inclusive schools, workplaces and local communities to make them better equipped to contribute over time.

One difference between the qualitative and quantitative studies is that the quantitative ones often measure results in the form of school or work activity at a given point in time, while the qualitative ones are more concerned with young people's needs and what it is important to do in order to build effective inclusive environments that ensure good follow-up to enable realistic opportunities for inclusion in school, work and society.

Different types of measures and efforts – different effects?

The literature describes different types of initiatives and measures that provide individual follow-up to and build relationships with the young people. Frøyland (2020a) proposes three different types of ideals: the maturation model, the motivation model and the youth pilot model. In the following, we will briefly discuss the measures proposed in the literature we have read in light of these three ideals.

The *maturation model* refers to measures whereby youth receive follow-up and work training in more or less sheltered or segregated units over a prolonged period, possibly lasting up to a year. The measures are intended to help the young people to find motivation, establish constructive work and living routines, get help with necessary treatment and develop self-confidence so that they will be more able to utilise other measures, complete school or find work afterwards. The maturation model is built on the idea that the young people need a long period without too great demands when it comes to school or ordinary work, with close follow-up from secure adults in order to 'build the foundation' that may be lacking due to a difficult childhood. After this alternative period, measures focusing more on work or school could be relevant.

- In this review of knowledge, we have not searched specifically for literature on segregated or sheltered measures, but some of the studies we have read nonetheless resemble such an approach in certain ways. For example, the measure Café Hanco (Rogstad, 2021) appears to have some qualities in common with this approach. Olsson et al. (2018) looks at the significance of special schools for young people with hearing impairments, a model which is segregated even more so than Café Hanco. Another example is Byhlin and Kacker (2018), who examine the inclusion of young people with intellectual disabilities in sheltered work.

The *motivation model* builds on a group-based approach, often combined with individual follow-up. Here, the young people are brought together for a course or group-based gatherings over a

period, either as a full-time scheme or a few days a week. At the same time, or afterwards, the youth are followed up in work placements or other measures. The young people receive the closest follow-up during the period in which the course takes place, before follow-up is gradually reduced. The motivation model builds on the idea that the young people need close follow-up and training for a short period to find their inner motivation, get to know their resources and set realistic goals for further schooling, work or other activities. After this intensive course period, the youth are in theory more able to drive the process onwards themselves, but can also receive assistance where necessary for up to a year.

- The life mastery course *Unge i flyt* (Rogstad & Bjørnset, 2021) and measures such as One-Stop Guidance Centres (Westerback & Wrede-Jäntti, 2020), youth workshops (Wrede-Jäntti & Wester, 2016) and UNG ARENA (Wiedel, 2019) are examples that fit the description of the motivation model.

The *youth pilot model* involves individual and continuous follow-up while the young person is in education, a work placement, receiving treatment, unemployed etc. Group-based measures are not normally used. The youth are followed up by youth pilots, mentors, coaches, facilitators, buddies etc. The young people themselves are generally the active partner, while the support system can 'take the helm' for them for a short period. Measures are generally at the individual level. Follow-up is provided for as long as necessary, often for several years. The youth pilot model is based on the idea that the young people will need different levels of support and follow-up for a long period. The level of support the youth pilot provides can be adjusted up or down in line with these changing needs. The youth pilot is available for a period of several years. They provide individual follow-up, but also help to coordinate efforts and assistance from other relevant agencies, often in the form of team collaboration.

- There are several studies in our material that have some things in common with such a youth pilot model in that they argue for the use of mentors (Görlich et al., 2016) or follow-up by job specialists who work in line with the Individual Placement and Support (IPS) approach (Forslund & Liljeberg, 2020; Frøyland, 2016; Karlsdóttir et al., 2019; Sveinsdóttir et al., 2020; VIRK, 2020) or other versions of the Supported Employment method (Frøyland, 2018a).

It is fully possible to combine several of these types of measures, such as a combination of the motivation model and youth pilot model. Of the three types of ideals described above, the one with the best documented effect is the youth pilot model, more specifically in the form of studies on IPS in relation to work inclusion, but also on the mentor and youth pilot roles described in the literature on inclusion in school. A Swedish literature review concludes that IPS is the only work inclusion measure that has robust documentation of its effectiveness (Forslund & Liljeberg, 2020). However, it is unclear how effective such measures are over time. The intention of IPS to provide assistance for as long as necessary is not always implemented in practice. Studies in the field of health, however, show that work inclusion has a positive effect over time on young people with mental health issues (Holmås et al., 2021). Results are more unclear when it comes to other groups of vulnerable young people. Studies on SE services in general (not for young people specifically) show that while these approaches appear to help vulnerable groups to enter work quickly, the effect appears to diminish over time (Dahl & Lima, 2021; West, Targett, Wehman, Cifu & Davis, 2015). One implication of this is that there is a need going forward to direct attention to job retention over time. The literature indicates that vulnerable young people who have found work through IPS may also need follow-up over time in order to stay in employment. Several of the studies we have read also indicate such a need for support related to inclusion in and completion of upper secondary school.

8.2 Consensus on what improves opportunities

In sum, the literature does not indicate that there is any one measure or approach that can resolve the inclusion challenges. On the contrary, several studies argue that there is in fact no single measure that can resolve the challenges. Although complex solutions are not always needed at the individual level, the literature conveys that there is seldom a quick fix for these inclusion challenges. One main impression from the literature is that there seems to be general consensus regarding what is needed in order to improve vulnerable young people's opportunities to thrive and participate in communities such as school, working life and society.

On the one hand, qualities at the individual level are emphasised, such as facilitating:

- positive interaction between vulnerable young people and support personnel in front-line services
- the development of good relationships with young people
- the establishment of some form of community
- close individual follow-up from support personnel with expertise in how to facilitate inclusion in work, school or local communities
- youth participation

At the same time, a number of elements at a more structural level contribute, such as:

- sufficient coordination and cooperation between agencies, especially in vulnerable transition phases such as from being under the care of the child welfare service to receiving ordinary follow-up from the labour and welfare administration or from living at home to education and/or working life
- sufficiently flexible and/or alternative pathways through the education system
- a holistic approach based on individual needs, where support personnel and agencies work on several issues, preferably on several levels, simultaneously and over time

A key point is that a certain continuity and duration of measures and efforts is required for them to be successful.

At the same time, the literature gives the impression that such services do not exist to a sufficient degree, and that it is equally difficult to implement this quality in the various services that do exist. This shortcoming is particularly great in more rural areas. A number of potential reasons are pointed out, for example that structural factors, such as the capacity and structure of the support services, the terminology used and established patterns of behaviour and practices in the welfare services, contribute to maintaining rather than reducing gender, class or racial differences (Haikkola, 2021). Nor do activation measures always provide practical and relevant skills that the young people themselves want and need in order to be able to do a job (Paju et al., 2020).

8.3 Many similarities between the Nordic countries, but also contextual differences

This literature review is one of the few that looks specifically at the Nordic context and the seven countries Denmark, Iceland, Finland, Norway, Sweden, the Faroe Islands and Greenland. A new finding in this respect is the similarities between the challenges vulnerable young people face in the different Nordic countries, and that the challenges associated with the inclusion of vulnerable young people are complex issues with no simple solutions. The various presentations show that vulnerable young people make up a very heterogeneous group, with differences both within and

between countries. All of the countries appear to be facing challenges when it comes to providing adequate services to such a heterogeneous group.

To sum up, there appears to be *general consensus that efforts in relation to vulnerable young people must be holistic* and take account of the great, complex challenges facing them. Inclusion of this group is a complex, multi-layered task. Assistance must be provided across areas of responsibility, often simultaneously. Measures that succeed in combining close follow-up with inter-agency efforts in appreciative learning spaces appear promising, but they require a sufficient number of personnel, are often person-dependent and require expertise and the ability for cooperation and coordination across services.

However, there are significant differences between the Nordic countries in terms of population density, culture and context. They have different ways of talking about the challenges vulnerable young people in the Nordic countries face. While the literature from Norway, Sweden, Denmark and Finland largely use the same conceptual framework as the political discourse on work inclusion, the literature from Greenland is characterised by an indigenous people discourse that is more concerned with the importance of inclusion in society, i.e. in the Inuit people's cultural practices. Their experience is that there is a generation gap between the older generation and their cultural practices and the young people, and that this gives rise to challenges for the young because family and tradition are also very important. In small-scale, family-oriented societies such as Greenland, the Faroe Islands and Iceland, it could be an additional challenge that continued education and employment will mean leaving home, and sometimes even leaving the country. This is particularly evident in Greenland where young people often have to leave their family to take an education, many often as early as in lower secondary school age. Inclusion in school and working life can thereby often entail exclusion from society. This is a great burden to them, as family is a central aspect of Greenlandic culture. The contributions from Greenland, Iceland and the Faroe Islands also point to significant regional and gender differences in exclusion, but the data available concerning young vulnerable people's situation are limited.

8.4 What is new?

In Chapter 4, we summarised findings from previous knowledge summaries of relevance to the inclusion of vulnerable young people in the Nordic context. We found, among other things:

- a need for holistic approaches where all aspects of a young person's life situation (health, school, work, financial situation) are considered
- that good inclusion practices are often about different ways of establishing contact, building mutual trust, co-responsibility, involvement and cooperation, and about coping with everyday life and motivation for work and education
- that economic policy, labour market policy, educational policy and social and health policy in the Nordic countries all have a bearing on the opportunities for inclusion that are available to disadvantaged young people
- that effective methods can usually be summed up under four main strategies: early intervention, individual adaptation of measures, close follow-up of the young person, and interdisciplinary cooperation across different institutions. User involvement is also crucial
- that the assistance must be flexible, allow for trial and error and be adapted to the young people's progress in a way that creates a motivational overall package that promotes skills development and mastery
- that there is little evidence to indicate that there are some types of measures that are always effective. It is consistently pointed out that complex needs require complex solutions

We also found that previous effect studies of relevance to young people in the Nordic countries generally find that:

- The most effective measures or programmes for work inclusion are those that most closely resemble ordinary employment.
- Ordinary employment service and wage subsidies both increase the chance of people finding work, while guidance and qualification activities produce mixed results.
- It is also uncertain whether the positive effects of employment with wage subsidies extend to the most vulnerable young people as well.
- Research on youth guarantees also show mixed results, and general guarantees of this kind are particularly ineffective in relation the young people 'furthest away from the labour market'.

Hyggen summarised the European and Nordic studies available in 2015 by saying that they have so far yielded 'disappointing results almost regardless of which activity the young people are participating in, and particularly for the most vulnerable of them' (Hyggen, 2015, s. 45).

Although our review has in many ways confirmed this impression, the literature also shows that a number of initiatives and measures have positive effects for vulnerable young people and contribute to mastery, motivation, inclusion in a community and better opportunities. As such, the studies refer to a number of constructive measures and efforts, but also give the impression of the inclusion issue as extensive, problematic and resource-demanding, yet nonetheless possible to resolve. In general, much of what we have found in our review of more recent studies tallies well with what has previously been described. We find that new studies of relevance to the inclusion of vulnerable young people in school, work or society show much of the same findings as previous studies in the area. However, our review nonetheless presents some novel findings in a number of ways described below.

Explicit focus on inclusion and inclusion processes

In this literature review, we have sought literature that spotlights inclusion in school, work and society for vulnerable young people (the 'way in' rather than the 'way out'). No previous knowledge summaries have had this explicit aim. We find that effect studies do not manage to sufficiently capture inclusion as a phenomenon, and therefore do not provide adequate knowledge of what it takes to include vulnerable young people in school, work and society.

In this way, this literature review contributes a novel finding in that it emphasises inclusion as more of an ongoing process and something that must be learned by both the young person and their school/workplace or other actors involved than as a status that can be achieved and measured once and for all. A number of studies we have read show that for inclusion to be successful, it must not be one-sided, i.e. that vulnerable young people are expected to adapt to school or work contexts without representatives of these arenas making any form of adaptation or adjustments. Cooperation and close follow-up also involve critical reflection on one's own and others' behaviour so that, together, the parties can develop new forms of participation for the target group.

We have found few studies that have looked at inclusion processes in school, work or society over a long period of time. As such, few research-based studies describe and discuss what form inclusion pathways can take and what kinds of support, assistance and adaptation are required over time, while many studies indicate the need for such knowledge. A key finding from this scoping review is thus that inclusion processes are an understudied field when it comes to inclusion in school, work and society alike.

Consensus in the literature, and across countries

We also believe that we have identified consensus in the literature in that the qualitative and quantitative studies complement one another and point in the same general direction. This consensus is interesting and represents a novel finding in relation to previous studies, which have found that qualitative and quantitative studies are often juxtaposed, where the qualitative studies find a number of effective measures and efforts while the quantitative ones are unable to identify any such effect. This consensus reflects the continuous political relevance of and interest in the inclusion of vulnerable young people, and also a need for stronger and coordinated efforts at both the national and the Nordic level.

This literature review focuses on seven Nordic countries/areas and by doing so, provides novel and up-to-date knowledge relating to this specific context. A clear impression from much of the literature and from discussions with the reference, research and user groups comprising Nordic representatives is as such the similarities between the challenges and needs of vulnerable young people in the different countries.

Changing tendencies and emphasis in the literature

A main goal of any scholarly article is to contribute new knowledge on a delimited topic and as such advance the research front. At this level, most of the articles we looked at represent something novel as regards their delimited research questions. However, at the overall level and in accordance with this project's main research question, we find little that provides brand new knowledge when it comes to methods, efforts or other substantial knowledge. A number of studies nonetheless contribute, in our opinion, to shifting the research front by focusing on and increasing knowledge of topics that have so far been little discussed. Among other things, we would like to highlight the following:

- The literature represents a clear shift towards and a stronger interest in understanding the challenges and finding solutions based less on individual-oriented thinking and more on a relational perspective, where emphasis is placed on the interaction between the individual, the support system, the inclusion arenas and overarching structures.
- Motivation, which is a particularly interesting example of this, is mostly discussed as a relational entity created through interaction between the young people and the individuals and agencies surrounding them (Katznelson, 2017). Although the main points are not in themselves entirely novel, we find it interesting and important that such issues are now clearly discussed in a scientific context.
- Several studies have explored different ways of adapting ordinary schooling and identifying more flexible ways of taking upper secondary education. Although more knowledge is needed about how upper secondary education can be made more achievable, including for the most vulnerable young people, the literature we have looked at represents interesting and new knowledge and experience that are important to build on.
- While studies on Individual Placement and Support (IPS) and Supported Employment (SE) have previously focused less on young people, we now find more studies that have evaluated this approach specifically in relation to this target group, with positive conclusions. In other words, there is more knowledge about SE for vulnerable young people in the Nordic countries. Although there is a need for more knowledge on work inclusion for vulnerable groups, particularly related to achieving lasting effects, there are several studies that have provided greater knowledge about and attention to the inclusion of vulnerable youth in this context.

- A fair number of studies take a mixed methods approach, which we consider to be important and necessary to understand inclusion challenges and be one step closer to identifying good approaches and solutions.

Although we have pointed out the many similarities between the Nordic countries when it comes to challenges and needs, we would also like to emphasise that more comparative studies with the Nordic countries as their research area could provide new knowledge of relevance to the inclusion of vulnerable young people in a number of more delimited and specific research questions than the one our review is based on.

8.5 Implications – What can be done?

In the review above, we have pointed out a number of initiatives and measures that recent research literature shows to be effective in the inclusion of vulnerable young people. The studies in our review show that often, vulnerable young people with complex challenges and needs do not benefit from general/universal measures and efforts, and that knowledge developed on the basis of a larger group of young people is not necessarily applicable to the most vulnerable group. This has been elucidated in several contexts.

- Rogstad et al. (2021) found that the maximum limit for absence in Norwegian upper secondary school works well in general, but not for the most vulnerable young people. Although the absence limit as such appears to be a constructive measure for young people in general, this study indicates that the most vulnerable of them need different or more extensive measures.
- We have also looked at studies that document positive effects associated with the use of youth wage subsidies. However, qualitative studies indicate that vulnerable young people will often need somewhat more assistance and adaptation over time to prevent them from dropping out (Frøyland, 2020b; Katznelson et al., 2015). This knowledge substantiates that the use of wage subsidies alone will not necessarily be sufficient for vulnerable young people with complex needs.
- A third example is related to studies showing that work placements and work training are not associated with any effect in the form of work attachment. In contrast, certain qualitative studies have found that time-limited placements in ordinary employment for vulnerable young people can help to create motivation for further schooling, learning, mastery and well-being, if they receive sufficient follow-up and their work tasks are adapted (Frøyland, 2016). Sometimes, it can also lead to lasting employment.

Vulnerable young people need close, individual and tailored follow-up from professionals who are skilled in relationship building and how inclusion in school, working life or the local community can be facilitated. Several studies indicate the necessity of targeting efforts towards not only the individuals to be included, but also towards the workplace, school or community they are to be included in, and, not least, the support system that will assist in facilitating the successful inclusion of vulnerable young people. Successful inclusion appears to occur through interaction between good structures and schemes at the societal level, suitable local measures and services, and expertise and knowledge among key support personnel.

The labour and welfare services of the various Nordic countries play an important role as such in the inclusion of vulnerable young people in school, working life and society. Some studies show that labour and welfare services often have difficulties reaching the most vulnerable young people and providing sufficiently individualised measures. For example, the Swedish Public Employment Service (Arbetsförmedlingen, 2021) describes that although the number of young people who receive assistance in Sweden through various matching services has significantly increased, young people in need of extra support have not experienced the same increase. In the Swedish

Public Employment Service's experience, they do not reach these young people to the same degree, and the service describes a need to develop better methods and approaches to motivate youth who are not motivated and do not want to participate in measures or initiatives. The Swedish Public Employment Service also states that it needs to develop its work to increase the number of transitions to ordinary studies for young people who have not completed upper secondary education.

Other Nordic countries have similar experience and have made several attempts to resolve these challenges. A recent attempt to establish closer follow-up by the Norwegian Labour and Welfare Administration (NAV) is documented in an evaluation of the intensified youth initiative (Strand, Grønningsæter, Nielsen & Holte, 2020). The goal was to activate more young people, and important elements in the intensified youth initiative included establishing job clubs for new users, establishing special youth teams at the NAV offices, motivating young adults to return to education (complete upper secondary school), building a relationship with young service users, and recruiting employment specialists to work in accordance with the Supported Employment model. The study finds that so far, this scheme appears to have succeeded in some areas, while not leading to improvements in others: Strand et al. found that the intensified youth initiative had a positive effect on the transition to education, but that it did not have any effect on the transition to employment.

The literature we have read shows that it is difficult to establish good frameworks for providing sufficiently close assistance and for building sufficient inclusion competence among the labour and welfare services staff. One constructive measure indicated by the literature is as such to build adapted arenas for youth, and expertise in the support system to address the young people, follow them up and facilitate inclusion in school, working life or society.

According to Spjelkavik (2014), the term 'inclusion competence' is twofold: On the one hand, it entails knowledge about the user (the young person) in relation to their health, social situation and education, and on the other, knowledge about how ordinary workplaces can be used to help people with extensive support needs to get and develop in a job. Spjelkavik talks about inclusion in the arena of working life, but this literature review stresses the absolute need for corresponding inclusion competence in schools and the local community, where knowledge about how to facilitate the inclusion of young people who do not participate and are marginalised in school or the local community becomes important.

Building inclusive environments and expertise in inclusion among the relevant services is long-term work. We find several descriptions in the literature of specially-designed services targeting vulnerable young people, for example the Finnish youth workshops (Wrede-Jäntti & Wester, 2016) and One-stop Guidance Centres (Westerback & Rissanen, 2020; Westerback & Wrede-Jäntti, 2020), the cooperation initiative UNG ARENA in Sweden (Wiedel, 2019), qualification centres such as Marjoriaq in Greenland (see Sub-chapter 3.7), or various youth measures in Norway (Frøyland, 2018b). Here, young people can meet other young people in the same situation, escape isolation and loneliness, find hope and see opportunities with the help of skilled social workers, youth workers, youth pilots, mentors or job specialists. They can make contacts in the local business sector or receive school-oriented assistance from advisers and career counsellors from local schools.

Based on existing literature, it is unclear to us whether these measures currently have sufficiently good inclusion expertise to make a difference when it comes to lasting inclusion of vulnerable young people in school, work or society. However, the studies do show that many of them manage to interact with the young people in a good way. Based on the literature, it appears that a combination of group-based assistance (the motivation model) and individual follow-up (the youth pilot model) can be beneficial. This combination will on the one hand help to build an environment, sense of belonging and community, while on the other, it can provide close, individual and ideally mobile and long-term follow-up adapted to each person's inclusion process.

If such arenas are established, not only as isolated measures, but also on a larger national scale, as is the case in e.g. Finland, they will also represent a structural measure and are likely to have a greater influence, including at the overarching level. However, we have not found studies that document this specifically. The idea behind such measures appears to be in line with the findings of research literature we have looked at from the Nordic countries on vulnerable young people.

9. Assessment of the studies and knowledge

As with all literature searches, ours has several weaknesses. We have previously discussed weaknesses and limitations in Chapter 2. Most of the publications included here are peer reviewed. This applies to all scientific articles, scientific book chapters, doctoral theses and many of the reports. They have thus been through a quality assurance process prior to publication. However, this does not necessarily mean that they provide good answers to the research questions in our assignment. We have therefore also assessed the quality of each publication ourselves, as well as their relevance to the purpose of this summary of knowledge. We have included studies that, in our assessment, have been well suited to this review, but have also chosen to include some studies that we considered to be of medium quality (often weak data basis or use of methods) in order to obtain more relevant knowledge from more Nordic countries and areas. Generally speaking, we find few studies from Greenland, Iceland and the Faroe Islands, with greater knowledge production in Norway, Denmark, Sweden and Finland.

9.1 Briefly about what kind of knowledge the different studies provide

In general, we found few effect studies in the literature, and most of the ones we did find examine the effects of measures aimed at stimulating participation in working life. We found almost no effect studies that look at measures and methods that have inclusion in school as their primary objective. No effect studies that we found have looked at complex inclusion processes, i.e. the combination of different types of efforts at different levels directed at the sustainable inclusion of vulnerable young people in school, work or society.

There are two findings in particular that are robust in the effect study literature. The causal effect studies show that work placements and work training mostly have negative effects on school and work inclusion, while wage subsidies, training measures and Individual Placement and Support (IPS) appear to have positive effects. The use of temporary staffing agencies could also have positive effects, but a considerable lock-in effect applies during participation in this measure.

If we read the studies in conjunction with each other, however, we see a great deal of variation in how effective measures are in relation to the user group for which they were designed. Several studies also show that the effects vary over time and between groups, which means that it is important that the effects of measures are evaluated at several different points in time and studied for different sub-groups. We do not find enough such research in the literature.

In summary, we find a weakness in the effect studies as regards the Nordic context in that they do not study inclusion as a phenomenon, but rather focus on the individual factors involved, and that they are unclear about the effects of the various measures and initiatives for the most vulnerable young people.

At the same time, our literature review indicates that the solutions we seek can seldom be evaluated for effect. It would appear that successful inclusion is achieved by working continuously at several levels simultaneously and across services and sectors. At the same time, good inclusion will be characterised by many different outcomes at different times: health, school performance and work affiliation over time. It is therefore particularly difficult to measure the extent to which a complex range of services affects the degree of inclusion for different groups of young people in different arenas.

In general, we have found that the qualitative and quantitative studies complement rather than contradict each other. The qualitative studies explain why the measures and initiatives that have been measured by the effect studies do not provide a clear answer for this target group by saying

that they need individualised measures that are continuously adapted and changed in step with challenges and needs over time. A typical experience is that the vulnerable young people are unable to 'make use' of the broader measures that are implemented unless narrower, tailored and individual adaptation forms an important part of them. What 'works' for young people in general does not necessarily work for the most vulnerable group, illustrated for instance by the introduction of the absence limit in Norwegian upper secondary school (Rogstad et al., 2021). The quantitative studies can measure attachment to work or school at different points in time, but do not capture the degree of inclusion, nor whether the young people are experiencing a good process that takes them where they want to go. As we have seen, lasting inclusion seems to require more than short-term measures that help the vulnerable young person into education or employment. It appears that follow-up, adaptation and development over time must be facilitated. How long-term and complex challenges can be most expediently followed up and managed over time to enable lasting inclusion does not seem to be the subject of much research in the Nordic context.

9.2 Are the studies well conducted and described (reliability)?

By reliability, we mean how accurately and well the studies have 'measured' or 'captured' the phenomena they are investigating. If the reliability is good, different studies of the same phenomena will provide roughly the same picture. The researchers' descriptions of how they have approached the work contribute insight in this respect.

In general, the peer-reviewed literature included in this review describes the research process in a transparent and reflexive manner, providing support for the study being approached and conducted in a reliable way. The objectives of research reports and book chapters are often a bit different, and some of the research process descriptions in these sources were inadequate. Overall, most of the studies we read described the methodological approach. However, much of the literature did not provide a good description of the reasons behind the choice of methods. There was also little critical reflection on how the researchers could influence the data collection process, for example by playing a double role as a youth worker and researcher.

9.3 Are the studies suitable to answer the research questions of this assignment (validity)?

Validity is a measure of how well the studies identify or measure what we are interested in finding out, or whether they describe something slightly different. The studies we have included are of relevance to the inclusion of vulnerable young people in school, work or society, but the focus of many of them was on something other than precisely what we were looking for in this context.

The research field we have narrowed down in our search, the inclusion of young people in working life and education, is also a politicised field. There are a number of challenges associated with using analytical categories such as 'NEETs' and 'vulnerable young people'. Firstly, they also function as identity categories, and overlap with political, professional and everyday understandings of groups of people. They are thus 'permeated' with established opinions and stereotypes. Secondly, the differences within the category are overlooked. In the summary above, we pointed out precisely that we have not found much relevant knowledge about sub-groups of vulnerable young people.

When you 'research in your own field', where the researcher shares many terms and understandings of what the political project 'work inclusion' is with front-line staff, it is always

challenging to choose analytical concepts and categories that contribute to challenging rather than reproducing established understandings. One of our findings is that inclusion is not sufficiently well understood by politicians and front-line services. It is therefore important that research that uses the term 'inclusion' analytically clarifies how it defines the term, and does not assume it to be self-explanatory. We have for this reason attempted to define our understanding of the term early on in the report.

Several of the studies we have read look at how different measures affect the inclusion of vulnerable young people. The data material can, for example, be obtained from interviews with front-line services or with the young people themselves. Close follow-up and good relationships between the support personnel and young people are something many find effective. At the same time, it can also be a limitation that the material is obtained from an institutional context (e.g. a job centre or workplace), while it is likely that other everyday arenas (e.g. home, family, friends) may also be significant to the young person's sociability, sense of belonging, motivation and mental health, which in turn are important preconditions for inclusion in school and working life. Many studies emphasise close follow-up and coordination of services, but few have data material based on, for instance, participatory observation of vulnerable young people in their various everyday contexts, or interaction between the youth and different support personnel. This also concerns, for instance, studies that aim to explore work inclusion for young people, without including young people in the informant group or obtaining data material from a workplace.

As previously pointed out, it is a weakness of this literature review that Norway is overrepresented in the literature compared with studies from Iceland, the Faroe Islands and Greenland. This means that it is not immediately possible to draw conclusions about what promotes the inclusion of young people in the Nordic countries and area, also given the fact that the cultural contexts can vary to a significant degree. Nonetheless, supplementary studies from the different countries have contributed to painting a clearer picture of the situation for Nordic youth (see Chapter 3).

The validity of the included studies thus varies in relation to our purpose. However, we have been aware of this fact, and, when assessing each study, have considered its validity in relation to the purpose of this report.

9.4 Generalisation – transferability

We have assessed both the analytical and statistical generalisability of each study. By statistical generalisability, we mean whether the findings from a study/a delimited sample (e.g. young people in two municipalities) can also be said to be valid in relation to a larger population, such as for all young people. By analytical generalisability, we mean whether the findings from a study can also be used as 'guidelines' for or say something of significance to events in another situation or context. For example, whether a study from Greenland could tell us something about vulnerable young people in Norway. A perspective that emphasises resilience or the importance of a sense of belonging can help to make material from one country or a local context more relevant to another context.

In our assessment of the studies, there are far fewer that can be used for statistical generalisation than analytical. A condition for performing statistical generalisation on the basis of interviews, for example, is that all of the informants are asked the same questions. The informant is often asked to elaborate on something or other that will vary in the different cases. However, it is possible to achieve a sociological form of representativeness, for example through *recognisability* for others in the same type of situation.

Through active discussions with the user group, research group and reference group, we have tested this project's transferability precisely by receiving feedback from the group participants on

whether they recognise what is being described. We have received positive feedback on this. Analytical generalisation is also something that is relevant to our findings. There are several studies, for example, that employ the perspectives of recognition theory and socio-psychological concepts about the importance of belonging and good relationships. Such perspectives make it possible to transfer findings from a study on vulnerable young people in a Norwegian context to, e.g., a study of young people in the context of Greenland. For example, both countries emphasise secure relationships and recognition as important factors for vulnerable young people.

Based on the literature and the conclusions of the authors from different countries when it comes to important aspects of measures, approaches and follow-up, we often find similarities between countries, even though the approaches must be adapted to the local context. In general, for instance, we find that it is important to facilitate positive interaction, good relationships and the establishment of arenas for community, yet few studies say precisely how this can be done in practice. It is a key point that positive interaction is adapted to the local context and to the individual target group, and that cooperation with the young people themselves is established.

9.5 Consensus between Nordic studies on the inclusion of vulnerable young people and studies from other countries

Although there are weaknesses in our literature search and in the studies it includes when it comes to reliability, validity and transferability, our overall impression is that the literature we present here provides a credible picture of current knowledge about challenges and potential solutions related to the inclusion of vulnerable young people in school, work and society in the Nordic context. This is supported in particular by the fact that the participants in the Nordic research and user groups confirmed the findings, but also in that the project has assessed a relatively large amount of literature, including a number of previous knowledge summaries conducted in the Nordic countries.

Our findings, which are relevant to the Nordic context, are also enhanced by having many things in common with the findings of studies on the inclusion of vulnerable young people obtained from *other fields* and *other countries*. Through a simple search at helsebiblioteket.no, we found several relevant knowledge summaries which we will briefly refer to here.

An international study about the outcomes of active labour market policy (ALMP) for young people, including more vulnerable youth (Kluve et al., 2017), shows variation in outcomes due to different versions of ALMP. It found greater effects of the programme in low to middle income countries than in high income countries. It also found that the programmes targeting the most vulnerable youth were associated with greater effects, particularly when it comes to pay, and that they worked better for women than men. The study concludes that investments in youth through active labour market measures can pay off, and finds advantages of *combining supply and demand side interventions* to support young people in the labour market. The study indicates the need for careful design of work measures aimed at young people, where 'how appears to be more important than what', and where the targeting of vulnerable young people can be a key success factor.

Another study (Mawn et al., 2017) finds some evidence for the effectiveness of intensive measures with several components in reducing unemployment among young NEETs. It calls for innovation and local adaptation of measures in addition to high quality research for this group. The study concludes that the lack of evidence provides an insufficient basis for policy makers responsible for designing and implementing measures.

A study about work inclusion of young people with physical disabilities (Hanif, Peters, McDougall & Lindsay, 2017) calls for more longitudinal studies to provide greater knowledge about how work-related programmes can influence work affiliation for this group. More knowledge about work inclusion for young people with disabilities is also called for in another summary (Engelbrecht, Shaw & Van Niekerk, 2017).

Furthermore, a literature review that took a closer look at Supported Employment (SE) for young people with health problems (Jetha et al., 2019) describes SE as an effective approach for preparation for and transition to employment, but points out the need for more knowledge about what it takes to facilitate lasting work and career development for young people with health-related challenges.

In sum, these studies from other countries and fields point out the following:

- a need for efforts targeting disadvantaged young people
- a need for intensive measures with several components
- a lack of evidence of what works, making it challenging for policy makers to know how they should design and develop efforts
- a need for more knowledge about what must be done to facilitate lasting work and career development for young people with health-related challenges
- a need for broader and more longitudinal studies

Our view is that, in sum, these knowledge summaries point much in the same direction as our findings from the Nordic context. In our interpretation, this supports the findings and impressions we have extracted from the literature included in this review.

10. Research needs

In this chapter, we will discuss what we consider to be important knowledge gaps before outlining some potential knowledge projects.

10.1 Knowledge gaps

Based on this literature review, we would emphasise the need for more knowledge about the following topics and research questions.

How can we facilitate holistic support in the Nordic welfare states in sustainable ways?

A core challenge appears to be the matter of finding sustainable solutions to how the Nordic countries can facilitate the holistic support that research has documented the need for: How can welfare services be organised and equipped with the right expertise to provide services that meet the needs of vulnerable young people in the best possible way, and that research documents the need for? Another challenge concerns how (or whether) such holistic and close assistance should/can be reserved for the vulnerable young people who need it the most.

How can we facilitate lasting inclusion?

We see a need for more research on how to facilitate lasting inclusion in school, work or society.

As regards schools, we need specific knowledge about how we can re-include pupils who have stopped attending school or are seldom in class and with their peers:

- How can inclusion be facilitated and what kind of expertise is needed in schools and among other support personnel? What can the teachers themselves do? What should others contribute?
- How can natural support be developed in the school setting?
- What kind of cooperation with different agencies is necessary? What is required over time?

Another key challenge is the matter of how the school systems can be made more flexible, how work and school can be combined, and how to find alternative pathways through upper secondary school. Several studies have provided guidelines and pointed out possibilities, but more knowledge is still needed in this area.

As regards work inclusion, there is one significant question that the research literature has not provided an answer to: how workplaces (managers and colleagues) can help to build sustainable support systems and natural support in the enterprises. This entails more knowledge about what is required in work inclusion processes over time, and how the support system can improve its cooperation with employers/workplaces on facilitating lasting inclusion.

Few effect studies and inadequate mix of qualitative and quantitative studies

One weakness or shortcoming in the Nordic literature, particularly when it comes to inclusion in school and education, is that there are few studies that evaluate the effect of specific measures and policy instruments. We would like to see more studies with a causal design that investigate more explicitly whether the measures have heterogeneous effects (the degree to which the measure's effect varies between groups of vulnerable young people) and whether the effects of the measure endure over time. Since it is not possible to draw causal conclusion from studies whose research designs are not experimental or quasi-experimental, the knowledge about what causally promotes inclusion presently remains weak.

More knowledge is needed about how macro-based knowledge (often quantitative studies) and knowledge about what works at the individual level (often qualitative studies) coincide, and how they deviate from one another when it comes to producing knowledge about inclusion, and how these types of knowledge can be combined with effect studies, which often focus on delimited problems within a larger thematic area.

Little knowledge about specific groups of vulnerable young people

We have found relatively few studies that shed light on inclusion in work, school and society for more specific groups of vulnerable young people in the Nordic context. At the same time, our impression from the literature is that the main points are generally the same for different groups of young people, but that the design of measures and services must nonetheless be adapted to individual groups in addition to the context in which the service is to be provided.

However, the knowledge in this area is unclear. We have found some studies that look at young people with functional impairments, young people with mental health issues and young people with a long history with the child welfare service or similar institutions. Different groups of young people in terms of ethnic identity are also explicitly described in some studies. This includes young people from indigenous backgrounds, youth from minority backgrounds versus those from majority backgrounds, and young people from different class backgrounds. We have not found studies about young people with chronic illnesses, people with a non-binary gender identity, people with a gender identity that does not coincide with the gender assigned to them at birth, or studies where sexual orientation is addressed in relation to school and/or work inclusion. There are also very few studies that take an intersectional approach to inclusion, i.e. that look at how inclusion efforts work for young people who belong to *two or more* social categories that entail a potential for discrimination, such as gender, race, religion, ethnicity, social class, sexual orientation and disability.

There is also a general lack of studies about disabled people's participation in education and the labour market, probably due to a lack of suitable data. There are almost no questionnaire surveys that include a sufficient sample of disabled people to form a basis for good analyses. Register data has potential, but there are still few who have used this data in disability research. Qualitative methods therefore make up the vast majority of disability research. We recognise this in the literature we found on the inclusion of vulnerable young people in general during work on this summary of knowledge.

A finding we have made and consider relevant to note going forward is that the identity of various groups of vulnerable young people is created and becomes significant when interacting with others and is not an 'inherent' identity with a static content. For precisely this reason, research on what happens when vulnerable people interact with support personnel, the support system, teachers and employers is important in order to develop more knowledge about what works.

10.2 Possible future knowledge projects

Based on the review above, we will now briefly outline some possible future knowledge projects.

Good multi-dimensional designs to measure effects/impacts of inclusion efforts

One possible future knowledge project could be to develop method designs that build more on different types of knowledge in the form of both qualitative and quantitative (including effect) studies, ideally also from the perspectives of different fields/professions. This could help to develop more holistic knowledge about what contributes to the inclusion of vulnerable young people.

Study inclusion processes over time – in work, school or society contexts

We see a need to develop more longitudinal studies (and databases) for inclusion processes, with a focus on what is required for such processes to succeed. There remain a number of issues that require further study, for example similarities and differences between different groups of vulnerable young people, and what characterises inclusion processes in different arenas, such as school, work and the local community.

As part of this, there may be a need for ethnographic studies of inclusion processes in school and work contexts, where the researcher follows vulnerable young people in their encounters with case officers, social workers, teachers, labour and welfare administration staff and other relevant actors. To gain more knowledge about how positive interactions and close follow-up influence inclusion processes, we need more interaction data on these collaborations. Other relevant challenges or issues are:

- How can we involve employers and workplaces more in the inclusion of vulnerable young people?
- How can we involve working life more in education? This includes further developing knowledge about how workplaces and work placements can be optimally facilitated for vulnerable upper secondary school pupils.
- How can we build inclusion competence in schools and workplaces?

In general, we also find a need to include the vulnerable young people themselves as co-researchers to a greater extent so that the researchers work 'with' the young person rather than do research 'on' them, for example when it comes to facilitating lasting inclusion in school or work.

The labour and welfare systems' ability to follow up the most vulnerable youth

There is a need for studies that explore the relationship between the organisation and performance management of the welfare state and the quality and durability of inclusion. Such studies could look at how to develop, implement and safeguard follow-up entities that have sufficient expertise and capacity in the welfare systems.

Nordic countries and different sub-groups of vulnerable youth

The literature review outlines a need for more knowledge about special needs and possibilities on islands and in rural areas, particularly in the Faroe Islands, Greenland and Iceland. We need more studies that look at how young marginalised people can be reached and included in these contexts.

- There is also a need for studies on inclusion and inclusion mechanisms with designs that enable comparisons between different groups of vulnerable young people (with respect to age, disability, health, religion, race, gender etc.) What is similar/different across the groups?
- There is a need for studies that look at how intersectionality (i.e. overlapping social identities) influence whether and to what extent inclusion efforts are successful. Social categories can be the cause of discrimination and differences in people's living conditions. We must therefore take into account that inclusion measures can have different effects on youth with overlapping vulnerable identities compared with the majority youth.

Studies about what builds resilience – studies of young people who have fared well

A future knowledge project could also address how to build resilience. A project of this kind could look at why some vulnerable young people fare well, what characterises them, their environment and surroundings, and what assistance they have received.

The significance of non-profit organisations for inclusion

This summary of knowledge has not sufficiently captured the role of non-profit organisations in relation to the inclusion of vulnerable young people in school, work and society. There is therefore a need for studies that investigate this angle, for example the role of non-profit organisations such as the Norwegian branch of Clubhouse International Fontenehus, Youth Mental Health Norway, Denmark's Baglandet, Sweden's Fryshuset Foundation, Finland's Osallisuuden aika, Greenland's MIO, and other similar organisations, in the inclusion of vulnerable young people.

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Appendices

1 Search protocol – systematic literature search

Specification of the assignment

Client:	Kjetil Frøyland/Anne Leseth
Faculty/department:	AFI
Email:	frkj@oslomet.no
Phone number:	
Contact person 1:	Kjetil Frøyland
Faculty/department:	
Email:	frkj@oslomet.no
Phone number:	
Contact person 2:	Anne Leseth
Faculty/department:	AFI
Email:	annele@oslomet.no
Phone number:	
Project name:	Ungdom og utenforskap
Project type:	
Period:	January 2020–March 2021

Assistance with:	Literature search
Databases:	Academic Search Ultimate, Web of Science, PsycInfo, ASSIA and SocIndex
Time span:	2016-2021
Languages:	English, Norwegian, Swedish and Danish
Study designs:	
Known studies:	
Deliveries requested:	Search history, log text, references provided in EndNote library and word file

DEVELOPING THE LITERATURE SEARCH

The client wanted a literature search that seeks to identify literature that deals with the inclusion of young people in arenas such as working life and school. The researchers have been commissioned by the Ministry of Labour and Social Inclusion to make a *summary of knowledge* based on relevant Norwegian and Nordic research literature on vulnerable young people, exclusion and inclusion. Our clients specified early on that the important thing is the ‘way in’, and that the focus was to be on mechanisms that promote inclusion and hamper exclusion. Exclusion is less important in this project. This is a Nordic project, and researchers from the Work Research Institute (AFI) collaborate with researchers in all of the Nordic countries. We have only communicated with our client, while the client has had regular meetings with the Nordic reference group.

The researchers’ preliminary research questions for the search were:

What endeavours are made to include young people in school and working life in the Nordic countries?

What effects and impacts do the different approaches have?

DATABASES

Web of Science (WoS) and Academic Search Ultimate (ASU) were selected for their broad academic coverage and to ensure that interdisciplinary studies were identified. SocINDEX and ASSIA (Applied Social Science Index & Abstracts) were included to cover social sciences, among other things. PsychInfo was selected to cover the psychological aspects of integration in school and working life. The client's key articles were retrieved from the interdisciplinary databases, but there is nevertheless good reason to search the smaller and more subject-specific bases that can yield other hits.

The client wanted us to perform the systematic search in the above-mentioned databases in English only. The large scientific databases generally have better quality search functionality and indexing than their Norwegian counterparts. This affects the possibilities of conducting literature searches, since the Norwegian databases do not offer the same opportunities for advanced systematic searches. The research group wanted to find the Norwegian publications themselves, and searches of Norwegian databases were thus not relevant to this assignment. The partners in the other Nordic countries also wanted to carry out literature retrieval in their respective languages themselves.

All searches were structured in the same way where possible, but the search has been adapted to each database's functionality and subject headings register.

The literature search was developed in close collaboration with the client. Communication took place through physical meetings, Teams meetings and email correspondence.

Since the key research question concerned endeavours to include young people in school and work, the following elements were defined for the search:

1. Young people/young adults
2. Inclusion/participation
3. School/work

The work began with a test search based on search terms and topics discussed at the start-up meeting and later supplemented in an email from the client. The trial search was carried out in the interdisciplinary database Academic Search Ultimate (ASU).

When we saw early signs that the search would return very many hits, it was decided to use a proximity operator between young people and inclusion. This was done to generate hits from documents where terms for young people and inclusion occur in close proximity to each other, which we noted was also the case in the submitted articles. The research group chose to exclude the term *'include'*, as it occurs in so many different contexts. However, we did perform searches for *'inclusion'*, which the client felt would cover the field better. Leisure, the concept of NEET and empowerment were excluded at the client's request in order to make the search more targeted and improve the relevance of the hits.

A search that contains many general words (activate, integrate, participate, work, job, education) increases the risk of getting very many irrelevant hits. We presented the researchers with some alternative ways of reducing the number of hits. The alternative strategies were: 1) to carry out the search as already outlined, 2) to proceed with the search strategy, but review the general terms with a view to specifying or removing some of them, 3) to proceed with the search strategy, but sort for relevance and only include the first 500 hits from each database, or 4) to proceed with the search strategy and add a fourth element (geography). As a final option, we could place so much emphasis on part of the search that we only searched for the element in the title field, for example young people, or young people plus arena (school, working life). After a discussion among the research group, they asked us to proceed with the search strategy, but add a

geographical element. Since the client primarily wanted literature from the Nordic countries, they chose to narrow the search further by adding an element (geography), despite being fully aware that, by limiting the search to countries and cities, you can miss references that use other designations, for example research that only mentions the city district of Groruddalen without making any reference to Oslo or Norway. A selection of place names from the Nordic countries was prepared, including the capitals and largest cities in the respective countries. This reduced the number of hits considerably, but improved the precision of the hits.

The client wanted to focus on recent research, and the time span used in the search was therefore limited to the past five years. In addition, a database-adapted delimitation to peer-reviewed articles and review articles was applied where possible, along with language limitations (English, Norwegian, Swedish and Danish). In PsychINFO, we have also conducted searches for the age group 13–29 years, since this database allows for such searches.

Peer review

A PRESS peer review was carried out by a third librarian in order to quality-assure the search strategy for the different databases.

Duplicate check

Several rounds of checks for duplicates were carried out in EndNote. Only obvious duplicates were removed from the EndNote library. In several cases, minor variations in information in individual references made it impossible to verify whether two references were duplicates or just very similar articles without using the full text for verification. In such cases, the reference was not removed.

References

The references are forwarded in a separate document, both in an EN library and as a word file.

Search history:

Database: Web of Science

Date: 26 February 2021

No. of hits: 207

Set	Results	
# 1	10,927	(TS=((teen* or adolescen* or juvenil* or youth or "young person*" or "young people" or "young adult*" or "emerging adult*" or pubert*) NEAR/3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or "take* part" or affiliat* or engag* or motivat* or belong*)) AND LANGUAGE: (English OR Danish OR Norwegian OR Swedish) Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=2016-2021

# 2	2,429,712	TS=(School* or universit* or college or education* or workplace or work or job* or labo\$ or employ* or unemploy* or "vocational training" or apprentice*) Indexes=SCI-EXPANDED, SSCI, ESCI Timespan=2016-2021
# 3	124,150	TS=(Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmö or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian) Indexes=SCI-EXPANDED, SSCI, ESCI Timespan=2016-2021
# 4	206	#3 AND #2 AND #1 Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=2016-2021

Database: PsychINFO

Date: 3 March 2021

No. of hits: 88

#	Searches	Results
1	puberty/	2852
2	Young adulthood/	3515
3	Emerging adulthood/	3515
4	Adolescent development/	48874
5	or/1-4	53833
6	("200" or "320").ag.	855043
7	or/5-6	863401
8	participation/	8111
9	Motivation/	54665
10	Drive/	54665
11	Affiliation motivation/	1103
12	belonging/	2709
13	inclusion/	238
14	Social inclusion/	1044
15	Social integration/	4849
16	Interpersonel participation/	0
17	or/8,16	8111
18	and/7,17	2096
19	((teen* or adolescen* or juvenil* or youth or "young person*" or "young people" or "young adult*" or emerging adult* or pubert*) adj4 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or "take*part" or affiliat* or engag* or motivat* or belong*)).mp. [mp=title, abstract, heading word, table of contents, key concepts, original title, tests & measures, mesh]	28643
20	or/18-19	30325
21	high schools/	7322
22	schools/	29476

23	Colleges/	14397
24	Jobs/	9701
25	Labor market/	3884
26	Employment/	16215
27	Vocational education/	2906
28	apprenticeship/	619
29	or/21-28	81674
30	(School* or universit* or college or education* or workplace or work or job* or labor or labour or employ* or unemploy* or vocational training or apprentice*).tw.	1588742
31	or/29-30	1592025
32	(Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromso or Sweden or Swedish or Stockholm or Gothenburg or Malmoe or Denmark or Danish or Copenhagen or Aarhus or Aalborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Aabo or Oulu or Uleaaborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or Faroe Islands or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthaab or Aaland islands or Aland islands or Mariehamn or Scandinavia or Scandinavian).tw.	62395
33	and/20,31-32	296
34	limit 33 to (peer reviewed journal and (danish or english or norwegian or swedish) and yr="2016 -Current")	88

Database: Academic Search Ultimate

Date: 26 February 2021

No. of hits: 148

#	Query	Results
S1	DE "TEENAGERS" OR DE "TEENAGE boys" OR DE "TEENAGE girls"	46,399
S2	DE "ADOLESCENCE" OR DE "YOUTH"	55,498
S3	DE "YOUNG adults" OR DE "YOUNG men" OR DE "YOUNG women"	29,954
S4	DE "PUBERTY"	6,154
S5	S1 OR S2 OR S3 OR S4	129,513
S6	DE "SOCIAL integration" OR DE "SOCIAL belonging"	9,614
S7	DE "PARTICIPATION" OR DE "SOCIAL participation"	18,092
S8	DE "MOTIVATION (Psychology)"	31,784
S9	DE "AFFILIATION (Psychology)"	663
S10	S6 OR S7 OR S8 OR S9	59,448

S11	S5 AND S10	1,932
S12	TI ((Teen* or adolescen* or juvenil* or youth or “Young person*” or “young people” or “young adult*” or “Emerging adult*” or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or “take* part” or affiliat* or engag* or motivat* or belong*)) OR AB ((Teen* or adolescen* or juvenil* or youth or “Young person*” or “young people” or “young adult*” or “Emerging adult*” or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or “take* part” or affiliat* or engag* or motivat* or belong*)) OR KW ((Teen* or adolescen* or juvenil* or youth or “Young person*” or “young people” or “young adult*” or “Emerging adult*” or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or “take* part” or affiliat* or engag* or motivat* or belong*)) OR SU ((Teen* or adolescen* or juvenil* or youth or “Young person*” or “young people” or “young adult*” or “Emerging adult*” or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or “take* part” or affiliat* or engag* or motivat* or belong*))	21,005
S13	S11 OR S12	22,279
S14	DE "SCHOOLS" OR DE "EDUCATION"	233,552
S15	DE "UNIVERSITIES & colleges"	103,776
S16	DE "WORK"	10,606
S17	DE "LABOR" OR DE "LABOR market"	29,855
S18	DE "EMPLOYMENT" OR DE "YOUTH employment" OR DE "UNEMPLOYMENT" OR DE "UNEMPLOYED"	67,527
S19	DE "VOCATIONAL education" OR DE "APPRENTICESHIP programs"	9,919
S20	S14 OR S15 OR S16 OR S17 OR S18 OR S19	434,842
S21	TI ((School* or universit* or college or education* or workplace or work or job* or labo#r or employ* or unemploy* or “vocational training” or apprentice*)) OR AB ((School* or universit* or college or education* or workplace or work or job* or labo#r or employ* or unemploy* or “vocational training” or apprentice*)) OR KW ((School* or universit* or college or education* or workplace or work or job* or labo#r or employ* or unemploy* or “vocational training” or apprentice*)) OR SU ((School* or universit* or college or education* or workplace or work or job* or labo#r or employ* or unemploy* or “vocational training” or apprentice*))	5,945,805
S22	S20 OR S21	5,945,805
S23	TI ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmø or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or	296,479

	<p>"Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian)) OR AB ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmø or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian)) OR KW ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmø or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian)) OR SU ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmø or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian))</p>	
S24	<p>S13 AND S22 AND S23</p> <p>Limiters - Scholarly (Peer Reviewed) Journals; Published Date: 20160101-20211231; Language: Danish, English, Norwegian, Swedish</p> <p>Search modes - Boolean/Phrase</p>	148

Database: SocINDEX, via EBSCOhost

Date: 26 February 2021

No. of hits: 138

#	Query	Results
S1	DE "TEENAGERS" OR DE "TEENAGE boys" OR DE "TEENAGE girls"	46,399
S2	DE "ADOLESCENCE"	36,204
S3	DE "YOUNG adults" OR DE "YOUNG men" OR DE "YOUNG women"	29,954
S4	DE "YOUTH"	20,402
S5	DE "PUBERTY"	6,154

S6	S1 OR S2 OR S3 OR S4 OR S5	129,513
S7	DE "SOCIAL integration" OR DE "SOCIAL belonging"	9,614
S8	DE "PARTICIPATION" OR DE "SOCIAL participation"	18,092
S9	DE "MOTIVATION (Psychology)"	31,784
S10	DE "AFFILIATION (Psychology)"	663
S11	S7 OR S8 OR S9 OR S10	59,448
S12	S6 AND S11	1,932
S13	TI ((Teen* or adolescen* or juvenil* or youth or "Young person*" or "young people" or "young adult*" or "Emerging adult*" or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or "take* part" or affiliat* or engag* or motivat* or belong*)) OR AB ((Teen* or adolescen* or juvenil* or youth or "Young person*" or "young people" or "young adult*" or "Emerging adult*" or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or "take* part" or affiliat* or engag* or motivat* or belong*)) OR KW ((Teen* or adolescen* or juvenil* or youth or "Young person*" or "young people" or "young adult*" or "Emerging adult*" or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or "take* part" or affiliat* or engag* or motivat* or belong*)) OR SU ((Teen* or adolescen* or juvenil* or youth or "Young person*" or "young people" or "young adult*" or "Emerging adult*" or Pubert*) N3 (inclus* or incorporat* or integrat* or activat* or participat* or partake* or "take* part" or affiliat* or engag* or motivat* or belong*))	21,005
S14	S12 OR S13	22,279
S15	DE "SCHOOLS" OR DE "HIGH schools" OR DE "EDUCATION"	245,199
S16	DE "UNIVERSITIES & colleges"	103,776
S17	DE "WORK"	10,606
S18	DE "LABOR" OR DE "LABOR market"	29,855
S19	DE "EMPLOYMENT" OR DE "YOUTH employment" OR DE "UNEMPLOYED" OR DE "UNEMPLOYMENT"	67,527
S20	DE "INTERNSHIP programs" OR DE "VOCATIONAL education"	14,660
S21	TI ((School* or universit* or college or education* or workplace or work or job or labo#r or employ* or unemploy* or "vocational training" or apprentice*)) OR AB ((School* or universit* or college or education* or workplace or work or job or labo#r or employ* or unemploy* or "vocational training" or apprentice*)) OR KW ((School* or universit* or college or education* or workplace or work or job or labo#r or employ* or unemploy*(School* or universit* or college or	5,416,193

	education* or workplace or work or job or labor or employ* or unemploy* or "vocational training" or apprentice*))	
S22	S15 OR S16 OR S17 OR S18 OR S19 OR S20 OR S21	5,473,247
S23	TI ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmö or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian)) OR AB ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmö or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian)) OR KW ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmö or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian)) OR SU ((Nordic or Norway or Norwegian or Oslo or Bergen or Trondheim or Stavanger or Tromsø or Sweden or Swedish or Stockholm or Gothenburg or Malmö or Denmark or Danish or Copenhagen or Århus or Ålborg or Odense or Finland or Finnish or Helsinki or Helsingfors or Turku or Åbo or Oulu or Uleåborg or Tampere or Tammerfors or Iceland or Icelandic or Reykjavik or "Faroe Islands" or Faroese or Torshavn or Greenland or Greenlandic or Nuuk or Godthåb or "Åland islands" or "Aland islands" or Mariehamn or Scandinavia or Scandinavian))	296,479
S24	S14 AND S22 AND S23 Limiters - Scholarly (Peer Reviewed) Journals; Published Date: 20160101-20211231; Language: Danish, English, Norwegian, Swedish Search modes - Boolean/Phrase	138

Database: ASSIA

Date: 03/03/2021

No. of hits: 89

NOFT((teen* OR adolescen* OR juvenil* OR youth* OR "young person*" OR "young people" OR "young adult*" OR "emerging adult*" OR pubert*) NEAR/4 (inclus* OR incorporat* OR integrat* OR activat* OR participat* OR partake* OR "take* part" OR affiliat* OR engag* OR motivat* OR belong*) AND (School* OR universit* OR college* OR education* OR work* OR job* OR labor OR

labour OR employ* OR unemploy* OR "vocational training" OR "vocational education or training" OR apprentice*) AND (Nordic OR Norway OR Norwegian OR Oslo OR Bergen OR Trondheim OR Stavanger OR Tromso OR Sweden OR Swedish OR Stockholm OR Gothenburg OR Malmoe OR Denmark OR Danish OR Copenhagen OR Aarhus OR Aalborg OR Odense OR Finland OR Finnish OR Helsinki OR Helsingfors OR Turku OR Aabo OR Oulu OR Uleaaborg OR Tampere OR Tammerfors OR Iceland OR Icelandic OR Reykjavik OR "Faroe Islands" OR Faroese OR Torshavn OR Greenland OR Greenlandic OR Nuuk OR Godthaab OR "Aaland islands" OR "Aland islands" OR Mariehamn OR Scandinavia OR Scandinavian))

Additional limits: Date: From 01 January til 31 December 2021

2 Overview of all included studies

Programme	Type and method	Search	What is the study about?	Target group	Main findings – what contributes to inclusion?	Topic and country/countries
Almannaráðið (2018) Átak: "Megna títt lív" (Relief initiative: "Cope with your life")	Report Mixed	Nordic research group (snowball search)	The report describes key programmes and institutions that vulnerable young people regularly come into contact with (i.e. the Department of Social Services (Almannaverkið), the correctional services, psychiatric services, etc.)	Vulnerable young people with serious mental health and/or social challenges, in addition to serious abuse of alcohol and/or drugs	Access to housing, education, work and treatment, as well as financial circumstances and social networks	Work and school The Faroe Islands
Andersen, J. H. and Tjørnhøj-Thomsen, T. and Reventlow, S. and Davidsen, A. S. (2019) Initiating Change: Negotiations of Subjectivity in a Danish Activation Programme for Young Adults with Psychosocial Problems and Common Mental Disorders	Article Qualitative	Systematic search	Activation programmes and biographical techniques used in these programmes	Young adults not in education or employment, many of whom suffer from psychosocial and mental health problems	Biographical techniques are not enough. Inclusion requires assistance or treatment provided by other agencies and individually adapted measures.	Work and school Denmark
Andreasen, Josephine and Poulsen, Stig and Hoej, Michaela and Arnfred, Sidse (2019) It is important for us to see the mentors as persons participant experiences of a rehabilitation group	Article Qualitative	Systematic search	The RENEW (Rehabilitation for Empowerment, Natural Support, Education, and Work) principle in a municipal employment centre. A model for educational support	Unemployed people between the ages of 18 and 30, many of whom are mentally vulnerable	Helpful personal relationships (mentors), small activities that are not part of the main activity (small talk, exercise, discussions)	School Denmark
Antonsen, K. M., & Waldahl, R. H. (2017) Vi utgjør en forskjell, det er jeg sikker på. Om oppfølgingstjenesten i Sogn og Fjordane.	Report Mixed	Own proposal	The Follow-Up Service in Sogn og Fjordane county	Young people between the ages of 15 and 21 who are entitled to schooling, but are not in education	Describes how the Follow-Up Service works	School and work Norway
Anvik, C. H. & Waldahl, R. H. (2018) Sustainable Collaboration to Support Vulnerable Youth: Mental Health Support Teams in Upper Secondary School.	Article Qualitative	Nordic research group (snowball search)	Interprofessional collaboration	Pupils at risk of dropping out of school	Good collaboration is time-consuming. Good collaboration is not always sufficient to solve complex problems. Welfare navigators who work across boundaries can be a solution.	Norway

<p>Arbetsförmedlingen (2021) Ungdomar som riskerar långtidsarbetslöshet. Återrapporering till regeringen</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>In this report, the Swedish Public Employment Service describes how it endeavours to prevent long-term youth unemployment.</p>	<p>Young people in Sweden aged 16–24 years, with a particular focus on people who have not completed upper secondary education</p>	<p>The Swedish Public Employment Service needs to develop better methods and approaches to motivate youth who are not motivated and do not want to participate in measures/efforts.</p>	<p>School and work Sweden</p>
<p>Assmann, M. L. and Tolgensbakk, I. and Vedeler, J. S. and Bohler, K. K. (2020) Public employment services: Building social resilience in youth?</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Public employment services in Norway and Germany as experienced by a sample of young unemployed people</p>	<p>Activation regimes aimed at unemployed youth</p>	<p>Supporting young people in a longer-term perspective – not just until they have found a job, but over time while in employment</p>	<p>Work Norway and Germany</p>
<p>Berliner, P., Bourup, E.B. and Christensen, J.K. (2017) SOCIAL RESILIENS – FORANDRINGSRESSOURCER I TO BYER I GRØNLAND</p>	<p>Article Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>Not a measure being assessed, but the locals' own views of what actions and activities are important to improve the resilience of young people and the conditions under which children grow up are summarised through field visits and interviews</p>	<p>Children and young people</p>	<p>Practical activities, trusting relationships, creative methods, cooperation, freedom and respect, a sense of achievement, recognition, dialogue and conflict resolution, equality, having fun, talking openly about joys and sorrows</p>	<p>Society Greenland</p>
<p>Bjornshagen, V. and Ugreninov, E. (2021) Labour market inclusion of young people with mental health problems in Norway</p>	<p>Article Quantitative</p>	<p>Systematic search</p>	<p>The Inclusive Workplace (IW) agreement and whether employers have formalised recruitment practices</p>	<p>The study's target group is young people with mental health problems</p>	<p>IW enterprises are more willing to employ people with disabilities than non-IW enterprises.</p>	<p>Work Norway</p>
<p>Bolvig, I., Jeppesen, T., Kleif, H. B., Østergaard, J., Iversen, A., Broch-Lips, N., Jensen, N. L. & Thodsen, J. (2019) Unge uden job og uddannelse – hvor mange, hvorfor, hvorhen og hvorfor? En kortlægning af de udsatte unge i NEET-gruppen</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>How Danish municipalities work with vulnerable young people (NEETs). Supplemented by literature studies and registry data studies</p>	<p>NEETs</p>	<p>Several parallel efforts simultaneously, for example individual, relational and organisational efforts, in addition to holistic efforts over time</p>	<p>Work and school Denmark</p>
<p>Brunila, K. and Ryyanen, S. (2017) New rules of the game: youth training in Brazil and Finland as examples of the new global network governance</p>	<p>Article Qualitative interviews, comparative</p>	<p>Systematic search</p>	<p>Analysis of youth employment projects in Brazil and Finland</p>	<p>Young people not in work or education and 'at risk youth'</p>	<p>Young people's own involvement and ability to engage in critical reflection can help to motivate them in other ways than intended by the work programmes</p>	<p>Work and school Brazil, Finland</p>

<p>Bruselius-Jensen, Maria & Nielsen, Anne Mette W. (2020) Veje til deltagelse – Nye forståelser og tilgange til facilitering af børn og unges deltagelse</p>	<p>Book Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>The book explores and analyses young people's participation in six different projects in Denmark. The focus is not on one specific measure, but rather on young people's participation in different types of measures and projects in the local community.</p>	<p>The book is a research-based methodology book aimed at adults who are in a position to promote children and young people's opportunities for participation in different ways.</p>	<p>Participation in various types of local community projects can improve the chance of inclusion in the local community by expanding networks and providing access to arenas, contact with adults and follow-up, as well as by imparting knowledge and skills.</p>	<p>Society Denmark</p>
<p>Byhlin, S. and Kacker, P. (2018) I Want to Participate!' Young Adults with Mild to Moderate Intellectual Disabilities: How to Increase Participation and Improve Attitudes</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>The target group's experience of attitudes, treatment and participation in the process of applying for adapted work after leaving school</p>	<p>Young people with cognitive disabilities</p>	<p>Being seen as a person, not just somebody with a disability. Being treated as 'ordinary people'. Influence over one's own workday.</p>	<p>Sheltered work Sweden</p>
<p>Center for Ungdomsforskning, Epinion og Metrica APS (2020) Slutevaluering af RCT-forsøget Job-bro til Uddannelse</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>Job Bridge to Education. This entails young people being offered work-based training in an ordinary enterprise with follow-up from a job bridge mentor. The idea is that this practical training will motivate and prepare participants for ordinary education.</p>	<p>Vulnerable young people under 30 years of age without an ordinary education</p>	<p>The project did not succeed in getting more people into education. Work-based training was successful when there was a good match between the young person and the workplace. Mentors provide a sense of security and continuity, but took on very different roles in relation to different young people.</p>	<p>School Denmark</p>
<p>Collins, P. Y. et al. (2018) RISING SUN: Prioritized Outcomes for Suicide Prevention in the Arctic</p>	<p>Article Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>Recommendations concerning a number of focus areas aimed at preventing suicide among young people in the Arctic region. Three seminars were held at which 300 representatives of indigenous peoples, resource persons, politicians, scientists and professionals worked together.</p>	<p>Young people at risk of committing suicide</p>	<p>Of particular relevance to inclusion: establishing social networks, increased access to relationships with elders, activation in cultural/traditional activities (building pride), involvement in traditional indigenous practices, increased access to positive role models</p>	<p>Society and work The Arctic (Alaska, Norway and Canada)</p>

<p>Cooke, Gordon B, and Bui K Petersen (2019) A typology of the employment-education-location challenges facing youth in rural islands</p>	<p>Article Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>The study examines the characteristics of young stayers and leavers in rural island communities. The study explores the opportunities, limitations and choices a young person faces – in particular the choice of whether to stay on the island or move away.</p>	<p>Young people between the ages of 17 and 30 from rural island communities</p>	<p>The local labour market is small and usually less diverse, often with a higher proportion of seasonal work and more casual labour market attachments. Differentiated measures are needed from the authorities.</p>	<p>Work Ireland, Newfoundland, Faroe Islands, Shetland</p>
<p>Daehlen, M. and Madsen, C. (2016) School enrolment following multisystemic treatment: A register-based examination among youth with severe behavioural problems</p>	<p>Article Quantitative</p>	<p>Systematic search</p>	<p>Multisystemic treatment (MST)</p>	<p>The target group for the measure consists of the families of young people between the ages of 12 and 17 with antisocial behaviour</p>	<p>MST is not more effective than other child welfare services when it comes to promoting the inclusion of youth with antisocial behaviour or substance abuse problems.</p>	<p>School Norway</p>
<p>Delegationen unga och nyanlända till arbete (2018) Samverkan för ungas etablering</p>	<p>Report. Swedish Government Official Reports (SOU) Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>Interaction, cooperation and coordination to support young people's inclusion in working life and the community. Different models from 15 different municipalities are presented and analysed.</p>	<p>Cooperation on vulnerable young people. The target group is primarily municipal agencies, employers and employment services, but also the young people themselves.</p>	<p>Cooperation is difficult and demanding, and difficulties are to be expected. There are many ways to achieve good cooperation. Both organisational (procedures, tools, coordination solutions, culture) and individual (personal chemistry) factors are important.</p>	<p>Work Sweden</p>
<p>Drange, I. D. A. and Jakobsson, Niklas (2019) Incentive Effects of Cash Benefits among Young People. A Natural Experiment from Norway</p>	<p>Article Quantitative</p>	<p>Systematic search</p>	<p>The study is not a direct evaluation of measures, but looks at the effect of receiving more in financial benefits when people turn 19.</p>	<p>Young people from the age of 16 not in employment or education</p>	<p>The study found no effect of IW payments related to programme admission or employment.</p>	<p>Work Norway</p>
<p>Fangen, K. (2009) Sosial ekskludering av unge med innvandrerbakgrunn – den relasjonelle, stedlige og politiske dimensjonen.</p>	<p>Article Qualitative</p>	<p>Own proposal</p>	<p>Immigrant youth's experience of inclusion and exclusion, with a particular focus on relational inclusion/exclusion, local inclusion/exclusion and political inclusion/exclusion</p>	<p>Immigrant youth</p>	<p>Young people who are not in education or employment, and are thus excluded based on objective measures, can nevertheless achieve a sense of belonging and inclusion from participation in alternative arenas</p>	<p>Society Norway</p>

Fløtten, T. & Hansen, I. L. S. (2018) Fra deltakelse til mestring. Evaluering av nasjonal tilskuddsordning mot barnefattigdom.	Report Mixed, with the emphasis on qualitative	Nordic research group (snowball search)	The Norwegian grant scheme to combat child poverty	Children and young people affected by poverty-related problems, with particular emphasis on children and young people from an immigrant background or who grow up with parents with substance abuse or mental health problems	Takes arenas and established relationships as its point of departure: develop measures, low threshold for participation, open to everyone, broad orientation, non-stigmatising, good quality and attractive options, systems for access to equipment, and the situation of parents and families is addressed as well	Society Norway
Follesø, R (2010) Ungdom, risiko og anerkjennelse. Hvordan støtte vilje til endring?	Article Qualitative	Own proposal	Empirical data from a number of projects affiliated to the <i>Ungdom i svevet</i> initiative have been analysed with a view to learning more about what contributes to change. Thus not a method or approach.	Young people at risk aged 15–25. Youth who have left school and/or work, are struggling in secondary education or, for one reason or another, are unable or unwilling to live at home.	'The very small goals', adults with a sense of humour who are 'strict in a kind way', positive interaction, friendship, fellowship. Adults who talk to young people in a way they understand, do not accept rejection, and believe in the young people. Youth participation and involvement.	School and society Norway
Frida Westerback & Hanna Rissanen (2020) Prekaarit työmarkkinat ja nuorten aikuisten strategiat luovia työkeskeisen yhteiskunnan normien puristuksissa	Book chapter Qualitative	Nordic research group (snowball search)	One-stop Guidance Centres and the young people who participate	NEETs, 18–29 years	The guidance centres' services seem to be a very useful measure aimed at young people who need help to enter employment.	Work Southern Finland
Frøyland, K (2018) Arbeidsinkludering av utsett ungdom. Potensialet i bruk av ordinære arbeidsplassar i tråd med Supported Employment	PhD thesis Qualitative	Own proposal	Supported employment: Five-stage process, Individual placement and support, Customised employment	Vulnerable young people	Presents knowledge about work methods for work inclusion of vulnerable young people. Supports SE as an approach to vulnerable young people, despite it having some shortcomings.	Work Norway
Frøyland, K (2019) Vital tasks and roles of frontline workers facilitating job inclusion of vulnerable youth	Article Qualitative	Systematic search	Youth pilots aim to develop social work approaches to vulnerable young people	Vulnerable young people, 15–25 years	4 main support roles in work inclusion are defined: 1) securing basic needs, 2) connections and relation building, 3) job enabling, and 4) job customisation	Work Norway

<p>Frøyland, K (2020) Arbeidsinkludering av utsett ungdom - i lys av Supported Employment og kapabilitetstilnærminga</p>	<p>Book Qualitative</p>	<p>Own proposal</p>	<p>The book aims to describe, investigate and discuss how frontline workers can make better use of workplaces to include vulnerable young people and how workplace inclusion can be developed as a perspective, and to assess the potential of Supported Employment as a perspective and inclusion method</p>	<p>The target group for inclusion through work comprises vulnerable young people between the ages of 15 and 25.</p>	<p>Work inclusion is a practical policy instrument and activation efforts focus on opportunities rather than requirements. Combines 'work first' with empowerment and individual adaptation. That is in line with the capability approach and social work. Workplaces can be used better if the work-related efforts are more systematic and of higher quality.</p>	<p>Work Norway</p>
<p>Frøyland, K (2020) Arbeidsinkludering av utsett ungdom - kva slags utfordring er det?</p>	<p>Article Qualitative</p>	<p>Own proposal</p>	<p>Work inclusion of vulnerable young people based on data from two research projects</p>	<p>Vulnerable young people</p>	<p>Work inclusion is collectively created through interaction between youth, the workplace and support system. A long and complex learning process.</p>	<p>Work Norway</p>
<p>Frøyland, K., Spjelkavik, Ø., Bernstrøm, V. H., Ballo, J. G. & Frangakis, M (2020) Lindesneslosen. Sluttrapport (AFI-rapport 2020/11).</p>	<p>Report Mixed</p>	<p>Own proposal</p>	<p>Project <i>Lindesneslosen</i> (Supported Employment/ Education)</p>	<p>Primarily young people of upper secondary school age, but also some lower secondary school pupils</p>	<p>Close follow-up by youth pilots with SE expertise and the use of ordinary work help vulnerable young people to complete more schooling.</p>	<p>School and work Norway</p>
<p>Frøyland, Kjetil (2016) Applicability of IPS principles to job inclusion of vulnerable youth</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Individual Placement and Support</p>	<p>Vulnerable young people between the ages of 15 and 24</p>	<p>IPS is well suited for vulnerable young people, but adjusting some of the principles could help to create a better fit with their needs.</p>	<p>Work Norway</p>
<p>Gretschel, A., Myllyniemi, S. (2020) Kuulummeiko yhteiskuntaan? Työn ja koulutuksen ulkopuolella olevien nuorten käsityksiä tulevaisuudesta, demokratiasta ja julkisista palveluista.</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>The young people have been interviewed about the assistance they have received from the Finnish welfare system. The precise nature of the measures is unclear, but they are linked to the Finnish youth guarantee.</p>	<p>NEETs between the ages of 15 and 29</p>	<p>Young people are interested in many other things than employment and education. There could be reason to devote more resources to such other topics in order to better meet young people's needs.</p>	<p>Work, school and society Finland</p>
<p>Guðný Björk Eydal, Björk Vilhelmsdóttir (2019) 20. Hvaða hindrunum mætir ungt fólk sem er utan vinnu og skóla? [The barriers met by young people outside school and work]</p>	<p>Article Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>Focus on what prevents young NEETs from participating in different inclusion measures</p>	<p>NEETs – young people not in employment, education or training</p>	<p>There are many barriers to inclusion: personal, financial and social. Need for financial as well as social support.</p>	<p>School and work Iceland</p>

<p>Görlich et al. (ed.) (2019) Ny udsathed i ungdomslivet: 11 forskere om den stigende mistrivsel blandt unge</p>	<p>Anthology Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>The book is an anthology based on interviews with 11 researchers about their views on vulnerability among young people in light of the prevailing circumstances and changes society is undergoing.</p>	<p>Several</p>	<p>Factors at both the structural and individual level: 1) poverty, 2) performance pressure in education, 3) alternative pathways through education, 4) agency and participation in communities</p>	<p>Work and school Denmark, the UK, Australia, Norway</p>
<p>Görlich, A. & Katznelson, N (2015) Educational trust: relational and structural perspectives on young people on the margins of the education system</p>	<p>Article Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>20 young people took part in a project for a period of 18 months. They had five consultations with a psychologist during this period. The objective was to improve their confidence with a view to returning to school. The article does not provide much in the way of descriptions of the actual project and its content.</p>	<p>20 people who took part in a specific project in a Danish town</p>	<p>Developing 'educational trust' – meaning to develop recognition and a sense of security in social settings, making the system flexible and helping the young people to actually learn something and experience progress – in sum, a more relational perspective</p>	<p>School Denmark</p>
<p>Görlich, A., Katznelson, N. Hansen N-H M., Rosholm, M. og Svarer, M. (2016) Hvad virker? Ledige unges vej til uddannelse og arbejde - Evaluering af brobygning til uddannelse</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>12 different projects initiated by the Danish state that are based on the same template and called 'Bridging the gap between welfare and education' (<i>Brobygning til uddannelse</i>). The projects aim to help more young people taking vocational education programmes into education or employment.</p>	<p>Youth who have made one or more unsuccessful attempts to take an education. Many of them have large, complex problems such as a disability, chronic health condition, mental health problems.</p>	<p>Three tools appear to be important: 1) mentors, 2) practical training in the school system and in enterprises, 3) educational progress. The study recommends working systematically on both absence and motivation.</p>	<p>School and work Denmark</p>
<p>Haikkola, L. (2020) Classed and gendered transitions in youth activation: the case of Finnish youth employment services</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>The study is based on qualitative field data from two job centres, counselling, courses and fairs aimed at young people with no regular income. It examines the support/ Assistance /counselling that staff provide for</p>	<p>Young NEETs</p>	<p>Frontline workers do not assist young people by supporting their plans, but encourage them to enter stereotypical, gender-segregated lower-class occupations.</p>	<p>Work Finland</p>

			the young people and how they respond to the young people's wishes and interests.			
Halvorsen, R. & Hvinden, B. (2014) Nordic reforms to improve the labour market participation of vulnerable youth: An effective new approach?	Article Qualitative	Own proposal	The study discusses measures/policies at the national level in light of interviews with employers and young jobseekers. It distinguishes between redistributive and regulative measures.	Young people with functional impairments and young people from immigrant backgrounds	Nordic labour market policies are characterised by a complex mix of redistributive and regulatory measures. Facilitating ethnic diversity has been more controversial than helping people with functional impairments. A stronger focus is needed on the implementation stage of policy processes.	Work Norway
Hansen, I. L. S., Jensen, R. S. & Hansen, H. C. (2020) Mind the Gap! Nordic 0-24 Collaboration on Improved Service to Vulnerable Children and Young People. Final Report for the Process Evaluation	Report Qualitative	Nordic research group (snowball search)	Nordic 0–24 collaboration	Vulnerable children and young people under the age of 24, and their families	1) a more individual-centred and holistic approach, 2) more coherent follow-up achieved through enhanced cooperation and collaboration, 3) early intervention	School and society Norway, Sweden, Finland, the Faroe Islands, Iceland, Greenland, Denmark
Hardoy, I., Røed, K., von Simson, K., & Zhang, T. (2016) En komparativ analyse av effekter av innsats for å inkludere utsatte unge i arbeid i Norden.	Report Quantitative	Own proposal	Several measures are studied, grouped in the following categories: educational measures (classroom, vocational training, training under the auspices of job centres), work placements, wage subsidies, employment measures (public sector, often in sheltered enterprises) and other programmes.	Young people up 30 years of age	Training measures and wage subsidies generate more positive effect estimates than work placements and public-sector employment measures.	School and work Studies from a number of countries are included.
Hákonardóttir, Elín Sif Welding, Einaradóttir, Sif Aðalheiður Gígja Guðmundsdóttir, Guðmundsson Gestur (2017) Aðgengi fullorðinna að námi á framhaldsskólastigi: Stofnana- og aðstæðubundnar hindranir á menntavegi [The access of young adults to secondary	Article Qualitative	Nordic research group (snowball search)	Focus on education and adult education	Young adults who did not start on or dropped out of upper secondary education, but have used the adult education system to complete it.	The education system and adult education system must give the public better information about the available opportunities. They must also improve the way adult pupils are welcomed and the guidance they get. Financial problems	School Iceland

education: institutional and situational barriers]					are the most important barrier.	
Helms Jørgensen (2018) Inklusion i erhvervsuddannelserne: institutional selektion og eksklusion i elevfællesskaper	Book chapter Qualitative	Nordic research group (snowball search)	Which processes contribute to a high proportion of pupils not completing vocational education programmes? Particular focus on boys, how to keep them in school and what the problems boys experience in the school system are really about.	Vocational upper secondary programme pupils, mostly male. No age bracket stated.	Endeavours to increase the completion rate among boys taking vocational programmes are often based on explanation models that see dropout as a shortcoming, either on the part of the pupils or on the part of the schools. Dropping out can instead be explained as the result of unintended interaction between social processes in vocational training and structural and political conditions.	School Denmark
Hermelin, B. and Rusten, G. (2018) A place-based approach to social entrepreneurship for social integration - Cases from Norway and Sweden	Article Qualitative	Systematic search	Two different forms of local entrepreneurship, both voluntary private initiatives. One was a mentor project in Norway where retirees with experience of the teaching profession, economics and business mentor young people who have 'dropped out' of lower secondary school. The other was a work inclusion measure in Sweden.	In the Norwegian case, dropouts from lower secondary school were the target group. In the Swedish case, the target group consisted of unemployed people in general in the specific local community.	Local context and local support are important to local entrepreneurship and to the inclusion of young people in work and school contexts, as well as for the people who are responsible for the inclusion efforts. The importance of local networks, cooperation and work inclusion as a 'social group phenomenon' rather than an individual project	School Sweden and Norway
Hyggen, C. (2017) Etterlater arbeidstrening arr hos unge ledige? Et vignett-eksperiment av arbeidsgiveres beslutninger ved ansettelser av unge i Norge	Article Quantitative	Own proposal	Work training	Unemployed youth	Employers regard people who have taken part in work training as less attractive candidates for advertised positions than participants who have just been unemployed.	Work Norway

<p>Høj Anvik, Cecilie, and Ragnhild Holmen Waldahl (2017) Excluded Youth in Iceland, the Faroe Islands and Norway</p>	<p>Article Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>The health and welfare services' ability to give vulnerable young people coordinated and comprehensive follow-up. This includes schools, health services, work-related services and social services.</p>	<p>Vulnerable young people not in education and employment with mental health problems</p>	<p>Persons/actors who 'see' the complex situation that young people are in and go above and beyond the limited remit of their respective services and areas of responsibility to establish coordination and follow-up. They succeed in creating space in which to establish good support systems.</p>	<p>School, work and society Iceland, the Faroe Islands and Norway</p>
<p>Jon Rogstad, Mathilde Bjørnset, Nina Drange, Hege Gjefsen, Marianne Takvam Kindt (2021) Fraværsgrensen i videregående skole: Perspektiver, konsekvenser og erfaringer</p>	<p>Book Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>The absence limit</p>	<p>Upper secondary school pupils</p>	<p>The absence limit results in more pupils being present at school more, but it is not effective for everyone. The situation has become more difficult for some groups of pupils since the introduction of this rule.</p>	<p>School Norway</p>
<p>Jonsson, F. and Goicolea, I. (2020) "We believe in you, like really believe in you": Initiating a realist study of (re)engagement initiatives for youth not in employment, education or training with experiences from northern Sweden</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Re-engagement interventions for young NEETs. The study presents two initiatives from Sweden.</p>	<p>NEETs (young people not in employment, education or training), 15–25</p>	<p>Relational skills, safe environments and non-judgemental attitudes, flexible services, close follow-up</p>	<p>Work and school Sweden</p>
<p>Kane, A., A., Köhler-Olsen, J. & Reedtz, C (2017) Aktivisering av unge sosialhjelpsmottakere; forutsetninger for å sikre overgangen til arbeid.</p>	<p>Article Qualitative</p>	<p>Own proposal</p>	<p>The study examines NAV's work with young recipients of social security benefits. It is the assistance provided by NAV counsellors to the young benefit recipients that is studied.</p>	<p>Young people up to 30 years of age</p>	<p>Good relationships and cooperation promote inclusion, as do good assessments and satisfactory implementation of the activity duty. The challenges of including young people are linked to a lack of measures to promote employment.</p>	<p>Work Norway</p>
<p>Karlsdóttir, Anna (ed.), Alex Cuadrado, Firouz Gaini, Leneisja Jungsberg & Louise Ormstrup Vestergård (2019) 17. Enabling vulnerable youth in rural areas not in education, employment or training</p>	<p>Report Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>Measures intended to include young people in school and work contexts, with a particular focus on rural areas</p>	<p>Young people not in employment or education</p>	<p>1) early intervention, 2) social interventions, 3) low-threshold services, 4) IPS, 5) orienting actions towards identified needs, 6) good client–consultant/apprentice–mentor relationships, 7) listening to individual needs</p>	<p>School and work Denmark, Finland, Norway, Sweden, Greenland, the Faroe Islands, Iceland</p>

<p>Katznelson, Noemi (2017) Rethinking motivational challenges amongst young adults on the margin</p>	<p>Article Mixed</p>	<p>Systematic search</p>	<p>12 training measures in Denmark for young people between the ages of 18 and 30, including measures such as mentoring, teaching, internships etc., with a duration of 3–12 months</p>	<p>Young people between the ages of 18 and 30</p>	<p>Young people's motivation not just an individual phenomenon, but created through interaction. 5 forms of motivation based on 1) necessity, 2) relationships, 3) mastery, 4) perspectives and 5) work-based training</p>	<p>School Denmark</p>
<p>Katznelson, Noemi; Jørgensen, Helene Elisabeth Dam; Sørensen, Niels Ulrik (2015) Hvem er de unge på kanten af det danske samfund?</p>	<p>Book Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>The book does not investigate one particular measure, but vulnerable young people's everyday lives and what they themselves and professional support personnel consider to be important characteristics and qualities of good help that contributes to positive change.</p>	<p>Vulnerable young people aged 18–30 years who are 'on the margin' of Danish society</p>	<p>1) relationships with professional support personnel, 2) participation in communities, 3) necessary time, 4) concrete support in everyday life, 5) psychological tools, 6) meaningful perspectives on education and work, 7) continuity of efforts over time.</p>	<p>Society, school and work Denmark</p>
<p>Krivonos, D. (2019) The making of gendered 'migrant workers' in youth activation: The case of young Russian-speakers in Finland</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Supported Employment Services, youth advice centre for young Russian-speaking migrants</p>	<p>Activation policy</p>	<p>Work inclusion practice for young Russian-speaking migrants contributes to increasing rather than reducing ethnic and gender differences.</p>	<p>Society Finland</p>
<p>Kristensen, Marie et al. (2018) Det gode samarbejde om børn og unge i mistrivsel: Et kvalitativt casestudie i tre kommuner</p>	<p>Report Qualitative</p>	<p>Nordic research group (snowball search)</p>	<p>Interdisciplinary cooperation on children and young people with poor mental well-being. 6 different cases/solutions are presented for cooperation between different agencies and sectors with responsibility for children and young people.</p>	<p>Cooperation on children and young people between the ages of 13 and 25 with poor mental well-being. Can include children and young people with psychiatric diagnoses, children and young people who have poor mental well-being without having an actual diagnosis, and children and young people who show signs of poor mental well-being in the form of social challenges.</p>	<p>Provides knowledge about what can promote good cooperation on children and young people. Key aspects are organising services in such a manner that they are more closely interlinked and become more familiar with each other, ensure that staff learn through sparring etc., and use cooperation tools.</p>	<p>Society Denmark</p>

Mertanen, Katariina (2020) Not a Single One Left Behind : Governing the 'youth problem' in youth policies and youth policy implementations	PhD thesis Qualitative	Nordic research group (snowball search)	The thesis focuses on how young people are constructed as a vulnerable group in policies and measures aimed at young people who struggle to find work or complete their studies.	Young people aged 15–29 years	Problematises how policies and measures construct young people as a problem and a vulnerable group that is expected to take part in employment, while at the same time holding them individually accountable for this	Work Finland (documents, interviews and observations) + the EU (documents)
MUCF (2017) Hinder och möjligheter - Ungas övergång till arbetslivet i tre kommuner	Report Qualitative	Nordic research group (snowball search)	Does not analyse a specific measure. Instead, good approaches are inferred from the informants' descriptions of their own situation and experiences.	Unemployed youth aged 17–30 years	1) Early intervention, 2) individualised efforts, 3) cooperation between relevant actors, 4) making it easier for employers to employ young people	Work Sweden
MUCF (2019) Stöd till unga som varken arbetar eller studerar. Delrapport 1, april 2019	Report Qualitative	Nordic research group (snowball search)	Support for young people who do not work or study – assessment of different forms of support, both direct at the local level and at the national/general level	Young people who neither work nor study	Work method that focuses on the individual, flexible efforts, an overall perspective, good encounters/ relationships, time and patience, assessments, follow-up and well-functioning cooperation.	Work and school Sweden
MUCF (2021) Unga utrikes födda kvinnors etablering i arbetslivet – En analys av hinder och möjligheter	Report Mixed	Nordic research group (snowball search)	The study examines the obstacles to and opportunities for foreign-born women to establish themselves in the Swedish labour market.	Young foreign-born women	Education is key. Measures that help people to complete schooling are recommended.	Work Sweden
Nicolaisen, H. (2017) Inkludering av unge på AAP - et arbeidsgiverperspektiv	Journal (not peer-reviewed) Qualitative	Own proposal	Inclusion of young people on work assessment benefit is studied, including various measures and policy instruments. The emphasis is on employers' experience of employing such people.	The target group consists of young people between the ages of 18 and 29 on work assessment benefit. According to NAV, they all have reduced work capacity due to a health problem. Mental conditions are most common.	Both the workplaces and assistance from NAV are important in promoting inclusion. The chances of success seem to be better in occupations that require little formal education, as they have a tradition of training in the workplace.	Work Norway
Olsen, Lise Smed; Lövving, Linnea; Paavola, Juho-Matti & Greck, Jens Bjørn (2020) Sami Youth Perspectives, Education and the Labour Market	Report Qualitative	Nordic research group (snowball search)	Examines the Nordic-co-operation Programme for Regional Development	Sami youth	Recognition of minority perspectives, culture, tradition and language as a starting point for boosting self-	Work and school Sweden, Norway and Finland

			and Planning 2017-2020		confidence and identity that could, in turn, increase participation in education and employment	
Olsson, S. and Dag, M. and Kullberg, C. (2018) Deaf and hard-of-hearing adolescents' experiences of inclusion and exclusion in mainstream and special schools in Sweden	Article Quantitative	Systematic search	The study does not evaluate measures.	The study's target group or primary focus comprises pupils with functional impairments.	Young people with hearing impairments who attended special schools were more content with life and felt more included, both socially and academically.	School Sweden
Osman, Fatumo and Mohamed, Abdikerim and Warner, Georgina and Sarkadi, Anna (2020) Longing for a sense of belonging "Somali immigrant adolescents" experiences of their acculturation efforts in Sweden	Article Qualitative	Systematic search	School environment for acculturation and inclusion of Somali youth	Somali youth in school aged 14–18 years	The language skills of both the young people themselves and their parents are important to successful inclusion. The teachers need cultural awareness.	School Sweden
Paju Elina, Lena Näre, Lotta Haikkola & Daria Krivonos (2020) Human capitalisation in activation: Investing in the bodies, selves and skills of unemployed youth in Finland	Article Qualitative	Nordic research group (snowball search)	Studies different labour market measures aimed at young people in Finland, such as public employment services, counselling, youth workshops with full-day courses over 5 months, full-time career counselling for 30 days	The target group for the measures studied are young people not in employment or education. The article's target group consists of agencies at the policy/political level.	Assistance provided in work-related measures focuses more on building human capital and potential employability than on providing concrete and specific help and training in work that the young people want to do.	Work Finland
Rogstad, Jon (2021) From zero til hero. Om fleksible læringsarenaer, frafall og veien tilbake	Report Qualitative	Nordic research group (snowball search)	Three youth enterprises: Hanco event (café and catering), Riv og Røsk (building, construction, remediation etc.) and Hanco Media (advertising films). Café Hanco is a Norwegian measure under the auspices of the county authority, Glemmen upper secondary school and the Follow-Up Service.	The target group is the Norwegian Follow-Up Service's target group aged 16–21 years and young people between the ages of 22 and 24 years recruited through NAV.	Establishing communities where young people can feel and experience a sense of belonging while also mastering work of value to their surroundings are key elements that promote inclusion.	School and work Norway

<p>Rogstad, Jon og Bjørnset, Mathilde (2021) Unge i flyt. Om et livsmestringsprogram for ungdom på 10.trinn.</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>A life mastery programme for year 10 lower secondary school pupils. The programme starts with an activity week in the autumn half-term holiday, followed by ten afternoon sessions between the autumn holiday and Christmas. In spring, the programme continues with weekend sessions once a month. The participants take ordinary schooling in parallel with this programme.</p>	<p>Pupils in Year 10, with young people in vulnerable life situations given priority. However, it is questioned whether the programme reaches its intended target group and whether young people with more severe challenges could be included.</p>	<p>The report indicates that participation in life mastery programmes that run in parallel with ordinary schooling can increase participants' sense of mastery and motivation for school, as well as making them more robust when it comes to making choices and meeting new people.</p>	<p>School Norway</p>
<p>Rune Halvorsen, Bjørn Hvinden, Susan Kuivalainen og Mi Ah Schoyen (2018) A new approach to promoting youth inclusion in the labour market? Disability in the Nordic welfare states</p>	<p>Book chapter Quantitative</p>	<p>Nordic research group (snowball search method)</p>	<p>Policy instruments (redistribution and Active Labour Market Policies (ALMP))</p>	<p>Young persons with disabilities</p>	<p>It is not sufficient to only invest in the supply side. It is also necessary to stimulate the demand side (employers). Focus on targeted, tailored efforts. Employment may not be a realistic goal for everyone.</p>	<p>Work and school All the Nordic countries</p>
<p>Skilbred, Dag Tore and Iversen, Anette Christine and Moldestad, Bente (2017) Successful Academic Achievement Among Foster Children: What Did the Foster Parents Do?</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Foster homes with foster parents who cultivated a sense of belonging, school attendance, homework, doing one's best, regular everyday routines.</p>	<p>Young people who have lived some of their life in foster homes. The target group for the measure consists of children and young people from troubled families and difficult situations who need a foster home.</p>	<p>Foster homes that cultivate a sense of belonging and values that emphasise the importance of schooling, order and structure promote inclusion in education.</p>	<p>School Norway</p>
<p>Skjong, G. and Myklebust, J. O. (2016) Men in limbo: former students with special educational needs caught between economic independence and social security dependence</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Various labour market-related measures organised by NAV (e.g. work placements)</p>	<p>Young men in their 30s with special educational needs</p>	<p>Social structures and early life choices and events have a bearing on young people's possibility of inclusion in working life.</p>	<p>Work Norway</p>

<p>Solheim, I. J. and Gudmundsdottir, S. and Husabo, M. and Oien, M. (2021) The importance of relationships in the encounter between NAV staff and young, vulnerable users. An action research study</p>	<p>Article Qualitative</p>	<p>Systematic search</p>	<p>Relationship between young NAV users and professionals + relationships between vulnerable young NAV users</p>	<p>Young NAV users</p>	<p>A Norwegian study shows that the relationship between NAV counsellors and users, as well as between users, is a key factor in determining whether the young people succeed in entering employment or education.</p>	<p>Work and school Norway</p>
<p>SOU (2018) Slutbetänkande av Samordnaren för unga som varken arbetar eller studerar, Vårt gemensamma ansvar – för unga som varken arbetar eller studerar</p>	<p>Swedish Government Official Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>The official report describes the Swedish coordinator's remit to gather knowledge and facilitate better cooperation between the Swedish state and municipalities on young people's labour market entry</p>	<p>Young people not in employment or education</p>	<p>Effects are linked to educational efforts, wage subsidies, vocational education programmes, multi-component support and contact-intensive work. The importance of 'the good meeting' and individually adapted support is also emphasised, as well as giving young people their first chance to work.</p>	<p>School and work Sweden</p>
<p>Statens offentliga utredningar (2016) En gymnasieutbildning för alla - åtgärder för att alla unga ska påbörja och fullfölja en gymnasieutbildning</p>	<p>Swedish Government Official Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>The study has several objectives and discusses several measures.</p>	<p>Pupils who are about to start on and complete upper secondary education</p>	<p>It is important to completion to create favourable conditions for participation and fellowship. A pupil-centred work method, context and teacher support. At the individual level, good prior knowledge from lower secondary school is important in order to complete upper secondary school.</p>	<p>School Sweden</p>
<p>Sveinsdottir, V., Lie, S. A., Bond, G. R., Eriksen, H. R., Tveito, T. H., Grasdahl, A. L. & Reme, S. E. (2020) Individual placement and support for young adults at risk of early work disability (the SEED trial). A randomized controlled trial</p>	<p>Article Quantitative</p>	<p>Own proposal</p>	<p>IPS and traditional vocational rehabilitation (internship/work in a sheltered enterprise)</p>	<p>NEETs – young people not in employment, education or training</p>	<p>IPS promotes work inclusion of young adults at risk of early work disability.</p>	<p>Work Norway</p>
<p>Sveriges Kommuner och Regioner (2018) Studieavbrott - En fråga med konsekvenser långt utanför klassrummet</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>Plug In 2.0. – a comprehensive project to prevent pupils from dropping out of upper secondary education</p>	<p>Three target groups: 1) young people who have broken off their studies, 2) young people at risk of breaking off</p>	<p>Simultaneous work at the structural and individual level. Structural: Support at the policy and national level necessary. Service</p>	<p>School Sweden</p>

				their studies, 3) new arrivals (on national programmes and introductory programmes)	coordination. Individual: being seen and heard, good relationships, trust, being met as an equal, positive encounters	
Toiviainen, Sanna (2018) Sopeutumista, sitkeyttä ja selviytymistä. Nuorten relationaalinen toimijuus siirtymissä marginaalista kohti valtavirtoja	Article Qualitative	Nordic research group (snowball search)	Focus on the One-stop Guidance Centre project, low-threshold services and vocational education programmes	Young people between the ages of 18 and 25. One-stop Guidance Centre and the Open Vocational School in Eastern Finland	The more socially marginalised young people are, the more important it is to have a certain social resilience and the ability to remain optimistic in the face of adversity.	Work Finland
Trondheim and Berliner (2017) UNGES FORTÆLLINGER OM RESILIENS I NANORTALIK	Article Qualitative	Nordic research group (snowball search)	Not a measure. Young people describe their life situation and what has contributed to happiness and resources	Young people between the ages of 13 and 18	The young people see social support in the form of social interaction and dialogue as adding to their resources.	Society Greenland
Tysnes, I. B. & Kiik, R (2019) Support on the way to adulthood: challenges in the transition between social welfare systems	Article Qualitative	Own proposal	The study examines the transition from residential child care institutions to adult life and the support that NAV provides to these young people, and it points out a number of shortcomings in follow-up during this transition.	Youth in transition from residential child care institutions to adult life. Young people aged 14–18 years	More follow-up of a practical, financial and emotional nature after young people leave residential child welfare institutions can prove crucial in enabling them to establish an independent life.	Society, school and work Norway
Undervisningsministeriet (2019) Slutevaluering af Kombineret Ungdomsuddannelse	Report Mixed	Nordic research group (snowball search)	Combined Youth Education is a two-year education programme for young people who are not able to complete vocational or general studies upper secondary education. Each year, 2,500 Danes under the age of 25 are offered a place on the Combined Youth Education programme.	Young people under the age of 25 who are not able to complete a vocational or general studies upper secondary education	Providing adapted and combined programmes for young people who do not have what is required to complete the ordinary programmes is effective for this group.	School and work Denmark
Van der Wel et al. (2021) Utsatte unges livsbaner før og etter NAV-reformern: flere «integreerte», sammenhengende, progressive og effektive forløp?	Article Quantitative	Own proposal	The study focuses on service integration.	Young people who have not completed upper secondary school	Since the NAV reform, vulnerable young people are less likely to become self-supporting and more often remain unassessed or on a marginalised life path.	Work and school Norway

<p>VIRK (the Icelandic work rehabilitation fund) (2020) VIRK (the Icelandic work rehabilitation fund) Ársrit um starfsendurhæfingu 2020 [Annual report on occupational rehabilitation]</p>	<p>Report Mixed</p>	<p>Nordic research group (snowball search)</p>	<p>Focus on those in need of occupational rehabilitation (they will take part in a programme of consultations with VIRK staff and/or entrepreneurship consultants and one or more external adult education or 'activity treatment' projects)</p>	<p>Young NEETs (who have not been in employment, education or training for a long time)</p>	<p>Using the IPS approach to young people under the auspices of VIRK contributes to shorter rehabilitation times and higher levels of activity on completion.</p>	<p>Work Iceland</p>
<p>Von Simon, K. and Hardoy, I. (2020) Tackling disabilities in young age- Policies that work</p>	<p>Article Quantitative</p>	<p>Systematic search</p>	<p>VRP (vocational rehabilitation programmes)</p>	<p>Young people with mental health problems</p>	<p>Wage subsidies and education are the programme types with a higher probability of resulting in transition to education/ employment.</p>	<p>Work and school Norway</p>
<p>Von Simson, K. (2012) Veier til jobb for ungdom uten fullført videregående opplæring: Kan vikarbyråer og arbeidsmarkedstiltak lette overgangen fra utdanning til arbeidsliv?.</p>	<p>Article Quantitative</p>	<p>Own proposal</p>	<p>Temporary staffing agencies</p>	<p>Young people in the transition from education to employment</p>	<p>The study finds that working for temporary staffing agencies increases the probability of young people not in employment, education or training (NEETs) entering employment.</p>	<p>Work Norway</p>
<p>Von Simson, K. (2016) Effekten av arbeidsmarkedstiltak og vikarbyråarbeid på overgang til jobb og utdanning for arbeidsledig ungdom uten fullført videregående skole.</p>	<p>Article Quantitative</p>	<p>Own proposal</p>	<p>Labour market measures and work for temporary staffing agencies</p>	<p>Unemployed youth who have not completed upper secondary school</p>	<p>Both work for temporary staffing agencies and labour market measures have negative effects while the measures are ongoing. Wage subsidies the only measure not associated with a lock-in effect</p>	<p>Work Norway</p>
<p>Wiedel, D. O. (2019) Ung arena: Samverkan och lärande i en arbetsmarknadsåtgärd för unga.</p>	<p>Report Qualitative</p>	<p>Own proposal</p>	<p>UNG ARENA is an arena in a Swedish municipality where four different entities targeting young people are co-located and provide an arena where young people can participate in lunches, training and various measures, in addition to meeting employers, schools and other agencies while being</p>	<p>Young NEETs aged 16–29 years</p>	<p>1) giving the young people the chance to experience a sense of security in social settings, flexible solutions and concrete help, 2) taking account of different needs, 3) young people's own interpretations valuable, 4) both internal and external cooperation has become flexible and contributed to shared learning, and 5) organising measures in such</p>	<p>Work and school Sweden</p>

			helped by personnel with social work qualifications.		a way that young people can find them in a single place	
Wrede-Jäntti, M. & Wester, C. (2016) Verkstaden – en laddningsstation - Unga deltagares erfarenheter av erhållet psykiskt och socialt stöd vid arbetsverkstäder i Svenskfinland	Article Qualitative	Own proposal	Youth workshops. In Finland, 281 of the 317 municipalities offer workshop services, mostly aimed at young people between the ages of 16 and 29. Their purpose is 1) to support participants in their development towards becoming independent citizens, and 2) to steer participants towards education or employment.	Unemployed youth aged 16–29 years	'The good meeting' is very important, as is the sense of coherence. Close follow-up by support personnel who do not have too many people to follow up allows staff to see and be there for the young people in ways that foster trust and provide a positive experience.	Society (measure) Finland
Wrede-Jäntti, M., & Westerback, F. (2020) Haastavia tilanteita nuorten arvostamassa Ohjaamossa – Miten Ohjaamoon tyytymättömät nuoret perustelevat kritiikkensä?	Book chapter Qualitative	Nordic research group (snowball search)	One-stop Guidance Centres and the young people who participate	NEETs (young people not in employment, education or training)	The study points towards a holistic approach whereby young people are seen as multidimensional and capable individuals. Experience indicates that it could be beneficial to apply creative approaches, work together and be resource-oriented.	Work and school Finland
Wulf-Andersen, T., Olsen, T. & Follesø, R. (2016) Unge, udenforskap og social forandring Nordiske perspektiver	Book chapters Qualitative	Own proposal	Chapter 7: The importance of networks, participation and local communities; Chapter 8: SE (ordinary work as a means to complete schooling)	Both chapters: vulnerable young people	See the young people's problems as social processes rather than individual challenges. Be aware of the resources of the individual and how to activate them.	School and work Chapter 7: Denmark; Chapter 8: Norway
Aaltonen, S., Berg, P., Karvonen, S. (2017) Affordances of Welfare Services – Perspectives of Young Clients.	Article Qualitative	Nordic research group (snowball search)	It is not the policy instrument that is examined, but the young people's perspectives on welfare services that are intended to contribute to inclusion. This means that, indirectly, the study speaks to the quality of welfare services intended to help young people into	The target group of the measures that the article collects experience of and opinions about, is young NEETS aged 18–29 years.	From the young NEETS' point of view, the welfare system is perceived as making both positive and negative contributions; positive through supportive affordances in the form of good relationships, alliances, rhythm and routine etc., negative in the form of pressure and the attitude	School and work Finland

			employment, school and a good life from a user perspective.		that, although the problems lie in working life, the shortcomings lie with the young persons. The welfare system also makes a negative contribution by raising false hopes that a measure will work when it doesn't.	
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3 Template for assessment of studies

- Study (title, year, author, abstract)
- Who codes the study and who checks the coding of the study?
- Type of publication (e.g. report, scholarly article, book etc.)
- Assessment of whether the study should be included and, if relevant, the reason for exclusion
- Language in which the study was written
- Methodological approach (e.g. qualitative, quantitative, mixed)
- Is the study an impact evaluation?
- What kind of measure or policy instrument is being studied?
- What is the target group for the measure/policy instrument?
- What is the purpose of the measure/policy instrument?
- Inclusion arenas (e.g. school, work, society)
- What actors are important?
- Who are the cooperating partners?
- The study's main research question
- Important research questions addressed in the study
- Theoretical perspectives
- Analytical concepts
- Level of analysis (e.g. individual, society)
- Country/countries where the data were collected (alternatively town/city/region)
- Type of data used (e.g. interview, observation, survey)
- Sample/sampling method (e.g. random sampling, strategic sampling, snowball)
- Number of respondents studied
- Does the study use longitudinal data?
- Sub-groups analysed (e.g. immigrant youth, individuals with disabilities)
- How old are the people studied?
- Analysis method (e.g. regression, thematic analysis etc.)
- Study design
- What or who does the study compare?
- What is it the study endeavours to explain?
- How does it endeavour to explain it? What are the main explanatory variables or type of inclusion measure studied?
- Main findings

- Did the study identify effects (findings with causal implications)?
- Did the study identify other impacts of the measure/model/method studied?
- What weaknesses does the study have in relation to the assignment?
- What knowledge does the study yield about what promotes inclusion?
- What knowledge does the study yield about what hinders/complicates inclusion?
- Knowledge gaps (identified in the study of relevance to the assignment)
- Is the study relevant to understanding the impact of the coronavirus pandemic?
- Are the findings suitable for statistical generalisation?
- Are the findings suitable for analytical generalisation?

POSTADRESSE:

Arbeidsforskningsinstituttet AFI
OsloMet – storbyuniversitetet
Stensberggata 26
Postboks 4, St. Olavs Plass
0130 Oslo

TELEFON:

93 29 80 30

E-POST:

postmottak-afi@oslomet.no