

# **THE WORLDS OF SOCIAL WORK AND YOUTH WORK**

## **The Possibilities for Co-operation**

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The starting point and the reason for this study have been co-operation. Consequently, the purpose have been to give an accurate picture of the worlds of social work and youth work. This was done by describing and comparing them through purpose, values, target, goals, methods, and means as well as of the image of human, the educational objectives, and professionalism. Hence, the goal of the study is to create coherent entity in which the differences and the similarities are represented in a way which facilitates to look the other party as well as self-image in respect to that other party on novel eyes. Arising out of this it is possible to become aware of those premise and alternatives there are for co-operation, to see the opportunities in the other party.

The method of this study was to compare social work and youth work through defined characters and to see what differences and similarities there are between these two.

Four main differences were found between social work and youth work. First, the starting point in social work was poverty and distress whereas that in youth work was idleness and leisure time education. Second, social work is oriented towards the problems and youth work towards leisure time. Third, the target in social work is the poor and all those who need help. The target in youth work has always been all kinds of young. Last, according to the determined criteria, it is possible to say that youth work don't have the status of profession whereas social work do have, even though it is weak.

The main similarities were found from six aspects. First, their purpose is to adapt a person to the society and to develop the person's skills to master his life. Second, as the values they share individuality, acceptance as well as rights and responsibility of a person. Third, they both are working for the benefit of a person. They believe in human and in the possibilities in human. Fourth, as educational objectives they share the ideas of personal development, knowledge as a mean of personal growth, rewarding experiences, and co-operation. Fifth, their task is to secure and to create the premise and the possibilities for individual's growth. Sixth, they share the diversity of work methods.

# CONTENTS

## List of Tables

<b>1. INTRODUCTION</b>	<b>6</b>
<b>2. THE BACKGROUND OF THE RESEARCH</b>	<b>7</b>
2.1. The Departure of the Study	7
2.2. The Research problem	8
2.3. Previous Studies Between Social Work and Youth Work	9
<b>3. THE WORLDS OF SOCIAL WORK AND YOUTH WORK</b>	<b>11</b>
3.1. An Overview to History of Social Work and Youth Work	11
3.2. The Picture Defined by the Literature	17
3.3. The Limitations of the Legislation	27
3.4. The Image of Human and the Educational Objectives in Social Work and in Youth Work	34
3.5. Professionalism in Social Work and in Youth Work	40
3.6. The Differences and the Similarities Between Social Work and Youth Work	44
<b>4. THE EMPIRICAL IMPLEMENTATION OF THE STUDY</b>	<b>46</b>
4.1. The Research Material	46
4.2. Handling of the Research Material	49
4.3. The Interpretation of the Research Material and Reporting	51
<b>5. YOUTH WORK AS PART OF SOCIAL WELFARE</b>	<b>53</b>
5.1. The Implementation and the Goals of the Restructuring	53
5.1.1. The Free Municipality Experiment and the Result Management	53
5.1.2. The Project of the Development in Administration and Services	55
5.1.3. The Arguments of Youth Work's transfer to the Social Sector	56
5.2. Thoughts of Another Possibility	58
<b>6. SOCIAL WORK AND YOUTH WORK IN HÄMEENLINNA BETWEEN 1989 – 1993</b>	<b>60</b>
<b>7. THE RESULTS OF THE INTERVIEW STUDY</b>	<b>66</b>
7.1. Defining Social Work and Youth Work	66
7.1.1. The Arguments About the Work Content	66
7.1.2. The Arguments of the Work Methods	68
7.1.3. The Arguments According to the Target Group	69
7.1.4. The Arguments Connected to the Profession	70

7.2. The Description of the Restructury	71
7.2.1. The Background and the Goals of the Restructury	72
7.2.2. About the Effects of the Restructury	76
7.3. The Picture of Co-operation	80
<b>8. CONCLUSIONS</b>	<b>83</b>
<b>BIBLIOGRAPHY</b>	<b>90</b>
<b>APPENDICES</b>	
APPENDIX 1.	97
APPENDIX 2.	98
APPENDIX 3.	99
APPENDIX 4.	100
APPENDIX 5.	102

## List of Tables

<b>Table 1.</b> Comparison between Social Work and Youth Work According to What is it, Values, Theories, Goals / Tasks, and Methods / Means.	26
<b>Table 2.</b> Comparison between Social Work / Child Welfare and Youth Work According to the Legislation on Purpose, Goals, Target, Methods, and Means.	33
<b>Table 3.</b> The Graphic Presentation of Research Material.	46
<b>Table 4.</b> (The effects of free municipality experiment on the organization in social and in leisure time sectors.) The Organs and the Amount of the Elected Officials until 31.12.1988 and from 1.1.1989 onwards, the Amount of Meeting and the Subjects Handled from 1989 to 1993.	97
<b>Table 5.</b> The Tasks, the Goals, the Target, and the Methods in Physical Education, Cultural Endeavor, and Youth Work According to the Legislation.	98
<b>Table 6.</b> The Leisure time Activities in Hämeenlinna in 1989 – 1993.	62
<b>Table 7.</b> The Percentual Share of the Costs of the Social Sector / Social Work and the Culture and Leisure time Sector / Youth Work of the Total Expense of the Municipality.	64
<b>Table 8.</b> The Main Points of Social Work and Youth Work in Hämeenlinna during 1989-1993.	64
<b>Table 9.</b> The Amount of the Arguments of the Starting Point of the Administrative Restructury.	73
<b>Table 10.</b> The Amount of the Arguments of the Goals, Presumptions, and Hopes.	74
<b>Table 11.</b> The Amount of the Arguments of Work Content, Work Motivation, Professional Effects, Changes in Goals, and Services.	76
<b>Table 12.</b> Similarities and Differences between Social Work and YouthWork in Abstract.	87

## 1. INTRODUCTION

‘Social work, youth work and schools are working with the same children and young people. However, they are working in their own quarter without common practices. They all have their own rules and regulation. Even though they are working for the benefit of the children and young people they do not meet each other’. This is how I *felt* when I was working as a youth worker in the late 80’s and in the early 90’s. According to my experiences the changes in the 90’s had many effects on the attitudes and the practices inside as well as between these three. Much more co-operation is done and many new methods are used for example. As Leo Nyqvist says in his research “At the moment belief in functional methods and projects in the youth welfare is strong. Besides the media interest among the professionals has risen.” (Nyqvist 1995, 2, translation by L. Kaarineva.)

Recession as well as the experiments in the local administration caused and created new ways to see the practices, the tasks and the administration in the municipalities. Also social work and youth work were re-evaluated. (Chapter 5) Quite many changes were implemented during the 90’s and the change seems to be an ongoing process. Due to these changes all kinds of co-operation projects in the municipalities were studied.

Arising of my experiences the intent of this study is to compare social work and youth work. To describe how these two parties are seen and what are these two professional groups like. The data used in the study consists of literature and interviews. Comparison as well as description is done with the help of six main themes. Historical overview is written in order to see the starting point and the historical background of them. Understanding of social work and youth work in literature and in legislation is described according to four sub-themes which are values and theories, target, goals and purpose, tasks as well as methods and means. The image of human, the educational objectives as well as professionalism in social work and in youth work tells us about their attitudes. In all, the purpose is to describe the nature of social work and youth work, their differences and similarities as well as the premise for co-operation.

## 2. THE BACKGROUND OF THE RESEARCH

### 2.1. The Departure of the Study

"The first and the most important goal of the social research is to offer the well organized description of historically specific target" (Mäkelä, 1990, 42, translation by L. Kaarineva). He continues that the connections should be studied according to what do they reveal from the target. Description of the target is always a theoretical task and conceptual analysis of the target requires accurate determination of the target. (ibid.,42-43.) Also Strauss and Corbin (1990, 21-22) think that one form of qualitative research emphasize the principle of presenting an accurate description of what is being studied. With the help of systematic data collection and analysis the research findings are forming a theoretical formulation of the reality under investigation. This is called as grounded theory. (ibid., 23-24.) According to it creativity helps the researcher to avoid presumptions and to create new order out of the old (ibid., 27).

The task of the study of the premise for co-operation between social work and youth work is to give an accurate description of the target through defined themes, as Mäkelä and Strauss and Corbin put it. While doing the description of the target I'm making comparisons between social work and youth work. Can it, therefore be called as comparative research? According to Oyen comparative studies are carried out as cross-national studies or as comparisons on a lower level. Kohn (quoted by Oyen) has also identified comparative studies as cross-national. (Oyen 1992, 6-8.) Ragin says that comparative studies are typically used in comparisons of large microsocial units. Traditionally the comparative method has regarded as core method of comparative social science concerned with cross-societal differences and similarities. (Ragin 1987,1.) In this sense my study is not comparative.

However, as it is said, there is no thinking without comparisons (Mäkelä 1990, 44). "*No social phenomenon can be isolated and studied without comparing it to other social phenomenon.*" (Oyen 1992, 4). Comparisons sensitize the researcher which enables him to recognize potential categories as well as to identify relevant conditions and consequences (Strauss & Corbin 1990, 28). "*Thinking without comparisons is unthinkable.*" (Swanson 1971, 145 quoted by Ragin 1987, 1). In comparative research the cases are examined, compared as wholes, as combination of characteristics says Ragin (1987, 16). According to Mäkelä comparing means understanding, noticing of differences and similarities. Through search of differences the breakdown of similarities

will be richer. The setting of comparison can be either inside or outside the data. (Mäkelä 1990, 044-45.) As Oyen (1992, 12) puts it the direction of comparative method lies in seeking uniformity versus uniqueness. But here lies, according to Ragin (1987, 19), the challenge of comparative method - *"trying to make sense of the diversity across the cases in a way that unites similarities and differences in a single, coherent framework."*

## **2.2. The Research Problem**

According to Strauss and Corbin (1990,34-36) the research problem could be found from several different sources: from the suggested or assigned research problem, from the technical literature, and from personal and professional experience. The starting point for my interest comes from professional experience. As a youth worker I experienced that in everyday life we move from one arena of action to another. In the adolescent's life these arenas of actions are home, school and leisure time. All these arenas have their own tasks and own regulations. In order to help the adolescent in his process of growing up these arenas should work together, define shared goals and regulations. In spite of good will co-operation was not what I expected.

Until the late 1980's the services in the municipalities were organized according to tight sectoral division. Due to the free municipality experiment (presented in the chapter 5) and the experiments in the local government as well as the economic recession the municipalities started to re-evaluate and to restructure their tasks and services. This was a challenge to the workers in the grassroots level too. How to cope in the pressure of decreasing resources? In Hämeenlinna the free municipality experiment resulted the restructuring in administration. Due to this youth work became part of social welfare ( see chapter 5).

Because of my background and because of the changes in municipalities my intent is to study about the premise for co-operation. I want to present a picture how social work and youth as well as their purpose, goals and methods are described in the literature and in the legislation. Besides this my intent is to tell how do these two professional groups see themselves and each other. Accordingly the research problem of the study can be presented as follows



### **1. The character of social work and youth work**

Their starting point, values and theories, target, goals and tasks as well as methods and means.

### **2. The premiss for co-operation**

The similarities and the differences between social work and youth work

How do the social workers and the youth workers see themselves and the other party

The study is a comparison of two professions through different themes. Therefore it is not comprehensive but a description of defined characters of the target. Consequently, if the similarities and the differences are represented in a way which facilitates to see the other in a different way the purpose of the study is fulfilled.

### **2.3. Previous Studies of Co-operation Between Social Work and Youth Work**

Because of the free municipality experiment and the experiment in local government I was very convinced that there are lots of studies of the municipalities which have done something in the social sector and in the youth sector. When I worked out what kind of studies there are about co-operation or integration in administration and what kind of literature there is about these I bumped into two interesting matters - academic research and work in the field.

From the late seventies up to the early nineties there were quite many studies about co-operation or integration in administration. In all these studies the social sector was the one party but the youth sector was not the other party in any of them. In the studies I found the other party was health care in the most of the studies (Perälä 1975, Kokko 1978, Keinonen 1978, Ylähollo 1992), the others were the employment office (Malmi 1980, Hartikainen 1983), the child guidance and family counselling centre (Koivumäki 1977) and the police (Levoniemi 1981, Valle 1993). By wading through these studies it is possible to get a quite clear picture of what happened to the social sector. But what happened to the youth sector? From my experience in working life I know there have happened some changes in the youth sector too. Is youth work too marginal in order to be an interesting studyobject? Or does the level of education have some kind of impact on the research? Youth work have lower level of education compared to social work. Does this explain lacking research orientation?

An other interesting matter I noticed while working out the previous studies and the literature was that all kinds of projects ( Sosiaaliturva 5/1991, Vintiötyöryhmän muistio) were carried out in the practice. People working with young people have started to work together because of the problems among the young. Such problems are for example intoxicant abuse, truancy, unemployment, and lacks in educational services. The methods used in these projects were different workshops, indenture education, camping, hiking, outing, sports, music. In all, activities, doing and being with young people. The main participants in these projects were the social sector, the youth sector, the school sector and the police. The youth sector and the police were not included in every project. The other participants were the health care sector, the physical education, the child guidance and family counselling centre, the children's institution, the parish and different organizations.

Why did I find this dichotomy between academic research versus practice so interesting? Practice has found youth work but the academic world hasn't. Maybe youth work is considered as marginal sector in administration and therefore it is not very popular studyobject. It is very small compared to any of those participants which were studied. Its resources are very limited - few workers, little money and the target of work is concentrated to the limited part of population. However, most of the methods, used in all these projects, are traditionally used in youth work.

### 3. THE WORLDS OF SOCIAL WORK AND YOUTH WORK

#### 3.1. An Overview to History of Social Work and Youth Work

##### About History of Social Work

The birth and the development of social work is based on the modernization of the society. In the process of modernization the amount of institutions increases and the division of labour differentiates. Characteristic to the modernization is also paid labour, nuclear family as well as equal democracy. (Sipilä 1989, 13; Matthies 1993, 99.)

As Sipilä (1989, 13-14) puts it there have been three phases in the course of modernization. First, the tribe society in which there were no administration nor suborganizations but the society was a part of nature. The second phase was the class society. The authority was concentrated to the elite which was co-ordinating the societal functions. During this phase the state started to form its organizations and some measures to secure livelihood was born. The bourgeois society with its leading ideology, liberalism, played a part in giving birth to social work in the third phase. Economic inequality caused by the market economy, the ideal of individualistic freedom as well as declining importance of charity of the religious institutions were a threat to form a reproduction vacuum. This means a situation when nobody takes care of the reproduction. In order to secure livelihood and to improve social environment in general the bourgeois society had to create new forms of security. Especially new movements, The Charity Organization Society (COS), the Settlements, and Reformism, demanded new ideologies and new organizational forms. (Sipilä 1989, 16-17.)

The Charity Organization Society (COS) was found in the USA in 1869 as an umbrella organization for the private charitable organizations. The aim was to organize and to systematize charity, to distribute relief rationally and effectively. All this meant new thinking - the poor, able to work, were supposed to earn their livelihood. The idea was to bring the poverty to an end. The historical importance of COS was seen in the use of paid workers which meant that social work was about to professionalize. The importance lied also in the use of case work. Hence social work was understood as work analyzing and comprehending the entity. (Sipilä 1989,24-31, Louhelainen 1985, 26-27.)

Another form of movement having an impact on the development of social work was the Settlements (found in England in 1884) which originally were the academic communities in the

slum areas. The idea was that by living and working among the poor it would be possible to understand and to solve the problems caused by the citylife. The movement emphasized mutual interests of all people as well as shared responsibility towards one another. The cause of poverty was individual according to the COS but from the Settlements' point of view the conditions of poverty were social and economic by nature. In consequence the aim was to improve the conditions of the poor by teaching and educating. The "life-long education" was stressed and therefore the activities were directed to the whole course of life. It also wanted to prevent class conflicts this is why it tried to increase the interaction between social classes. The Settlements developed community work, family social work as well as social group work. (Sipilä 1989, 36-44, Louhelainen 1985,28, Paukkunen 1981, 81-86.) The Social reformism had a political and societal viewpoint towards the question of poverty. The social conditions did not develop simultaneously with the technical development. Social reformism payed attention to the increasing gap between the rich and the poor and it accused the charitable organizations not to be able to alleviate poverty. Therefore it demanded state guaranteed minimum standard of living to the disadvantaged. In all, social reformism demanded great societal changes in order to improve the conditions of the poor. (Sipilä 1989, 40-42, Louhelainen 1985, 29-30.)

Above social work have been described as a result of modernization and how social work was born in different kinds of movements. Aila-Leena Matthies (1993, 99) has been studied the modernization of social work, how informal and formal are related. In the terms of contents the modernization means development of social work, use of the new methods, clearance of the nature of social work as well as the status of social work. (ibid., 99.)

The modernization of social work can be divided into three phases. Premodern altruistic social work emphasized co-operation between the citizens and the social workers. Tasks in premodern social work were based on the idea of a holistic community (*kokonaisvaltainen yhteisöllisyys*) as well as on the strong personal impact of a social worker. When social work forms an independent profession with an official status in societal work division social work moves to an other phase in modernization. This phase can be called as modern institutional and rational social work. Distance is taken towards tradition, common sense, holistic community, spontaneity, and lay mind. Instead science, planning, hierarchy and institutional distance become important so that the work is rationally taken care of. Matthies talks about reflective social work when she describes the last phase. Social work is working together with informal sector and with lays. According to her

reflective professionalism interpretes the problems interactively, learns by sampling and is critically self-assertive. (Matthies 1993, 100-102.)

Socialization [valtiolistuminen] of social work in Europe have followed three phases. The first phase was related to employment and to social insurance. The idea was to prevent class conflicts and to tie working-class to the state. In the second phase social services and public assistances were created. They were organized, run and taken care of by the state with the assistance of workers' movement and social democracy. The growth of welfare was stopped in the third phase. Direction is towards residual social policy which means means tested assistances as well as paid services. The civic organizations have their role in finding new solutions. (Sipilä 1989, 78, 83, 88.)

### **Finnish Social Work**

Finnish social work have been developed according to two traditions - Anglo-American charity and German-Swedish tradition as Louhelainen (1985) sees it. Anglo-American tradition includes three abovementioned movements but also Salvation Army, YMCA, YWCA (Louhelainen 1985, 26-29). According to him there were three reasons why the tradition of charity did not succeed in Finland very well. Firstly, the authorities, the church, the state and the municipalities, had always taking care of the poor. Secondly, the religion, Lutheranism, concentrated more on faith than on the acts of kindness. And thirdly, the economic structure which means that in Finland the number of the rich was not numerous. And on the other hand the level of urbanization was so low that there were any slum areas. Therefore there was no need for societal work. (Louhelainen 1985, 30-33.) German - Swedish tradition can also be called administrative tradition. It was bureaucratic, organization centered, and it was based on the legislation. It emphasized importance of laws, acts and decrees in a helping process. Measures how to help people with material or social problems were adjusted by the legislations. (Louhelainen 1985, 33.)

Socialization of social work in Finland was slow in the beginning. Help was mainly means tested. The World War II was the turning point. Special in Finnish social policy was that more attention was paid on public assistance than on income related insurance. (Sipilä 1989, 91-92.)

### **About History of Youth Work**

The historical background of youth work lies, according to Telemäki, on the philanthropic-ecclesiastical youth work, on the bourgeois youth work, on youth work in the worker's movement,

and on the standardization of youth work as well as on the child and youth protection. Characteristic to the philanthropic-ecclesiastical youth work was that it was based on the gospel. It wanted to accomplish an environmental change and to create a Cristian milieu. It was a reaction against secularization and rootlessness caused by industrialization and urbanization. (Telemäki 1984, 35, 1989, 21-23.) Due to the bourgeois youth work with the goal of sobriety and healthy lifestyle as well as with the help of the camps young people were found as an age group. The bourgeois youth movement offered an ideological safety net, miniature society with interrelations. The young oriented towards their environment, family and relatives. Traditional youth work wanted to lead the young to the relation with the family, the society and the church. (Telemäki 1984, 34-35, 1989, 23-27.)

Youth work in the worker's movement had an emancipatoric viewpoint. It fought for the social status of the young. Adolescents have special needs which should be taken into consideration. The young should also be part in societal decision-making. The importance of youth work in the worker's movement lied here, it realized the political value of the young and it created loyal political group orientation. Group was seen as a combat tool so that the living conditions could be improved. Hence youth work in the worker's movement was interested in organizing education, debates and demonstrations. Social relations and the amusements were in the second place. (Telemäki 1984, 34-36, 1989, 27-35.)

The standardization of youth work started from the World War I. Changes in the societal circumstances were seen in the new values as well as in the new commitments. The state was acting according to the principle of subsidiary which meant that the state was helping the progress of youth work by subsidizing the organizations. In the child and youth protection attention was paid on the distress and anxiety of the children and young people. Therefore the reformatory schools were found. However, the starting point is the discovery of childhood and youth. (Telemäki 1989, 35-43.) The image of childhood and youth was born when children and young people were understood as separate groups. During the history of childhood children and their parents have, according to de Mause, gradually come closer to each other.<sup>1</sup>

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<sup>1</sup> The six phases of childhood: 1.) Infanticidal Mode (Antiquity-300 A.D.): the problems in taking care of children were solved by killing them. 2.) Abandonment Mode (300-1200): Parents began to accept that even children have a soul. However, children were considered as evil, that their fundamental character is bad. The parents abandoned their children in order to escape the danger of their own projections. 3.) Ambivalent Mode (1300-1600): On the one hand parents had feelings for their child. This means that the child was allowed to enter to the emotional life of the parents. But on the other hand their duty was to mold the child, in other words to breed the child socially acceptable way. 4.) Intrusive Mode (1700): This was a turning point in a parent - child relations. The parents did not try to control only child's mind but also its will. However, the true empathy was possible. All this meant general improvements in level of care by

Since 1700 the attitude towards young people started to change. German Romanticism, 'The Sturm und Drang Era', had great impact on the development of youth which represented societal progress. There were several factors which influenced on the birth of youth as well as on the involvement of the youth movements. The development of educational system as well as the birth of the universities have had an important role in the history of youth. In a knight training and in the trade guilds the boys were educated inside the adult's world. Schools and universities meant that the young were separated from the adults and that the young were meeting in a new way. Further, the break of the class society and the birth of the new middle class had a liberating effect on the lifestyle in general. On account of this the life of young people changed. Traditional values and ideals became abstract; humanity and benevolence were valued. The improvement of the communication system had yet an influence on the birth of youth. Hence it was easier to contact as well as to spread information. (Telemäki 1984, 16-32.)

Up till the end of 1800 youth was a middle class' privilege. Not until 1900 all adolescents were understood as part of youth. Growing problems caused by industrialism, nationalism, increasing bureaucracy and patriarchy led to the birth of the youth movement. Young people wanted to protest and they were against prevailing routine type culture. The young wanted to find new lifestyles. The organizations aimed especially for young were found: YMCA 1844 , YWCA 1855, Wandervogel 1896, and The Scout Movement 1907. Also The Salvation Army (1878) and The Settlements (1884) had work with the young. They were paying attention especially to young people in the working-class areas. However the first 'youth organizations' were student bodies or related to trade guilds. (Telemäki 1984, 15, 19,32-33,62-63, 71-72, Louhelainen 1985, 27-28.) Youth work was used in order to keep the young safe from disadvantages of the industrialized society. The primary goal in the organization's work was to cultivate their members, to develop members' will and ability to be self-motivated as well as unprompted. Leisure time was considered as idleness which easily could lead to streetlife and crimes. The early youth work was aimed to the young in the working-class areas of the big cities, especially towards the boys. The girls were tied up with the household chores and so there were no need for special control for them. In the beginning youth work was based on the voluntary work. After the World War I societal crisis were seen also as growing problems among the young. At that time and especially after the World War

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parents. 5.) Socialization Mode (1800-1950): Parenting was less a process of conquering child's will but more training it, guiding it, teaching it and socializing it. It was important to teach and to train the child for the course of life. For the first time the father was interest in the child. 6.) Helping Mode (1959- ): Since the child knows its needs best the parents' task is to empathize with as well as to gratify and to fulfil the growing and altering needs of the child. (De Mause, 1974, 51-54.)

If youth work's efficiency as well as leisure time guiding were seen important by the state. (Telemäki 1984, 33-34, 47, Kaarninen, 1991, 23-25.)

### **Finnish Youth Work**

In Finland the development of youth work followed European example. The first 'youth organizations' were found around trade guilds and schools. But also ecclesiastical youth work, bourgeois youth work and youth work in the workers' movement were started here: YMCA in 1886, YWCA in 1896, The Salvation Army in 1899, The Scout Movement in 1909 and The Settlements in 1915, youth work in the worker's movement in 1897. In the field of youth work the Youth Society Movement (Nuorisoseura liike, 1881), the Agricultural Clubs (Maatalouskerho, 1928, later 4H-Organization) and temperance work (1884) as well as political youth work had a great impact in Finland. Child and youth protection was also started and in Finland; activities in leisure time and in the youth organizations as well as supporting parenting were seen as preventive work. All these organizations had the same goal: to improve cultivation and healthy lifestyle, self-confidence and self-motivation of the young. In order to achieve the goals they organized discussions, theater performances, choral singing, clubs, trips, camps, sports, arts and crafts, needlecrafts, education in first aid, swimming, scouting skills, and dancing, competitions in writing, playgrounds, vegetable gardens and workshops. (Telemäki 1984, 60- 77, Nieminen 1995, 17, 29, 35, 59, 66, 78, 110, 118, 130, 155.)

War time was a turning point also in Finland. Great attention was paid to the youth education (nuorisokasvatus). Already in the 1930's it was noticed that the school couldn't take care of the youth education all by itself. Again in the 1940's it was stated that there is a need for educational work outside the school. The question of boys was special also in Finland. Another special question which was a proof of the strength of youth work during the war time was 'work camp activity'. The standardization of youth work was emphasized in the 40's. In 1944 National Youth Board (Valtion nuorisotyölautakunta) was found in order to make initiatives, proposals and research. In 1945 the Ministry of Education recommended the municipalities to establish youth work boards. The motive for the recommendation lied in the growing juvenile delinquency, increasing use of alcohol and decreasing morality. The youth organizations wanted to tighten up their co-operation. Therefore, in 1946, the Association of the Representatives of the Youth Organizations in Finland (Suomen Nuorisojärjestöjen Edustajisto) was found. Its task was to follow the development of youth work both in Finland and abroad, to take care of general publicity and to



obtain financial support for the organizations. (Telemäki 1984, 80, 82, 87-88, 93-96, 100-101, Nieminen 1995, 186-187, 189-190, 204, 220-221, 243, 265.)

### **In Short**

Modernization of the society, industrialism, and urbanization caused problems. Attempts to solve the problems created the need for social work as well as for youth work. Before socialization (valtiollistuminen) social work and youth work were organized by the volunteers in the charitable or civic organizations. Later the tasks have been a part of public activities, organized by the state and the municipalities. Starting point in social work was poverty and distressed situation of an individual. In youth work the starting point lied on idleness and education in leisure time. Social work was targeted to the poor whereas youth work was targeted to the young, especially to the working-class' boys. Even though the target in social work is much more comprehensive than that of youth work, they shared the interest in the young. Albeit the orientation in social work was towards the problems while in youth work the orientation lied towards leisure time they still had some common goals, environmental changes for example. Due to the starting point and the goals they used mostly different kind of methods. However, they shared the diversity of the work content.

### **3.2. The Picture Defined by the Literature**

Because I am studying Finnish organization this overview is based on Finnish interpretations of social work and youth work. I want to compare the similarities and the differences between these two. This overview is organized according to five themes I considered essential in understanding social work and youth work. These themes are 1) what is it ?, 2) the values and the theories, 3) the target, 4) the goals and the tasks, and 5) the methods and the means.

#### **What is it?**

What is social work or youth work? How to describe them? Social work can be understood or called as a science or a subject, as a professional or as a societal practice, as a part of societal or administrative system, as a movement, as an ideology, or as a profession. Social work is a part of societal system, which maintains continuity and normality of everyday life. Continuity and normality means that social work helps those, who need help. Typical for social work is that the field of tasks and the means of work are undifferentiated and unlimited. (Sipilä 1989, 57-63.)

Characteristic for social work is helping and control. It gives education for the survivors and when needed it makes direct interventions. Social work can be called as technique of moral and reproduction of labor force. Essential in social work is material helping, which leads to reproduction of labor force and to reproduction of societal relationships. (Sipilä 1985, 134-137.) Karjalainen and Saunamäki have stated that social work is caring and interventions. This means that control, discipline and authority are unavoidable parts in social work. (Karjalainen & Saunamäki 1997, 183.) Social work is an essential part in organizational system in society and it has got the special task from the society. This task obliges social work to make an intervention in a situation where there is a disturbance between an individual and his surroundings or there is a threat for disturbance. Thus social work starts from a change and it can be caught in a change. (Eskola 1993, 11-12.) Social work as well as social worker could be described as a surface or a mirror which is strengthening and supporting the change (Lindqvist 1997, 57). It can be said that social work is work for alteration. It is prime mover and it should have as holistic viewpoint as possible on a person's own and unique life situation. (Kantola 1997, 202, 206, Karisto 1997, 142.) In all, in the 1990's social work can be called as work for change; the changes in the life situation as well as the needed skills to act are in the goal. (Kananoja 1997, 6, 42; Kantola 1997, 206.)

In the 1990's there were changes in everyday life, differentiation in lifestyles, centralized directed welfare state and pluralism, there were also aspiration to solutions based on market economy, to expansion of freedom of choice as well as to reduction of costs. All this reshaped social work. It caused changes in the methods and in the means as well as in the professional expertise. (Mutka 1998, 11, 14-15.) Political, economic, technical, social and cultural turning points caused problems in relations between social work and 1) political thinking, ideologies, solutions in welfare state and in social policy, 2) the users of the services, the clients and the social movements, and 3) doctrinal tradition, conception of knowledge and expertise. (ibid. 12, according to Walter Lorenz 1994, 8-9.)

Nieminen have said that the definition of youth work can be extensional or intensional. The former means that all the phenomena, which are included in youth work are described and according to the latter, all those features, which separates youth work from other phenomena, are represented. As an example of typical phenomena in youth work Nieminen have quoted Dieter Baacke's ideas: participation is voluntary, lack of force, homogeneity of the age distribution, flexibility, orientation according to the needs, learning based on experiences, group orientation, and positive attitude towards the participants. Central in youth work is the lack of force and voluntary

participation. (Nieminen 1991, 1-4) From Värri's point of view the role of youth work is to secure the possibilities to grow up and to help young in their way of maturing [kasvamaan saattaminen]. This means that youth work should understand and interpret the needs of young people and it should emphasize youth's viewpoint in societal decision-making. Arising out of this the most important starting point in youth work is to take care of the interests of the young. (Värri 1992, 66-79.)

Telemäki have said that with the help of youth work the growth and the development of the new generation should be improved. From pedagogical viewpoint youth work is alterable. youth work is socially creative, it can give form to something new, it is willing to create better social circumstances, living conditions and forms of activities. (Telemäki 1986, 14)

### **The Values and the Theories**

Values are beliefs about how to act, how to talk. They are criteria, preferences, or assumptions about how the world should be, what is desirable or good. (Pincus & Minahan 1973, 38, Siporin 1975, 65, Sipilä 1989, 171-172, Hepworth & Larsen 1993, 8, Hellsten 1993, 131.) Hellsten have also stated that in social policy values are opinions prevailing in thinking of central goals that the individuals, the society and the humanity have. They places great demands on commitment. Even though they are relative established it is possible that they could be changed according to the changes in circumstances, the needs or culture. Values are legitimating the institutions, making them accepted. (Hellsten 1993, 131-132)

As Sipilä puts it (1982, 178-179) the starting point in Scandinavian social work is the equality between people. In the modern society a person must have the means to control himself, which means that a person has consciousness, sense of justice and motivation, which together with "positive expectations will fasten a person to the society" (ibid. 178). Historically the starting point in social work is to improve the welfare of the disadvantaged. Social work should create possibilities for individual's growth. Justice, sense of responsibility and balance of mind are considered as basic values in social work. (Kananoja & Pentinmäki 1977, 22, 89.)

The basic values in social work are according to Sipilä the respect for humanity, person's autonomy, individuality, and acceptance. The respect for humanity is the only value, which is undisputable, all the others includes conditions. The respect for humanity is considered as basic value because each one of us have a value as a human, on the grounds of humanity. This means that the qualities of a person are not defined. As a condition for the autonomy is the idea of inviolability of the freedom and autonomy of a person. To support the selfunderstanding is one

mean to improve the autonomy but here lies also a problem. In order to support means the use of control and guidance, which could be understood as a threat for the autonomy. (Sipilä 1985, 171-173.) The autonomy is a very important factor in the worker-client relationship as Ketola and Kevätsalo (1994, 34) sees it. How to act without insulting the client's autonomy nor the respect for humanity when the relationship between the worker and the client is greatly determined outside the relationship (Lehto 1997, 103). Individuality is closely connected with the autonomy. Individuality means that everyone has right to define own goals and own happiness (Sipilä 1985,171-173). A person's acceptance means that a person must not be abandoned or condemned but a person's actions must be understood. A person does not mean the same as a person's actions, it is important to learn to separate these two. (Sipilä 1985, 171-173.)

Acceptance is an important factor also in youth work. As Liljesröm (1987, 109) says "*A young wants that he is accepted and that attention is payed to him.*" (Translation by L. Kaarineva) According to Värri the basic ideas, values in youth work are historically and socially defined. The commitment is temporal. He emphasizes that most important in youth work is that participation is voluntary and that there are no demands for competence. He considers these as basic values for youth work. He also thinks that here lies the uniqueness of youth work compared with the other institutions of socialization. He says that the most important starting point in youth work is to take care of the interests of young people, to take care of the rights of an individual. (Värri 1992, 69-74.) In Nuotra (Nuorisotyön strategia, The Strategy of Youth Work) the values are defined from the adolescent's point of view. A young person has right as well as responsibility to build his own future. This means that a young should have possibilities as well as abilities to build the future. Here it is possible to make comparison to Sipiläs idea of individuality. Accordingly "everyone has right to define own goals and own happiness". (Nuotra 1993, 7.) Telemäki (1989, 76) says that the nature of youth work includes two basic factors: freedom and responsibility, which must be emphasized equally.

According to Sipilä (1985,134) scientific, intellectual, doctrinal and ideological basis in social work comes from psychoanalysts' thinking. Whereas Kananoja and Pentinmäki (1977,22, 44) are thinking that social work is based on humanitarian philosophy and that importance of science in social work is based on the idea how it will help social work to help the clients. Social sciences and behavioral sciences are giving necessary basic knowledge for social work. According to them scientific basis in social work means theories and results, which are adjusted for social work and its practices. Social work need theoretical knowledge 1) from the human, and the dynamics of

behaviour, 2) from the society, social situations, and the dynamics of social environment, and 3) from the interaction between an individual and social environment. (ibid., 43-44.)

As Nieminen sees it the theory of youth work is a composition of prejudices and concepts, which are directing the youth worker. The theory must include the idea and the concept of the society, the idea and the concept of the human, the concept of nature, the understanding of the purpose of youth work, the understanding of the youth work's methods as well as the basis of the values, ideas. (Nieminen 1991, 6-12.)

### **The Target**

According to the target social work can be constructive social work, and social work with individuals, family social work, and community work. So, the target in social work could be an individual, his finances or psyche, a family, social relations between people, suburbs, and villages, as well as administrative institutions. (Sipilä 1989, 63-65.) On the ground of this, it is possible to say, that the content of the target in social work is distress, need of help, and need of societal changes. According to Pohjola (1993, 68) the target is, in the work with the clients, based on the person's life situation, on the person's activities in the circumstances in his life. As Kananaja (1997, 5,33) sees it the target in social work are people who are the weakest. In Ritakallio's words, the need for social work will focus on those clients who have low income and who are weak in mastering their lives (1997, 74). Somehow it could be said that there is a 'reason' to be the target. In youth work the 'reason' being the target is not a problem or life situation but a stage of life. This means that people in certain age are the target. In youth work this 'age' is youth. Youth work is aimed and targeted to all young people. According to Telemäki (1991, 27) youth could be divided into two phases: the first phase is connected with the school age and the second phase is connected with the period when a young is entering working life.

### **The Goals and the Tasks**

The aim in social work is to develop the skills of the client to master his life. Ideologically it means that social work is developing the self-motivation of the client, influencing on the surroundings, respecting the autonomy of the client and keeping the worker-client relationship equal. From the social work's point of view the problem, which must be rectified, is the lack of selfcontrol. Therefore the task of social work is to increase the selfcontrol of the client as well as to make it easier to cope in the society. (Sipilä 1985, 138, 141-142.) As Sipilä sees it social work is solving the problems between the individual and the society. This means that social work is trying to adapt the individual

to the society. (ibid. 139.) According to Pohjola (1993, 68) the purpose of social work is to get a person act appropriately according to his abilities. From Kananoja's point of view social work have two fundamental tasks. First, to prevent difficult lifesituations. And second, to strengthen the possibilities of the weakest to act. Affecting on living conditions and preventive task have been emphasized during last years. Social work is based on mutuality; the social workers as well as the clients are both responsible for the end result. The goal is the change in the lifesituation as well as in the skills needed. (Kananoj 1997,5,21,42.) Also Forssen thinks that the task of social work is to strengthen the possibilities of the clients to master their lives. To promote the external conditions lies in the focus. This will lead to the better internal abilities to master one's life. (Forssen 1997,164.) As mentioned before that according to Karisto (1997, 142) social work is work for change which means that social work is prime mover in order to get things happen and to get people to act. This is called with the term 'empoverment'. Further ,according to Karisto (1997, 131, quoted from Anthony Giddens 1994,185-187), social work have in the near future very important task in emphasizing 'the second chances' and 'starting again' principles.

The goal in youth work is to help a young person to join to the society as well as to give possibilities to develop personality says Nieminen (1991, 4). Youth work includes the view that it is diversity factor having an impact on the process of socialization, where a young is both a subject and an object. (ibid. 4.)

According to Nuotra (1993,10) the idea of youth work is to offer many-sided situations to grow up and "*to clear the hindrances and to open the knots*". In order to achieve these youth work is acting through two operational modes. First, action in peer groups and support of a revering adult. Second, to develop the living conditions of young people. (ibid 11.) As Laasanen (1991, 59) sees it youth work's main task is to create such control system for youth activities, which nobody else can't do. According to Kärkkäinen the content in youth work must improve the possibilities to grow up as well as to improve the opportunities for civic activities. He continues with the opinion that youth policy is the policy of actions for the benefit of the young. Youth work's task is to point out youth perspective in decision-making and planning. (Kärkkäinen 1987,22-23.) Priority in youth work is to guarantee social and material basic security as well as to adapt young people to the basic rules of the society. Youth work's task is to create different possibilities for participation, to give the young space to grow up, space to find alternative solutions and space for mutual relationships. (Värri 1992, 77-79.)

In Nuostra the main tasks of youth work can be determined according to four areas. These areas are 1) growth and civic activities, 2) the living conditions of young people, 3) internationality, and 4) prevention of exclusion. Growth means development and change in a person and his surroundings. In the goal there is a person, who can take care of himself, has feelings, is independent and who has the sense of responsibility. This can be achieved by the strong activities of the young, the opportunities to grow up, to influence and to act. Further, by vital civic activities, and when youth work is considered as work done by everyone working with young people, and when the new forms of co-operation are created. (Nuostra 1993, 11-16)

The living conditions of young people means those conditions with which a young is able to build the future. It includes for example the possibilities for education, employment, income, housing, surroundings, health care, and mental welfare. Accordingly, youth work should be cross-directional co-operation. (Nuostra 1993, 18.) Through internationality it is possible to give skills and knowledge to act locally and internationally. It means also abilities in interaction as well as understanding of the other cultures and tolerance. Internationality does not forget the strengthening of own cultural identity. (Nuostra 1993, 20.)

Exclusion means that the ties between a young and a society are weakened. It is caused by the lacks in the control of life, lacks in skills, knowledge and abilities which are needed in everydaylife. From a young's point of view it means drifting outside the normal life. In order to prevent exclusion the persons and authorities in different fields should co-operate, preventive actions should be focused on the young between 9-15 of age. The young, who are in trouble should be searched and identified and their abilities and possibilities should be strengthened. Guidance and publicity must be directed for young people. (Nuostra 1993, 22-23.)

### **The Methods and the Means**

There are several forms of work used in social work. With control and socialization the client is tried to adapt to the society. With support social work gives guidance and advices as well as resources to the client. (Sipilä 1989, 63-65.) Control is part of the understanding of human which defines normality. Person's control means that resources or allowances are given according to regulations and norms and that the conditions to these benefits are fulfilled. (Pohjola 1993, 70.) The inner rationality of the actions of the client as well as his abilities to communicate are achieved by therapy. Community work and constructive social work are also work forms in social work. The

idea is to improve the co-operation among the population, to improve the social relations as well as the feeling of solidarity. (Sipilä 1989, 63-65.)

Kananoja divides social work into four arenas. 1) Work with the clients. This includes social work which is preventing and decreasing exclusion, rehabilitating social work, co-operation with employment agency and child protection which means work with the young as well as work supporting parenting. 2) Social work with the tenants, regions and communities. This means that with the help of social work the tenants' and the clients' participation is increasing. This means also work with clients from different cultures. 3) Expertise in community planning, in the projects in suburbs, in housing question, in health care and in psychosocial teams. 4) Futureplanning which means development of new work methods. (Kananoja 1997, 65-66, 71.)

Control, discipline and power are inevitable parts in social work. However, profounding exclusion places traditional methods used in social work under question, demands new methods. Therefore the amount of outreach work is obliged in social work. (Karjalainen and Saunamäki 1997, 194-195.) The measures of support, which are normally used, are not always applicable to all clients. Thus functional methods and activities could be a way to work. (Forssen 1997, 179.) In all, in 1990's broadness, project working, going out to the field, multi-professionalism, new co-operation partners, new working methods such as preventive, holistic, solution oriented and reflective work methods as well as living conditions, group work and course activities were emphasized. (Kananoja 1997, 29-30, Karisto 1997, 132, 143, Laitinen 1997, 100, Lindqvist 1997, 61, Maaniittu 1997, 24-25, Pösö 1997, 147-148, Torppa 1997, 244-245.) Torppa is, however, criticizing project working. as he sees it, after the project is closed the workers start to work according to the old model again. (Torppa 1997, 242-245.) Ala-Nikkola is talking about increasing need for coordination. According to her, we, in Finland, have entered to the 'model of multiproducer' (monituottjamalli) which means that besides the public sector the organizations, firms, and relatives are producing more services and this increases the need for co-ordination of the services. (Ala-Nikkola 1997, 224.) Aila-Leena Matthies says that social work should have ability to open itself to non-institutional and non-professional partners. She continues that social work should get rid of juxtaposition in order to achieve mutual opening. This means condition were social work meets civic activities. (Matthies 1994, 3)

Preventive work is emphasized in the discussion concerning social work in the 1990's. It is like a slogan which reflects the present. According to Lehtinen (1997,29) the idea of preventive work is



to aim the change in order to maintain or increase the welfare of people and to decrease the risks. She continues that rectifying work (usually connected to social work) is also aiming to the change but in a different way. It tries to remove the existing problems and at the same time it tries to prevent these problems to turn more serious. (ibid., 29.) In order to make preventive social work happen it is necessary to go out to the people, says Torppa (1997, 242-245). Preventive work includes four arenas where it works. Firstly the living conditions and life mastering which includes community planning, housing, transportation, education, employment, income, opportunities to act, leisure time and culture. Secondly prevention which is focused on insecurity, exclusion, loneliness, helplessness, deviance, the problems in the family or contemporaneity of the problems. Thirdly course of life which includes childhood, youth, adulthood and old age. The last arena is the policy of activities. (Pajukoski 1997, 2.)

Because young people are not a homogenous social class or group youth work should have a wide range of methods says Värrö (1992, 71). According to Elomaa (1987, 50) youth work could be described through its operational modes. Activities are collecting, uncollecting, direct or indirect. According to Elomaa collecting/direct activities are for example camps and clubs. Work with marginalized youth could be called uncollecting/direct. Collecting/indirect activities could be visits in schools whereas publicity refers to uncollecting/indirect activities. [välitön/kokoava toiminta, välitön /ei-kokoava toiminta, välillinen/kokoava toiminta, välillinen/ei-kokoava toiminta]. Nieminen (1995, 412) defines the methods in youth work as small group activities, cultural activities, educational and course activities, camps, excursions as well as pressure activities. Besides these, the methods used in youth work are described also as participation in societal activities, organized support activities, youth publicity, youth exchange and youth traveling, clubs and physical activities (Nuorisotyön yhteiskunnallinen..., 6).

### **In Short**

Social work and youth work have much in common. They share the idea of the possibilities to grow up, to master one's life. They are both interested in living conditions of their target and they try to adapt their target to the society. Individuality, acceptance and equality are important to both of them. The difference in the target and in the starting point leads to different methods. However, the 1990's changed the situation quite a lot. New orientation in social work demanded new methods, new working forms and co-operation partners whereas new orientation in youth work meant the questions of living conditions and prevention of exclusion. Due to the new orientations these two

became closer to each other. In the following table social work and youth work are represented in a nutshell. It is easy to compare the similarities and the differences.

Table 1. Comparison between Social Work and Youth Work According to What is it, Values, Theories, Target, Goals/Tasks, and Methods/Means.

	social work	youth work
What is it?	Work which maintains normality and continuity of everyday life	Work which secures the possibilities to grow up
Values	Equality between people Improve welfare of the disadvantaged  Respect for humanity Person's autonomy Individuality Justice Acceptance	Take care of the interests and rights of young people  Young's rights, responsibility Voluntary participation No demands for competence Acceptance
Theories	Theories and results which are adjusted for work and its practices  Theoretical knowledge of human, dynamics of behaviour, society, social situations, interaction between individual and social environment	Composition of prejudices and concepts directing the worker  human society nature youth work, methods basis of values, ideas
Target	Individuals Social environment Societal structures <----> life situation ----> reason	Young (school aged, young entering working life)  <----> stage of age ----> age
Goals/ Tasks	To get a person to act appropriately according to his abilities To help a person to cope with the society To increase person's selfcontrol To strengthen the possibilities of the client in life mastering Changes in lifesituation and in the skills needed Preventive work	To create possibilities to develop personality, to grow up To join the young to the society To point out youth perspective in decisionmaking and planning Growth and civic activities The living conditions of the young Internationality Prevention of exclusion
Methods/ Means	Control Socialization Support Therapy	Small group activities Cultural activities Education and course activities Clubs, camps, outing, excursions

Functional methods and activities	Pressure activities
New partners	Societal participation
Co-ordination	Support activity
Multi-professionalism	Youth publicity
Project working	Youth exchange, traveling
	Physical activities

### 3.3. The Limitations of the Legislation

Here The Social Welfare Act, The Child Welfare Act, The Child Custody and Right of Access Act and the Youth Work Act are studied and compared. From all laws in social sector these three laws were chosen because the first one defines social work, the second gives the picture of child welfare, the conditions of upbringing and the operational modes and principles of child welfare, and the last one defines the content of child care. New Youth Work Act came into force in 1995 but I'm not dropping out the old law because the administrative restructuring in Hämeenlinna started during the old legislation.

In 1909 the Parliament wanted the Government to prepare legislation concerning child welfare. However the law did not come into force until 1936. It was oriented towards symptoms which means that before help was given certain distinguishing features had to exist. The law pointed out the guilty ones. In the legislation the idea of consequence or punishment was dominated. Changes in society (like changes in economic structure, women in labourmarket, loosening between the generations) as well as in social problems and attitudes demanded new legislation. In 1983 the new Child Welfare Act came into force. New keywords were counselling, guidance and lay helper activity. (The Government Bill 20/29, 13/83, 11.)

In 1943 the Parliament deliberated how civic education and welfare of the young could be taken care of. Even though youth organizations were supported, youth workers were educated and the municipalities were recommended to establish youth work boards the legislation did not come into force until 1972. Changes in society (like rise in standard of living, in leisure time, in opportunities to have fun and travel) created the need to develop youth work. There was a need to guide the young to educational and civic activities. In the 1980's the legislation together with physical education and culture was standardized in order to get their cooperation more effective. The policy in youth work was connected to the concepts of leisure time and civic activities. The new Youth Work Act of 1995

emphasized the abilities of the young to master their own lives. (The Government Bill 47/71, 167/85, 298/94, 5.)

Child welfare, youth welfare and youth work have had many similarities in history. Differentiation in administration started in 1922 when child welfare was shifted from the Ministry of Education to the Ministry of Health and Social Affairs. The separation was sealed in 1944 when youth work was placed in the Ministry of Education. (Nieminen 1995, 156, 319.)

### **The Purpose and the Goals**

Social work is one of the social services the municipalities should organize. Social work means counselling, guidance and investigation of social problems as well as other support measures intended to maintain and promote the security of individuals and families and their ability to cope as well as the functionality of communities. The work is done by professional welfare staff. (Social Welfare Act 710/82 18 §.)

The purpose of child welfare is to develop the services for families with children so that it would be possible to prevent problems and to support both the children and the young as well as their custodians. The central principle is the best interest of the child. (The Government Bill 13/83, 1.)

The child is entitled to a secure and stimulating growing environment, and to a harmonious and well-balanced development besides this the child has a special right to protection. The aim of child welfare is to ensure a child these rights by providing a good general growing environment, by assisting the custodians in child upbringing, and by providing family-oriented and individual child welfare. These rights are subjective and the special protection is given for the situations when there is a disagreement of the interests between the child and the parents. The goal is to secure child's care in all circumstances. (The Government Bill 13/83, 16, Child Welfare Act 683/83, 1 §.)

According to the Child Custody and Right of Access Act (361/83, 1§)

*"The objects of custody are to ensure the well-being and the well-balanced development of a child according to his individual needs and wishes, and to ensure for a child close and affectionate human relationships in particular between a child and his parents.*

*A child shall be ensured good care and upbringing as well as the supervision and protection appropriate to his age and stage of development. A child should be brought up in a secure and stimulating environment and should receive an education that corresponds to his wishes, inclinations and talents.*

*A child shall be brought up in the spirit of understanding, security, and love. He shall not be subdued, corporally punished or otherwise humiliated. His growth towards independence, responsibility and adulthood shall be encouraged, supported and assisted."* (Translation by Department of Legislation, Ministry of Justice)

According to the Youth Work Act (1068/85, 1 §) youth activity, youth work and youth policy are the central concepts in youth work. 'Youth activity' means civic activities of young people as well as other leisure time activities improving growth and citizenship skills of the young. Youth activities should mainly be organized by the youth organizations. When it is needed the municipality should organize youth activities. With the help of 'youth work' necessary resources for youth activities are created. The role of the state and the municipality is to create the resources. 'Youth policy' means that societal policy must be oriented and implemented in the way that the possibilities to grow up, to develop, to influence as well as the means of subsistence of young people are considered. According to the Government Bill (167/85, 3) youth policy is policy of action, which is penetrating all the sectors of societal policy. Therefore the tasks of cooperation are emphasized in the legislation. Hereby it is possible to improve youth work's educational objectives, and increase regional access and participation. (ibid. 1.)

Youth activity and youth work are the concepts also in the new legislation. According to the new Youth Work Act (235/95, 1-2§) the main principle in youth work is to create equality between the members of the society in relation to the public services. *"Youth work means measures for improving young peoples's living conditions and creating conditions for young people's civic activities; and youth activities means young people's civic activities which promote their personal growth and citizenship skills."* (Youth Work Act 235/95, 2§, translation by Ministry of Education) On the whole, youth activities should be organized by young people and their communities as well as by the youth organizations. Further the purpose of youth work is to improve the equality between generations and genders, to improve regional equality in Finland, to improve tolerance and the plurality of cultures as well as to promote the sustainable exploitation of nature. In all an adolescent is an individual who is responsible for his life and who has rights in relation to the society. (The Government Bill 298/94, 5)

The new legislation of youth work emphasizes the role of the young in organizing youth activities. It also emphasizes the living conditions of young people. Therefore youth work needs to create the necessary knowhow of young people so that they would have the abilities to master their lives. (The Youth Work Act 235/95, 4§, The Government Bill 298/94, 5, 7.)

### **The Target**

The task of social work, child welfare and youth work is to organize different services for children and young persons. But how to define a child and a young person? Social work is focused on the

individuals, the families as well as on the communities (Social Welfare Act 710/82, 18§). According to the Child Welfare Act (3§) a child is a person under the age of eighteen and a person under twenty-one is young.

Age limits in youth work are mentioned in the Youth Work Statute (1069/85, 1§, 410/95, 2§) where the youth organizations are defined. An organization can be called a youth organization when two thirds of its members are under the age of twenty-nine. Otherwise there is no definition of a young person. But, in youth work, when the law is applied, a young means a person, who is mainly from seven up to twenty-eight of age. However, the rights and the duties are defined in much larger scale, so youth work can't be limited to these age groups (The Government Bill 167/85, 3).

### **The Methods and the Means**

Social work is carried out as individual, family and community oriented social work as well as social work administration and with other methods needed (Social Welfare Statute 607/82, 7 §). The starting point in social welfare is a social problem. Therefore the task of social welfare is to anticipate, to detect, to prevent, and to rectify the problems (The Government Bill 13/83,19).

In child welfare it is necessary to develop the general growing environment, to support the custodians in their upbringing task as well as to carry out family and individual oriented child welfare in order to protect the child's rights (Child Welfare Act 1-2 §). The development of the growing environment means actions which directly or indirectly have an impact on the environment (The Government Bill 13/83). According to the Child Welfare Act (6§) the development of the growing environment means that *"the social welfare board and other local authorities shall follow the development of children's growing environment, rectify any defects in it and prevent such from arising."* (Translation by Central Union for Child Welfare in Finland) The very important aim in child welfare is to support children, young people and their families in their own environment (The Government Bill 13/83,19). The social welfare board must give information and professional help concerning growing environment and social problems of children and young persons (Child Welfare Act 6 §). When developing its services in the social and health care, in school sector and other services for children, young people and families with children the municipalities need to take into account the function the services have as well as the needs and the wishes of the children and young people. With the help of these services the custodians are supported in child upbringing. To

support parenting means cooperation between all different authorities. With this cooperation the possibility of the family and environment to improve favourable growth of the child is developed. (The Government Bill 13/83, 20, Child Welfare Act, 7 §.)

The methods in family and individually oriented child welfare are the measures of support in non-institutional care, taking into care and foster care as well as after-care. The measures of support in non-institutional care always take priority over the others. (The Government Bill 13/83, Child Welfare Act, 8 §.) The most important principle in child welfare is the best interest of the child. The other principle is that the parents and the other persons taking care of the child shall be supported in child upbringing in order to establish a favourable and permanent growing environment. (Child Welfare Act 9 §.)

As the measures of support in non-institutional care the social welfare board of the local authorities must "1) *arrange for a lay helper or supporting family, and adequate therapy; 2) assist a child or young person in his education and training, in job and house finding, and in his leisure activities and other personal needs, by helping him financially and otherwise; and 3) organize holiday and recreational activities.*" (Child Welfare Act 13 §, translation by Central Union for Child Welfare in Finland.) The municipality is responsible for organizing child welfare according to the needs that exists in the municipality (Child Welfare Act, 4§). The social welfare board shall confirm the general principles and instruction concerning child welfare. In these instructions there are information of how to be prepared for problems, how to proceed and from where it is possible to get the services. (The Government Bill 13/83, 17).

Youth work is carried out as youth activity and youth work, and according to the law of 1985 as youth policy. In 1985 as well as in 1995 youth activity have the same idea which is the civic activities of young people which are improving growth and citizenship skills. The idea of youth work have changed quite a lot from the year 1985 to 1995. In 1985 with the help of youth work the possibilities and resources for youth activities were created. As means this meant for instance constructing the youth premises, supporting the youth activities, employing the youth leaders as well as education and publicity. According to the new legislation creating possibilities and resources means financial support. The main task of youth work, in the 1995 legislation, is to improve the conditions of the young to master their lives. This means measures which are dealing with dwelling, income, work, health, education, internationalization as well as the services for

hobbies, culture and leisure time. (Youth Work Act 1068/85 1§, 235/95 2§, The Government Bill 167/85, 3, 298/94, 7.)

The youth board is the administrative organ in the municipality, which is responsible for youth work, youth activities and youth policy. It is responsible for cooperation with the authorities and the organizations in the field of youth work. It can also make proposals and initiatives of the matters concerning living conditions of young people. The idea in the new legislation is that the obligation of youth work cannot be targeted to certain named sector. (The Youth Work Act 1068/85 4§, The Government Bill 167/85, 3, 298/94, 5.)

### **In Short**

Even though, according to the laws, the starting point of social work and youth work (according to Youth Work Act of 1985) differs quite a lot there are, however, many similarities between these two. The new Youth Work Act of 1995 changed the situation, relations between these two. Due to the new youth work legislation social work and youth work have become much closer to each other. The starting point in social welfare is a social problem. Therefore the task of social welfare is to anticipate, to detect, and to prevent, as well as to rectify the problems. On the contrary to social welfare "old" youth work was oriented towards leisure time. The idea was to create possibilities for youth activities but besides this youth work should take care of cooperational tasks in youth policy. The new Youth Work Act not only emphasizes leisure time activities but gives the municipalities new tasks. Youth work should improve the living conditions of the young, improve equality between generations, genders and regions, improve tolerance and cultural diversity as well as to promote sustainable exploitation of nature.

So, the new Youth Work Act brought social work and youth work closer. An other way to look at the similarities and the differences is the target. Even though the age limits does not differ so much, the understanding of that, who is in the target, differs. In youth work the idea is that all who are under the age of twenty-nine are in the target. As a result of this it is possible to say that the idea of the target in youth work is general. Here again the new legislation changed youth work - it have become more directed. In social work the target consists mainly of those, who need the services, help. The biggest single difference between social work and youth work was rectifying work but according to my opinion this have changed too because of the new youth work legislation.



Although the methods and the means are different the purpose and the goals have very much in common. The similarities can be found from the following aspects: the best interest of children and young, growth and living conditions, preventive work and cooperation. Both, social work as well as youth work, are working for the benefit of children and young people. They both try to create conditions and possibilities for welfare of children and young people. Non-institutional care, in child welfare, have very much in common with youth work. Common features can be seen in support dealing with education, work, income, dwelling and hobby, culture and leisure time services. New tasks in the new Youth Work Act gives youth work even greater possibilities and duties to weave from one task to an other than youth policy did in the old law. The new legislation gives youth work clear obligations. In the following table there are some main points of these two and there it is easy to see the similarities and the differences they have.

Table 2. Comparison between Social Work/Child Welfare and Youth Work According to the Legislation on Purpose, Goals, Target, Methods, and Means.

	social work / child welfare	youth work	
		1985	1995
purpose	<ul style="list-style-type: none"> <li>- to prevent problems</li> <li>- to support children, young and their custodians</li> <li>- the best interest of child</li> </ul>	<ul style="list-style-type: none"> <li>- to create resources and conditions for youth activities</li> </ul>	<ul style="list-style-type: none"> <li>- to create equality between the members of the society in relation to the public services</li> </ul>
goals	<ul style="list-style-type: none"> <li>- to maintain, to improve security and capacity of the individuals, the families and functionality of communities</li> <li>- secure and stimulating upbringing</li> <li>- harmonious, well-balanced growth</li> <li>- special right to protection</li> </ul>	<ul style="list-style-type: none"> <li>- to improve growth and citizenship skills of young</li> <li>- regional access of the activities</li> <li>- equal possibility to participate</li> <li>- possible to grow up, to develop, to have an opportunity to influence</li> </ul>	<ul style="list-style-type: none"> <li>- to improve growth and citizenship skills of the young</li> <li>- to improve the living conditions of the young</li> <li>- to improve               <ul style="list-style-type: none"> <li>* equality between generations, genders and regions</li> <li>* tolerance, plurality of culture</li> </ul> </li> <li>- to promote sustainable exploitation of nature</li> <li>- to support the conditions of young to master their own life</li> </ul>
target	<ul style="list-style-type: none"> <li>child: a person under 18</li> <li>young: a person under 21</li> </ul>	<ul style="list-style-type: none"> <li>all under 29 of age (mainly 7-28, limits are not tight)</li> </ul>	<ul style="list-style-type: none"> <li>all under 29 of age</li> </ul>
methods	<ul style="list-style-type: none"> <li>individual, family and community oriented social work, social work administration, other</li> </ul>	<ul style="list-style-type: none"> <li>youth work</li> <li>youth activity</li> <li>youth policy</li> </ul>	<ul style="list-style-type: none"> <li>youth work</li> <li>youth activity</li> </ul>

methods needed	
means	<ul style="list-style-type: none"> <li>- counselling, guidance,</li> <li>- to solve the social problems</li> <li>- the measures of support in non-institutional care, taking into care, foster care, after-care</li> <li>- to develop the upbringing conditions</li> <li>- to support the custodians</li> <li>- co-operation between authorities</li> <li>Measures in non-institutional care</li> <li>* a lay helper, supporting family, therapy</li> <li>* financial support, support in education, training, job and house finding</li> <li>* hobby, holiday, recreational activities</li> </ul>
	<ul style="list-style-type: none"> <li>- to construct youth premises</li> <li>- to support youth activities</li> <li>- to employ youth leaders</li> <li>- education</li> <li>- proposals, initiatives of youth policy, youth activities</li> <li>- cooperation with the others in the of youth policy</li> <li>- publicity</li> </ul>
	<ul style="list-style-type: none"> <li>-to support youth activities</li> <li>- measures dealing with dwelling</li> <li>* income</li> <li>* work</li> <li>* health</li> <li>* education</li> <li>* hobby, culture and leisure time services</li> <li>* internationalization</li> </ul>

### 3.4. The Image of Human and the Educational Objectives in Social Work and in Youth Work

#### The Image of Human

What is human? How to form an image of human? As Rauhala (1985, 13) sees it the impact of the cultural tradition, the theoretical knowledge of human, the experiences, the beliefs and the ideologies have an impact on the basic ideas how to understand or to take an attitude towards human. The image of the human should 1) reveal the basic conditions of existence, where the human has become real, 2) justify prevailing multi-science, which is problematic and caused by dissimilarity, and 3) point out how the human after all is wholeness (ibid., 15).

According to Rauhala there are different images of human. In the monistic understanding existence could be understood on the basis of one form of existence, which is usually the matter. Soul and body are the two basic forms of existence in the dualistic image of human. According to the pluralistic understanding the human will become real in hierarchically organized systems. The monopluralistic understanding is holistic, which means that it is trying to explain the comprehensiveness in the human. (Rauhala 1985, 19-21.)

It is also possible to form an image of human according to the starting point and emphasis (Rauhala 1985, 23). The understanding could be based on the idea of human as psychological and physical being, as a form of evolution or as in relation to the reality. From Rauhala's point of view awareness, body and situation are the elements in the holistic image of human. Awareness, mind, is the entity of the human experiences. The mind is forming relations of meanings, which are forming networks. In networks there lies the picture of the world and the human itself. The body is the structure of happening. Situation means that a person is wrapped to the reality through and according to his own life situation. It is creating its nature according to the components, which are determined by the fate or it is possible to choose the components, however, not against the fate. (ibid., 25-33.)

Sipilä (1989, 138) says that the image of human is a theory of the human and its relations to the surrounding world. The picture of the human is a way to take an attitude towards the human determined by the cultural heritage. Sipilä introduces three ways to understand the human: 1) the theory of socialization, 2) the existential image of human and 3) the social- psychological image of human. In the theory of socialization the surrounding social community is adapting an individual. In socialization the cultural heritage is transferred, a biological individual is changing to be social, which means that a person gets an identity. Socialization is a method and a mean to control behaviour and thinking. According to existentialism the human is free. This means that activities cannot be bounded but they must be chosen from the different alternatives. When the human is free it means that he is responsible for his choices. In social-psychological understanding the human is a subject, active being, who is both acting according to the norms and creating them. Identity is interaction between two consciousness the person have of itself. These consciousness are 'me', which means the picture the others have of a person and 'I', which means the picture the person have of itself. So, a person is a subject, who cannot be controlled without its will. (ibid., 140-162.)

What is the image of human like in social work and in youth work? The basic idea in social work is to help people, who are weak or who are in trouble (Sipilä 1989, 179, Rauhala 1985, 113). As Rauhala sees it, social work have an impact on the human through the situation. By changing the components in connection with social work, it is possible to improve the wholeness of the human. Social work tries to ease the situation, which the person itself or alone cannot rectify. (Rauhala 1985, 113.) The starting point in youth work is the best of an adolescent and to develop the good in an adolescent (Värri 1992, 68, Nieminen 1992, 37). According to the committee report the goal in

youth work is the decent growth of the children and the adolescents. Youth work is based on the image of human where an individual is equal, creative, consciousness, social, whole, and indivisible. (Komiteamietintö 1980:61, 6-7.)

As a result of the basic ideas social work and youth work are both working for the benefit of an individual so, that an individual has abilities to master his life, and to be responsible. Social work and youth work are both trying to adapt an individual to the surrounding community. They share the belief in human as well as the idea of the possibilities in human. This means that they share the image of human. According to Sipilä's definitions social work and youth work share the theory of socialization as well as the existential image of human.

### **The Educational Objectives**

The idea of education can be seen both in social work and in youth work. In the Child Welfare Act (683/83) there is a connection between education and support. Social work should support parenting, which includes support in education , in upbringing. In the Youth Work Act (1068/85, 235/95) the connection lies between education and activities. Youth work should create possibilities for activities, which should support growth. According to the old youth work legislation when it is necessary the municipality should organize educating activities. The new law, however, emphasizes improvement of the living conditions of young people. Even though they both are working for the benefit of the children and the adolescents, the education in social work is mainly targeted towards the parents whereas in youth work the education is aimed towards the adolescents. In order to study and compare the educational objectives in social work and in youth work it is necessary to define what education is.

Education is influencing on the living being in the course of goals valued in society, it is a form of human activity, it is practical activity, which helps individual to cope with the society and supports the development of the community. Education could be divided into formal and informal. (Leino & Leino 1988, 7.) In formal education the goals are officially defined. An example of formal education is the educational system. On the contrary to the formal education the informal education is unofficially, random and temporary. It works with the material, which means that it is possible to see, hear or experience something educating. Usually the informal education is not very tightly controlled. As examples of informal education could be mentioned television, radio, press and organizations. However, in all cases the educator is always an influential person. (Leino & Leino 1988, 7-8.) Education has the nature of process, which means that there is interaction between the

educator and the pupil. This means that they both are learning something. Accordingly, mutual understanding is needed in education. Therefore the components in education are respect for the other, acceptance of dissimilarity, reciprocity, ability to co-operate, flexibility as well as understanding and listening of the other. (Leino & Leino 1988, 9.)

Education could be understood in three different ways: Technological education, humanistic education and emancipatoric education. In technological education the goal is to improve the functionality and welfare of the society with the help of rational planning and research. Tight regulations and controlling bureaucracy are typical for it. Renewals, all new things are expected to come as orders from higher up. The starting point in humanistic education is an individual person. Important matters are the pupil's interests, and self-understanding as well as the personal know-how. The goal is to get the pupil to know himself and his possibilities and propensities. Humanistic education is action in small groups or individually. It is interaction and it should support the personal development. It is also important to create rewarding experiences. The best 'planner' is the educator and the pupil together. Knowledge is important but is not its own justification rather the means of the personal upbringing. Emancipatoric education emphasize the educator's professional growth and co-operational intentions. The renewals arises from these. Development is steered by the individual and the societal values, which are telling what is important, and what is morally right or wrong. Education is a social process, which is guided by the goals of the society. (Leino & Leino 1988,10-15)

Varto has a philosophical point of view towards education. As he sees it education is trying to arouse something in the pupil, which makes it possible to make own decisions in new situations. Education is activating and teaching of the matters.(Varto 1991, 84.) He is talking about ethical education, which includes two questions. Can education be ethical and is it possible to educate the pupil to be ethical? In this connection he talks about the idea whether it is ethical to interfere to the other person's development? This leads to the idea of responsibility. Is the responsibility individual's own, connected to the human nature or is it societal? The criterias are, according to Varto, socialization as well as the idea of citizenship. If the idea is to educate the pupil to be ethical the starting point must lie on the abilities, which are individualizing the pupil as well as which are arousing pupil's own moral consciousness. The goal of ethic education is to find out and arouse the possibilities the individual has. The place for ethic education lies in those relations, which the adolescents have towards their surroundings and thereby towards themselves. (ibid., 85-93, 112,115.) The target of ethic education depends on the image of human, which could be traditional

or mechanical. The traditional understanding sees human as a project whereas according to the mechanical understanding the actions of human have become 'scientific' and that the human is part of a group or the masses. As a result of this ethic education does not have a clear target. (Varto 1991, 106-112.)

What is education in social work and in youth work? According to the definitions Leino & Leino gave, education in social work can be called formal whereas in youth work it is informal. Based on their classification education in social work is a combination between the technological understanding and the humanistic understanding. The functionality of the communities is one of the goals in social work. It is also the goal in the technological understanding of education. They are also both sharing tight rules and regulations, the orders from higher up (legislation for example). On the other hand social work is action in small groups or individually as it happens in the humanistic understanding of education. Security and capacity of an individual are very important factors in social work as they are in the starting point in humanistic education. Youth work could be placed in the category of the humanistic education. The goals and the means are very near to each other. When comparing the educational objectives in social work and in youth work it is necessary to take the target they both share, the children and young people.

The educational objectives in social work, in child welfare are the development in upbringing conditions, supporting of parenting, and the security of child's care in all circumstances. This means that social work should follow housing, constructing and renovation of residential areas, and the culture and the leisure time services. It means that social work should closely co-operate with the authorities, who are making decisions concerning the children and the young. (The Government Bill 13/83.)

According to Nieminen one of the central ideas in youth work is education. Crucial in youth education is to develop the good in the adolescent. The idea is to make the positive and acceptable resources dominating. (Nieminen 1992, 37.) Veli-Matti Värri have studied the educational conditions in youth work. According to him in education the educator tries to give information, values, norms and practical skills. The goals are always related to the situation in the society. The starting point in youth education is the best of the adolescent. Unique in youth education is voluntary participation and lacks in demands of competence. The best of the adolescent could be understood in two ways: as the citizenship of the adolescent or as the intentions the adolescent has. The life situation of the adolescent determines which one is the

starting point. The main principle in youth work is that the young would themselves determine their needs consequently youth work's task is to answer to these needs. This means that youth work should create the possibilities for participation, give the space for growth of the adolescent or for the search of alternative solutions as well as for the mutual relationships. The goal in education is to help the young to find themselves. Here Värri makes comparisons to Varto's ideas of ethical education. The educator do not have a right to define the best of the adolescent but has a duty to interpret whether there are lacks or hindrances, which are preventing the implementation of the best. Arising out of this the method in youth education is to clear the lacks and the hindrances. (Värri 1992, 66-79.) Varto's ideas of ethical education have also much in common with the ideas in Nuotra, where it is said that a young have not only right but also responsibility to build up his future (Nuotra 1993, 7).

### **In Short**

Social work and youth work have very similar image of human. They both share the idea of the individual's possibilities as well as the belief on an individual. They both want also to work for the benefit of an individual. It is possible to say that both social work and youth work have something in common with Sipilä's viewpoint of the theory of socialization as well as with the existential image of human. Even though they share the image of human the impact on human can be seen in the different way. In social work there is an impact on human through the situation whereas in youth work the impact is seen through the activities. As mentioned the new Youth Work Act changed the orientation towards the situation also in youth work.

In education there are quite many differences. In social work the parents are in the target whereas in youth work the target is the adolescents. Here, again, it can be said that the orientation in social work is towards the situation and in youth work it is towards the activities. It can also be said that education in social work is more formal but in youth work it is informal. Social work have some features which are typical for the technological education, for example the legislation in social work is far more unambiguous than that of youth work. However, there are some similarities, as well. They both share the ideas which are typical in the humanistic education as well as in the ethical education.

### 3.5. Professionalism in Social Work and in Youth Work

Occupational communities have four characteristics in common. First, it is a group of people, who are engaged in the same sort of work, which means that the similarity of work content defines the limits of an occupation. Second, the profession offers social identity, in other words, group members are identified with their work. Third, the profession works as reference group, which means that the members share values, norms and perspectives, which are valid in work. And last, the members in an occupational community have mutual social relations in work as well as in leisure time (Van Maanen & Barley 1984, 287, 295.) According to Honkonen people are forming an occupational community on the basis of their experience, because of the same sort of work and education the members *feel*, that they belong to the certain occupational community (Honkonen 1991, 76). According to these definitions it is easy to say that both social workers and youth workers are forming an occupational community. But is an occupational community a profession?

As Ketola and Kevätsalo see it profession is formed by a group of professionals, who have useful knowledge, which they are trying to monopolize to the certain occupational positions. Monopolized knowledge is difficult to divide and to make it routine type or to automate it. Monopolized knowledge gives competence to deal with the situations, which are unexpected, irregular or indeterminate. In a connection with profession Ketola and Kevätsalo are talking about social exclusion [sosiaalinen sulkeuma] which means that those, who have lower prestige are excluded while there is an attempt to come closer to those, who have higher prestige. (Ketola & Kevätsalo 1994, 73.) Professionalism means the demand of clear mandate meaning that the society is delegating certain tasks to the certain professional groups. The control of work's quality and standard, certain status, and the ethical rules created by the professionals themselves are also connected to the process of professionalization. (Kananoja & Pentimäki, 1977, 20.) Honkonen says that when the concept of profession is considered the stage of career of profession is also considered. The career means how strong or independent a profession is. He likes to regard a profession as a cultural group, because the socialization always means a connection to a certain culture. According to him the scientific knowledge is, instead of practical knowledge, directive in the attempt to be professionalized. He continues that the education, the control of professional activity, the responsibility and the autonomy of the work are also relevant in professionalism. (Honkonen 1991, 73-75, 77.)



First characteristic feature for a profession is the scientific knowledge. Professionalism means that workers must have professional skills achieved by education. Scientific knowledge is specialized and based more on theories than on practice. In the literature (see chapter 3.2.) of these two it is said that scientific basis means theories which are directing the workers. Theories are also adjusted for work and its practices. Social work likewise youth work are getting necessary basic knowledge from social sciences as well as from behavioral sciences. Honkonen asks whether the social work science is science, is it more science than knowledge of youth work? He thinks that the knowledge should be scientific, and he is considering whether the practical youth work skills are the theory of the practice. Specialized knowhow can be evaluated on the basis how highly the applications of the theoretical and pragmatical knowledge are developed. This leads to the level of education. Scientific knowledge is given in the academic education, science is academic. (Honkonen 1991, 78.)

The level of education has also an impact on the position, how it is defined by the others. With the help of education the individual is socialized to the rules of the profession. The right to practice the profession have only those, who have certain education, who meet the required qualifications. When the qualifications have been agreed it means that the society recognize the authority of certain profession to certain occupation. As a result of this the others are excluded outside the privileges. (Kananoja & Pentimäki, 1977, 21, Van Maanen & Barley 1984, 315, Matthies 1993, 104, Ketola & Kevätsalo 1994, 27-30.) According to the Vocational Social Welfare Staff Qualifications Decree (804/92, 2§) the social worker should have either higher university degree suitable for the task, which includes or besides which the person has an adequate education in social work or the social worker should have an education of welfare worker. According to the Youth Work Decree (1069/85, 3§) the youth worker had three possibilities: the degree in youth work in Tampere University or other suitable university degree, the college degree, or other suitable education. According to new legislation of 1995, there is no reference of required qualifications. This means that social workers have a requirement of higher or lower university degree whereas youth workers were qualified not only with lower university degree but also with college degree. The 'other suitable university degree', mentioned in the Youth Work Statute, could have been meant higher degree but not necessarily. College degree is by Ketola and Kevätsalo (1994, 30) considered as semiprofessional. It can be said that according to the level of education social work have higher professional status than youth work.

The third very characteristic feature to the profession is a strong trades union, unionization which means an attempt to join together. Social workers have a trades union of their own whereas in youth sector there is no trades union based on an occupation. Youth workers are highly unionized but in several trades unions, which means that they are far from the status of profession. Even social workers have a trades union of their own, it is not as strong as that of doctors or teachers, for example. (Honkonen 1991, 78-80.) However, from this point of view, the professional status of social workers' is higher than that of youth workers'. Further, the profession should also have the ethical regulation which are written by the professionals themselves but recognized by the society (Kananoja & Pentinmäki 1977, 21, Van Maanen & Barley 1984, 315, Matthies 1993, 104, Ketola & Kevätsalo 1994, 27-30). The ethical regulations social workers have gives them a clear professional status. Again youth workers are left far behind. Youth workers don't have ethical regulation written by themselves but they have unwritten rules recognized by everyone and they have rules written by employers (Honkonen 1991, 80).

The characteristic features of profession are, in short, the scientific knowledge, the academic education, the membership in the trades union and the ethical regulations. Can social work and youth work be called as professions according to these criteria? As a conclusion it can be said that the youth workers are far from the status of profession whereas the social workers have some clear (the level of education, the ethical rules) features of professional status but some features are weak or unclear (membership in the trades union, the scientific knowledge). Social work and youth work are not very similar compared with the criteria of professional status. But how do their occupational picture look like? How to describe social work and youth work as an occupation?

Social work can be described, according to Kananoja and Pentinmäki through worker-client relationship, which has an occupational grip. The occupational grip in this relationship means that it is not personal but objective, impartial, altruistic and not based on the worker's needs. When the relationship is occupational it is based on the diagnosis and the needs for care or remedy. The problems of the client as well as the rules and the practices of the workplace are decisive. (Kananoja & Pentinmäki 1977, 23.) An objective relationship means that the worker do not take an emotional attitude towards the client or the situation. In the impartial relationship the worker should 'protect' the client. The client must not be discriminated according to worker's own personal opinions or according to the political or ideological ideas of the worker. The relationship is altruistic when the work is done according to the needs of the client, when the client is the point of departure for the action. (Kananoja & Pentinmäki 1977, 23.)

Youth work is done because it is interesting and the workers are willing to help and therefore youth work can be called vocational says Hukari (1987, 89). Youth work is needed because of the problems in leisure time, career choosing, education, human relations as well as because of the problems among the young. Youth work's importance in upbringing is increasing. Youth worker is acting as an adult example. Youth worker is a representative and an advocate of the young, and the youth worker is expected to give support, advise in problems and the possibilities for young to grow up and to become independent.(ibid., 89.)

When the occupational criteria of social work, defined by Kananoja and Pentinmäki, are compared with Hukari's ideas of youth work, it can be said that social work and youth work are not very far from each other as an occupation. They both are directed by the client as well as by the rules and the practices in the workplace. Even though the rules and the regulations defined by the employer are partly the same the official rules and regulations in youth work are more loose compared with those in social work. The view that the client must not be discriminated against in any ways is common to both professional group as well as the concept that the action is based on the point of departure of the client. The only criteria, which could be understood differently in these two professional groups is the idea of objectivity. In social work the worker should not take an emotional attitude towards the client, whereas genuineness is valued in youth work. The target, the client, has a very important role in social work and in youth work. What is the worker-client relationship like from the client's point of view? Ketola and Kevätsalo are representing the idea of the autonomy of a person. They consider that in a problematic situation it is the worker, an expert, who defines the problem as well as the means of help. The relationship is an exercise of power of an expert and the client loses the possibility to master his life. When the client wants and needs the help of an expert it means that he loses his autonomy piece by piece. As Ketola and Kevätsalo sees it, the decisive factor in the direction and content of a person's action is the knowledge of an expert which is more valuable than the person's own knowledge and skills to master his life. (Ketola & Kevätsalo 1994, 34-36.) How is this idea seen in social work and in youth work? As I see it the basic orientation in social work is 'the problem' whereas in youth work it is 'the possibility'. This means that in social work the client is seen more like a prime mover of bother but in youth work the client is seen as resource. Social work is concentrated more on the problem and on the means to solve it while youth work is concentrated on the possibilities to support the person's skills and abilities to master his life. In this respect also the 1990's got social work and youth work closer to each other. New work methods in social work, reflective social work and solution oriented social

work for example, found the possibilities and the resources in the clients. By focusing the work towards certain groups, work with marginalized youth or youth unemployment for example, youth work have moved in the direction of rectifying work.

### **3.6. Differences and Similarities between Social Work and Youth Work**

There are only few features making difference between social work and youth work but several unifying features. The main original differences between these two can be found in the starting point, the orientation, the target, and the stage of professionalization. In the history the starting point in social work was poverty and distressed situation of an individual whereas that in youth work lied on idleness and education in leisure time. Social work is oriented towards the problems and youth work towards leisure time. First the poor and nowadays all those who need help are in the target of social work. The young, in the history especially the working class' boys, are in youth work's target . When professionalism is compared, according to the determined criteria, it is possible to say that youth workers don't have a professional status whereas social workers do have, even though it is weak.

Unifying features can be found from the image of human, the values, the educational objectives, the tasks and the goals, diversity of the work methods as well as from the dichotomy between rectifying and preventive work. In social work the methods were described more detailed in the legislation than in the literature. Demand for preventive work have always existed in the legislation but not in the literature until in the 1990's. Youth Work Act does not describe the methods as clearly as the literature. The purpose, the tasks and the goals of social work and youth work were named in the legislation but the literature gave more accurate picture of them. Social work and youth work shares the belief in human, the idea of the possibilities in human. They are both working for the benefit of a person in order that he would have the abilities to master his life as well as to have the sense of responsibility. The basic values they share are individuality, acceptance as well as the rights and responsibility of a person. As mentioned before they both have respect for humanity. Of the educational objectives it is possible to say that even though social work is more formal whereas youth work can be considered as informal and even though there are more regulations and laws in social work than in youth work they share the ideas of humanistic and ethical education. This means that they share the ideas of personal development, rewarding

experiences, co-operation, knowledge as a mean of personal growth as well as the possibilities in an individual.

The purpose of social work as well as of youth work is to adapt a person to the society, and to develop the person's skills to master his life. Social work maintains continuity and normality of everyday life and creates possibilities for individual's growth. Besides creating the possibilities for civic activities youth work also tries to secure the possibilities to develop personality, to grow up, and helps young people in their way of maturing. In order to achieve their goals they use different methods but they share the diversity of the methods. However, there happened quite many changes in the 1990's which unified the practices. It is possible to say that before the 1990's social work mainly worked with the individuals or with the families in the office whereas youth work worked with the groups in the field using functional activities. The changes in the 1990's caused that social work also started to work with groups and to use functional methods, it started to take part in different projects with new co-operation partners for example. They both were creating new working methods in order to answer to the changeing demands. Due to these changes social work emphasizes preventive work compared to its former practices, even though the element of preventive work has always existed in social work. Youth work in turn, due to the new tasks, have started to use some elements of rectifying work.

## 4. THE EMPIRICAL IMPELEMENTATION OF THE STUDY

### 4.1. The Research Material

The idea of the research is to study and to describe how social work and youth work are understood in the literature, and what are these two professional groups like. In the case of Hämeenlinna data from the field is collected in order to find out how these two professional groups sees themselves and how do they see each other as well as whether the administrative restructuring had an effect on the attitudes and the methods or not. The material used in this study is due to the these problems thus the data consists of the literary material and the interviews. In the following table there is the graphic presentation of the research material.

Table 3. The Graphic Presentation of the Research Material

1994	1995	2000
<u>Literary material</u> - textbooks - researches - other literature - legislation - annual reports - minutes of city council - plans and reports  <u>Interviews</u> - group interviews - - social workers - - youth workers - individual interview - - administrative office holders	<u>Interviews</u> - group interviews - - social workers - - youth workers - individual interview - - administrative office holders	<u>Literary material</u> - textbooks - researches - other literature  <u>Interviews</u> - group interviews - - social workers - - youth workers

The literature used in the study is based on the idea how to get as clear picture of the phenomena studied as possible. The picture of the phenomena is described through six themes which also directs the choice of the literature used. Because the intent of the study is to compare these two I started with books used in education. The textbooks were in the same 'level' and were therefore comparable. In the long run, along with the research process, I used other literature, such as researches, working papers, and other literary works. In order to describe the history of social work and youth work and their development up to the present I used mainly textbooks and laws. The

quantity of research of youth work is much less than that of social work. In all, because I am describing Finnish social work and Finnish youth work, and work in a Finnish organization my sources are mainly Finnish. But the book is, however, always an opinion of that particular researcher. And the opinion is not the fact which should be followed conversely to the laws which are meant to be obeyed. The purpose, the goals and the methods are usually defined in the law. In some cases, in the youth and partly in the social legislation for example the law gives the possibility to take the local circumstances into account. In my study I needed the laws concerning social work and youth work. About youth work there is only one law so it was easy. But in the social sector there are lots of laws which makes it very difficult to choose the 'right' law or laws. I needed to go back to my problems. I wanted to compare social work and youth work. Because youth work's target is limited as it is working with young people it is therefore giving bounds to the study. In the comparison work done with young people is defining the point of view. Since there is only one law about youth work I needed to find out which law or laws in the social sector are somehow comparable with it. After studying the social laws I chose three of them: the Social Welfare Act, the Child Welfare Act, and the Child Custody and Right of Access Act. In these laws social work and work done with children and adolescents were defined. In order to get deeper understanding of the laws chosen I studied the government bills of them.

The other type of literature used in the study were the annual reports, the minutes of the city council and the local government of Hämeenlinna as well as the plans and the reports of some projects implemented in Hämeenlinna. The annual reports are official papers telling the state of the municipality; what has happened in the municipality, how the tasks and the government have been organized, which have been the goals and the main strategy and how they have been fulfilled. The minutes are also official telling the decisions and their arguments. I have taken them as given without questioning them. In the case of Hämeenlinna the interviews are more important data in respect to research problem than the reports or the minutes.

On the whole, ideas in the literature are used in order to develop the perspectives on our own data, making comparisons, analogies, and metaphors (Coffey & Atkinson 1996, 110). In the grounded theory literature is used in order to discover relevant categories and their relationships, to reorganize categories (to put them together in a new way), and to explain phenomena (Strauss & Corbin 1990, 49).

The interviews were the other type of material used in the study. I made three separate interview rounds; first in February 1994, the second in February 1995, and the third in January and in February 2000. I was asked why to use interviews instead of questionnaire? I think it is somehow easier to interview than to formulate a good questionnaire. As I see it it is more flexible and it is possible to get more out of the small number of cases by interviewing than by a questionnaire. And I was convinced of my choice after calling to Hämeenlinna - the social worker I was talking with thought it was okay to make an interview but they don't know nothing about youth work. So I thought by asking I could find out what do they know and which are their suppositions and feelings. I used two types of interviews - the individual interviews and the group interviews. Individually I interviewed the administrative office holders from the municipality central administration, the social sector and the youth sector. First I thought I could interview them in a group but then I realized that they represented different aspects and therefore they might have quite different opinion of the restructuring. On the grounds of this I decided to interview these administrative office holders individually. When planning my second interviews I found out that one of the administrative office holders had past away. I decided not to take anyone to replace him because the ideas and understanding of the restructuring would not be the same. While making timetables for the third interviews I decided (with the little help of the lack of time) not to interview the administrative office holders at all because I did not believe to get relevant information concerning the attitudes of the relationship between social workers and youth workers.

For the group interviews the social workers formed the one group and the youth workers the other. The groups were formed by the social sector and the youth sector themselves so I had nothing to do with it. It was self evident to interview the social workers and the youth workers as groups. In this way it was easy to find out what they were thinking as professional groups, what did they agree and disagree and I could interview several persons at the same time. Sharing the same reference group I assumed they could tell how do they see each other as professional groups and how do they understand their own and the other party's work. The group of the social workers was the same in the first and in the second interviews but in the third the group changed totally. All the informants were new. I decided not to be disturbed about this because all of them had been working as social workers when the restructuring had been started and implemented and I thought that they could tell how do they nowadays see the youth workers as professional group and whether co-operation between these two have changed or not. In the third interview there was also present one social worker who had started three weeks earlier. In the group of the youth workers there were some changes too. In the first interview there was a young female trainee present and



in the second time in the arranged meeting there was only one youth worker present and I interviewed the other one by the telephone. In the third interview there were two youth workers present; the one has been the informant for three times (!) and the other was interviewed individually during the first two rounds.

There are few matters which have troubled me concerning the group interviews. Firstly, the structure of the groups. The social workers were all female from 40 to 46 by age and the youth workers were male from 25 to 44 by age. Should I consider the impact on the answers according to the gender and the age structure? Secondly, the level of education. The social workers had mainly academic education whereas the youth workers had secondary education. Does the level of education have some kind of impact on the answers? Thirdly, the formulation of the groups. As mentioned the groups were formed by the sectors themselves. Should I have asked for the list of the workers and choose some of them according to certain terms instead of taking the groups as given. Lastly, I think social control may have some kind of impact on the group interviews which could mean that group members do not feel themselves free to express their thoughts. After thinking these questions I decided not to pay too much attention to them. Of course it would be interesting to study social work and youth work for example from the gender's point of view but that's not the purpose of my study.

#### **4.2. Handling of the Research Material**

The distinguishing feature of qualitative research is to categorize the data. (Mäkelä 1990, 54.) Coding is a method used in this categorizing process. "*Coding is a way of relating our data to our ideas about those data. It is a process that enables the researcher to identify meaningful data and set the stage for interpreting and drawing conclusions.*" (Coffey & Atkinson 1996, 27.) It aids organization, retrieval, and interpretation of data. It is also used in data simplification or reduction as well as in data complication to expand, transform or reconceptualize data, and opening up analytical possibilities. (ibid., 27.) In conceptualization coding have different roles. It helps to notice relevant phenomena as well as to collect examples of those phenomena. Further, with the help of coding it is easier to analyze those phenomena in order to find commonalities, differences, patterns, and structures. (ibid., 29, quoted from Seidel & Kelle 1995.) Anselm Strauss and Juliet Corbin are talking about different types of coding. Open coding is a process breaking down, examining, comparing, conceptualizing, and categorizing data. In axial coding the data are put

back together in new ways by making conclusions between categories. With the help of selective coding the core category is selected. (Strauss & Corbin 1990, 61, 96,116.) The process of open coding stimulates the discovery of categories as well as their properties and dimensions which are forming the basis for making relationships between the categories and subcategories. Basic to the coding process are making of comparisons and asking of questions , like: What is it?, What does it represent? (ibid., 62-63, 69-70.) The discovery and specification of differences as well as similarities among and within categories is crucially important. (ibid., 111.)

In this study coding have been used in order to compare social work and youth work. The literary data have been organized through six themes of which two have subcategories. The interviews have also been organized according to themes. I had four main themes of which I made the questions: 1) the co-operation before the restructury, 2) the other party, 3) the co-operation in the future, and 4) the restructury. Within each theme I had several subquestions. The questions for the social workers and for the youth workers were actually the same. Instead the questions for the administrative office holders concentrated on the restructury and on the relationship between the social workers and the youth workers. The intent of the study is to find the similarities and the differences with the help of these themes, and hopefully I'm able to find connection between the categories. When I started to study the literary data I had some ideas of the themes I wanted to compare. While dealing with the data in greater detail I found out that the themes I had in my mind were not clear enough but I needed to make more detailed classification. I have tried to accomplish it with the ideas used in open coding.

There was one year's time-lag between the first two interviews I made. In the administrative reorganization they had in Hämeenlinna it is not long enough in order to see the effects it has on the work done by the social workers and the youth workers. Therefore I was pleased being able to do an other interview after five years. According to Mäkelä (1990,49) societal and cultural stage is changing along with time and therefore it is important to notice that same theme in different situation gives different speech so one need to pay attention to the speech which is studied.

In the text I use following emblems in order to indicate the interviewees:

social workers	S
youth workers	Y
administrative office holders	A1 - A3.

The time of the interview I have marked with the following emblems and the amount of informants in each interview is seen after the emblems:

first interview (Feb 1994)	I	S=3, Y=4, A= 1+1+1
second interview (Feb 1995)	II	S=3, Y=2, A= 1+1
third interview (Jan, Feb 2000)	III	S=3, Y=2

After concluding the interviews I typed them as exact as possible and read through them in written form in order to get an overall impression from each interview. I reenacted written interviews few times. First of all I wanted to find out what was said and by whom the answers were given and I made notes of these. I bunched up the information according to four themes: what was said about social work, youth work, restructuring, and co-operation. After reading my notes I realized that dividing answers into four categories was not enough. So I needed to classify each category as sub-groups, whereupon I read the interviews two more times. First, I wanted to be sure I had noticed every utterances and second, my purpose was to study texts according to how the interviewees had been spoken, expressions they had used. Pekka Sulkunen have said that one need to decide whether it is interesting to pay attention to how many times the statement have occurred or have it occurred at all. He continues that it would be interesting to follow if the statements are the same during the whole data, are there any deviations or if the group have ignored some topics. (Sulkunen 1990, 274-275.)

#### **4.3. The Interpretation and Reporting of the Research Material**

The role of the literature is to give background information, to create the picture of the worlds of social work and youth work, to frame them. The interviews also gives the picture of the worlds of social work and youth work but the point of view is different, it comes from the grassroots level. Making analysis means presentation and reconstruction of social phenomena (Coffey & Atkinson 1996, 108). My intent is to present what was said in the data and how it was said. With the help of the ideas used in axial coding I hope I'm able to describe relationships between social work and youth work in a new way, to create an integrated picture of these two.

Reading is an active process and when we are writing we cannot determine precisely how our text will be read nor no text can have a completely fixed meaning (Coffey & Atkinson 1996, 118). My intent is to describe social work and youth work as they are seen in literature, to find their

similarities and differences. Comparisons between these two are based on themes which were developed not only in my mind but also as a result of research process and which I considered important in understanding social work and youth work. Besides this my intent is to study how social workers and youth workers sees themselves and each other as a professionals. The starting point and reason for the study is co-operation. I want to clarify the picture of these two and herewith to clarify the possibilities and conditions for co-operation.

Due to my topic I hope the readers would be found among those who are interested in possibilities for co-operation between social sector and youth sector. But also among those who want to get a picture of the other party its values and theories, target, goals and tasks, methods and means, educational objectives as well as the image of human.

## 5. YOUTH WORK AS PART OF SOCIAL WELFARE

### 5.1. The Implementation and the Goals of the Restructuring

#### 5.1.1. The Free Municipality Experiment and the Result Management

##### The Free Municipality Experiment

The Free Municipality Experiment Act (718/88) came into force on the 1st of January 1989 and the experiment was supposed to complete by the end of the year 1992. It was, however, extended up till the end of 1996. The idea of the experiment was to give the municipalities 'free hands', which meant that the municipalities could organize their administrative organization and the services more freely, without too much guidance from the state. According to the law (718/88, 1§) the goals of the experiment were 1) to strengthen local self-government, 2) to increase residents' possibilities to participate, 3) to develop the local government correspond better to the local circumstances, 4) to use the resources more efficiently in the municipalities, and 5) to improve the services. The Cabinet chose from the petitions the 56 municipalities to be as free municipalities. Hämeenlinna was one of them. In Hämeenlinna the goals of the free municipality experiment covered the matters concerning democracy, finances as well as the ideas and the practices in administration.<sup>2</sup>

In the field, where social work and youth work belong, decrease in number of boards was enormous. The dwelling board, the social board, the temperance board, the legal aid board and the board of the home economics and consumer were joint together and the new board was called the social welfare board. So, five different boards were bounded together to be one board. Because of this joining the amount of the elected officials were decreased from 36 to 13. Delegation of the decision making decreased the annual amount of the meetings from over 50 to 12 and the amount of the subjects handled from about 1200 to on average 230. From the

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<sup>2</sup> The development of the organization. The aim was to decrease the bureaucracy and the length of the handling process. The idea was to create working entities of the administrative organs instead of the sectoral and splintered board system. To delegate authority to the office holders in order to speed up supply of the services and to make them more effective. Delegation. The goal was to create the delegation system which suits best for the activities in each board. The proposal system. Each board should create the best suitable proposal system for their decision-making. The budget system. The improvement of the budget-system was needed in order to emphasize the financial responsibility of the boards. The system of state subsidies. The city was ready to try new system if it would not decrease the amount of the state subsidies. Democracy in the workplace. In order to improve the services the co-operation between the workers and the office-holders must be activated. The local democracy and the joint planning. To develop the residential areas the knowledge of the wishes and the opinions of the service users as well as the joint planning between the residents, the elected officials and the office-holders were needed. (Kaupungin valtuusto 2.3.1994 15§.)

beginning of the 1993 the amount of the elected officials were decreased to 11.

(Vapaakuntakokoukset..., 1994, 10, appendices 1, 4.)

In the field of culture and leisure time the board of the physical education, the youth board, the board of the culture and the library board formed new board called the board of culture and leisure time. As a result of this the amount of the elected officials decreased from 38 to 13. Before the joining the annual amount of the meetings were 41 and after it, it was about 12. The corresponding figures concerning the amount of the subjects handled were 528 before the joining and about 150 after it. The board of culture and leisure time was closed down from the first of January 1994. (Vapaakuntakokoukset..., 1994, 10, appendices 1, 4.) The effects of the free municipality experiment on the organization in the social and leisure time sectors in the table form is represented in appendix 1.

As mentioned before each board was supposed to create the best suitable proposal system for its decision-making. The rapporteur in the social welfare board is the managing director of the social welfare administration whereas in the board of culture and leisure time there was switching rapporteur who proposed general issues besides which the head of each sector proposed the topics of their own sectors. Delegation meant too, that when the office-holders made the decisions instead of the boards the time used in decision-making decreased on an average from 24 days to 11 days. (Vapaakuntakokoukset..., 1994, 8-9.) In social work the delegation meant that the senior social workers could independently make decisions concerning taking into care and foster care and their abolition, institutional care as part of auxiliary service of non-institutional care, interpreter service, transportation service, and housing service and other services for the disabled. The social workers could make decisions of housing service for the old-aged, placement to the institutions for elderly care, transportation service, income security, medical costs of the children and young people having cancer and rehabilitation costs for the veterans, and the relatives of those killed in war. Already before the free municipality experiment the delegation was used in the area of social welfare. From the beginning of the 1991 the social welfare board divided the social services to regionalized services. The regional social welfare offices are responsible for social work, day care, home help services and old age care in their regions. Besides this one of them is responsible for the migration service centre. (Vapaakuntakokoukset..., 1994: appendices 3, 8-9.)

In youth work delegation meant that the senior youth workers could make decisions about the leisure time activities organized by the city, and the open hours, the use and the action periods of

the youth premises. They had also some decision-making rights concerning fees and payments but the board took it back to itself in the end of the 1991. (Vapaakuntakokeilu..., 1994, 8, appendices 3, 12.)

### **The Result Management**

The phenomena which is closely connected to the free municipality experiment is the result management. In Hämeenlinna the result management process includes the idea of the function, the outlooks, the success factors, the basic and the supplementary goals and the main strategy. In the result management process the idea of clear areas of responsibility and the result units were aimed. The results and the aims were defined to each sector, to each level, from the city level to the staff level. The criteria for the estimation and the follow-up procedures were defined for the results and the aims. It was relevant to get the ideas and the resources of the staff to work for the shared goals. (Vapaakuntakokeilu..., 1994, 11.)

#### **5.1.2. The Project of the Development in Administration and Services**

One of the ideas in the free municipality experiment was to create working entities instead of the sectoral and splintered board system. The new board of culture and leisure time was the one which was heavily criticized. In the table 5. in appendix 2 the main ideas of physical education, culture and youth work are represented. Presentation is done according to the legislation valid in 1993 when they were part of the same board. From the table it is easy to see the similarities and the differences between these sectors. The boards of physical education, youth, culture and library were supposed to create an entity which was ment to answer to the demands for the leisure time activities. But the co-operation between these sectors was not working well. They did not work like one board but the old sectoral division was seen through the activities. Hence the culture and leisure time sector was reorganized in December 1993. The city council closed down the board of culture and leisure time from the first of January 1994. The library, the museums and other cultural endeavors were transferred under the local government. Physical education was transferred to be part of the technical board and youth work became part of the social sector (Vapaakuntakokeilu..., 1994, 6-7.)

The development of the administrative organization and services have been an ongoing process in Hämeenlinna. It started with the free municipality experiment and continued with the project of the

development in administration and services [Hallinnon ja palvelujen kehittämisprojekti, PALKE-project] The project was accepted in the local government in the 21<sup>st</sup> of December 1992 (30 §). The goal in this project was "to develop the city as efficiently working and functionally servicing municipality which strengthen the vitality and the competition ability of the province" and the methods used are "profounding organizational renewals and introduction of all resources and their commitment to the process and learning of the new functional model and culture" (Kaupunginhallitus 21.12.1992, 30§). The starting point of the project is the city as the organizer of the services which means that the city orders services needed from the administrative organs, the federations of the municipalities or from other service producers. In short, the idea is to profound the past development and result managing.(ibid.) In order to carry on the development the local government made the decision of the functional model and the grounds of the values of the project. There were ten central principles according to which the project was proceeded.<sup>3</sup> The project (PALKE) was planned and implemented in order to develop the whole city. Now I'm taking little closer look at the culture and leisure time sector and the reasons why youth work was transferred to the social sector.

### 5.1.3. The Arguments of Youth Work's Transfer to the Social Sector

In order to get a clear picture of the arguments why youth work was transferred to the social sector I have divided them into three groups according to 'the speaker'. The groups are the central municipal administration, the social sector and the culture and leisure time sector. As the central municipal administration sees it there are three main reasons: financial, administrative and functional. The grounds for the revenues of the city as well as the state subsidies meant for the activities organized by the board are declining. This means pressure to save in this sector. In administration there will be some changes in the posts in the culture and leisure time sector.

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<sup>3</sup> 1) Central goal is to secure important services in spite of the declining resources. 2) Intention is to focus all the resources as efficiently as possible for the benefit of the services, the functions and the clients. 3) To strengthen the position of the elected officials in planning. Especially in the role of purchaser, financial backer and organizer. 4) The residents' and clients' possibilities to influence is increased and the service system is developed so that it increase the possibilities to choose and supports self-motivated search for the services. 5) The personnel is the most important resource of the city. Each administrative organ is responsible for its staff resources. 6) The changes in the project are planned together with the staff, the elected officials and the administrative organs. The aim is coherence in the goals and the functional models. 7) To adapt the activities for the realities of the municipal finances. 8) The responsibility of the administrative organs is increased in order to produce the services as efficiently and functionally as possible. 9) Openly and critically seek new options for producing services which must take in use whether they are better compared to the present models. 10) All the goals and the functional models are completely open and they are released as widely and quickly as possible during the project. (Kaupunginhallitus 1.2.1993.)



Activities in the culture and leisure time sector differs so that it was not easy to find possibilities for co-operation, to say nothing of economical profit. All this gave the possibility to consider and develop the organization in this administrative organ. According to the central administration there were three possibilities to carry on. Firstly, to go back to the past when each sector had the board of their own. The positive experiences received in the free municipality experiment in general convinced that it was not the right way. Secondly, to continue with the model organized in the free municipality experiment. In spite of the positive experiences it did not work out in the culture and leisure time sector. The sectors were working too much on their own. Through the experiment the uniformity was not achieved. Thirdly, to create a new model which would take into consideration the characteristics of the activities and the limitations of the economy. This was the only thinkable option. The frame of reference for development was the purchaser-producer-model [tilaaja-tuottaja-malli]. It means that the right organ to undertake the order and the right organ to produce it must be found. In this model each part must be evaluated independently. (Palketyöryhmä, 1-3.)

For youth work all this meant that the contents of youth work must be re-evaluated and the new focus and course which could be followed should be found. According to the central municipal administration the possible direction could be specialized services. That means an emphasis on the unemployment among young people and the problems connected to it. So, the focus remains in the producer-organization. If the new emphasis is accepted it would lead youth work to the social sector. (Palketyöryhmä, 5.) According to the social sector there have already long been co-operation between the social sector and the youth sector concerning activities and places of actions. The most natural relocation would be the social sector. The services directed to the young people are in balance with the services the social sector have. With more closely co-operation and by focusing the united resources efficiency could be reached. The social sector thinks that the workers in the youth sector consider the social sector as the best choice. (Kulttuuri- ja vapaa-aikalautakunta 5.10.1993.)

Of the options drafted by the central municipality administration the culture and leisure time sector considered number three, creating the new model, as the best. Each sector should prepare its own transfer and the transitional phase should be long enough (Muistio 14.9.1993). The arguments why to transfer the youth sector to the social sector were pretty much the same compared with those in the social sector. The youth sector itself stressed the co-operation continued for years, good relationships between the workers and the changed role of youth work (Miksi perusturvaan?).

## 5.2. Thoughts of Another Possibility

While reading through the material I had concerning the decision to close down the board of culture and leisure time and the idea of creating the new model I couldn't help feeling that I was cheated. The idea was good and there were nothing wrong with the arguments but still I could not help my feelings. It was too good to be true. Were they truly so unanimous about everything? I think much more attention had been paid on the sectors of culture and physical education than on youth work. For example in one memo of Palke-workgroup there were 27 lines about culture, 20 lines about physical education and only 7 lines about youth work. In the memo of the management group of the Palke-project there were only 17 lines out of 13 pages concerning youth work. These are only examples and the lines and the pages don't tell the whole truth. Was it so obvious that the youth sector would be transferred to the social sector that there is no need for enormous amount of the arguments?

As the youth sector sees it there is no need for any other administrative organ because the social sector is the only body which have such impact in content needed from youth work's point of view. Youth work is also implementing such services for the children and young people which the social sector can't offer in this situation. They think that with more closely united resources better results are reached. (Miksi perusturvaan?.)

What about other possibilities? Besides social welfare board one possible organ for relocation could be found in the school sector. Comprehensive schools, high schools, vocational schools are working with the same children and young than youth work is working with. Why was the possible transfer to the school sector not mentioned anywhere nor by nobody? If the focus, the emphasis in youth work lies on the youth unemployment and on the problems connected to it would it be natural to think that the questions connected to education and working life would be central? Arising out of this I'm representing the aims, the tasks and the educational objectives of comprehensive school, high school and vocational schools. The main task in comprehensive school is to give liberal education in comprehensive school instruction (Comprehensive school Act 476/83, 1§). High school should continue the educational objectives of comprehensive school and give liberal education which is needed in university or in other studies grounded on high school instruction (High school Act 477/83, 1§). Vocational schools are supposed to organize ordained vocational elementary instruction and supplementary instruction as well as other instruction

activity. In vocational schools it is possible to organize service and research activities which are supporting instruction or are closely connected to it. (Act on Vocational schools 487/87, 2§.)

Comprehensive school and high school should educate the pupils to be balanced, in good condition, responsible, independent, creative, able to work together, and who desires for peace. Comprehensive school should educate the pupils in morality and in good manners as well as to give knowledge and skills which are needed in life. Instruction and other activities should be organized in a way which would give readiness and abilities to versatile development of personality, to improve society, working life, postgraduate education, surroundings, environmental protection, national culture, national values, international co-operation and peace as well as to improve equality between genders. (Comprehensive school Act 476/83, 2§, High school Act 477/83, 2§.) The aim in vocational school is to give abilities, based on educational objectives of comprehensive school and high school or experiences in working life, to attain, to maintain and to develop professional skills required in society and working life. Vocational school must give abilities which are necessary in order to develop personality in versatile way, to improve surroundings, environmental protection, national culture, international co-operation, and peace, to improve equality between genders as well as to familiarize students with enterprise and entrepreneurial activity and with the local circumstances. (Act on Vocational schools 487/87, 3§.)

The educational objectives of comprehensive school, high school as well as vocational school have very much in common with those of youth work. Besides this common practice in school is to work in student welfare group [oppilashuoltotyöryhmä]. In this group teachers, special-education teacher, school health nurse, school social worker or social worker, worker from children guidance centre, study counsellor and youth worker are represented. The structure of this group vary from one municipality to another. The purpose of this multi-professional group is to find solutions or best suitable work methods in each case in order to help pupils in difficulties.

The school have still two more tasks which are comparable with youth work. The first is co-operation with families. The school must have intention to achieve close mutual understanding and co-operation with the families in order to help the parents with their upbringing tasks (Comprehensive School Act 476/83, 3§). The second task concerns club activities. According to Comprehensive School Act (476/83, 26§) it is possible that in the school there are clubs which are ment not only for the students of the school but also for the others. On the grounds of the similarities between school and youth work it is possible to conclude that joining to the school sector would have been worth to study.

## **6. SOCIAL WORK AND YOUTH WORK IN HÄMEENLINNA BETWEEN 1989-1993**

In this chapter I'm describing social work and youth work in Hämeenlinna between 1989 – 1993 which is the same period the free municipality experiment was implemented. I want to give the picture of the aims and of what have been emphasized, how they have been changed or developed. The amount of the workers and the activities are told as well as the content of work and the co-operation partners. The problems, the subjects of concern and the economy of these two sectors are represented as well. All the information presented in this chapter is collected from the annual reports.

### **The Aims and Emphasis**

At the beginning the leading idea in social work was 'helping'. In social work the aim was to help families and the singles in their crisis and problems of everyday-life. Regionalization and the result management changed the tone in the annual reports. In the 1991 the social sector was regionalized and divided into four regions. Each social welfare office were responsible for organizing and giving the services concerning social work, day care, home help and the services for the elderly. The centralized services' office was responsible for the other services. Along the result management in the 1992 came the key results and the result targets. For me, as an outsider, it meant that the tone in the annual reports after 1991 represents concern more about the organization, how does the organization cope with the decreasing resources and that work was limited by targeting it to the clients with long history as a client. Effectiveness became as the leading idea. For example

"Social workers are helping families and singles with their problems in everyday-life as well as in crisis." (Kunnalliskertomus 1989, 34.)

"1.To pay special attention to appropriate targeting of the income support. 2.To improve the efficiency of non-institutional care by family social work. 3.To accept responsibility for the situation of the refugees in the world by receiving refugees." (Kunnalliskertomus 1992, 27-28).

However, I think that concern about the clients is possible to see through concern about the organization - if the organization does not work so how to take care of the clients.

During the period studied the youth workers have had the regions in which they have been responsible for planning and implementing the activities, for the budget, and for the purchases. Youth work have been divided into three regions besides which there have been a senior youth

worker for the band activity, the summer camp activity and other activities. The leading idea in youth work has been the 'possibility'. Possibility to take part, to get emotional response, to learn, to get experiences of success. Youth work wanted to create the possibilities for self-motivated youth groups and activities. It wanted to concentrate on "the services and target groups which were not implemented or noticed by nobody else. It payed special attention to the situation of the troubled youth and to those who were falling by the wayside, to exclusion". (Kunnalliskertomus 1989, 78.) Trough these emphasis the idea "It is good to be a young person in Hämeenlinna" was aimed in 1991. Along the result management in 1992 the key results and the result targets were defined as "The vitality of the youth services. The diversity of the summer camp activities. The functionality of co-operation." (Kunnalliskertomus 1992, 52-53). I think that the aims were not recorded as clear as before but could be seen.

### **The Workers, Work and the Co-operation Partners**

There are not many changes in the amount of the workers in the social sector neither in the youth sector. The total amount of the workers in the social sector was 710 in 1993 whereas in the youth sector it was 18. However, the amount of the social workers and the youth workers does not differ as much as could be expected. There are fourteen social workers and four youth workers plus three youth workers working part-time. The amount of the social workers have increased only with one worker during the period studied while the amount of the youth workers have decreased with two workers. (Kunnalliskertomus 1989 34-35, 78-80, 1990 33-34, 80-81, 1991 34-35, 74-75, 1992 27-28, 52-52 and 1993 35-36, 62-64.)

Well, what do they do when they are working? The social workers' work includes guidance and counselling. They are giving discussing and consulting aid as well as all sort of support. They help to resolve the social problems and they organize and give different services. Concerning young persons they do the social enquiry report and help them in the court of law. During the period the amount of the clients have increased from 4300 to 7200 and the meetings with the clients have increased enormously, from 7800 to 14800. (Kunnalliskertomus 1989 34-35, 1990 33-34, 1991 34-35, 1992 27-28, and 1993 35-36.) From this respect I can understand the concern about the organization's ability to cope with the its tasks. The social worker is usually working with one client at the time solving social problems whereas the youth workers are organizing leisure time activities for the young as a group. The youth sector have organized the club activities, music activities for the youth bands, 'open door' activity, the camp activities, the single happenings and the co-operation projects. From the following table it is possible to see the amounts of the activities.

Table 6. The Leisure time Activities in Hämeenlinna in 1989-1993

	1989	1990	1991	1992	1993
youth centres	13	13	14	11	11
amount of users	106 000	120 000	115 000	..	..
clubs	23	22	24	..	..
hobby hours	35 100	52 000	37 000	94 785	144 073
single happenings	17	15	4	4	5
projects	-	2	1	2	4
bands	24-26	27	27	..	..

Source: Kunnalliskertomus 1989 78-80, 1990 80-81, 1991 74-75, 1992 52-53, and 1993 62-64.

The figures in the table are only giving sort of direction of the activities. They are not totally comparable because of the changes in recording during the period. This is the reason why I choose not to put down the figures of the camp activities. And the single happenings for example, at the beginning of the period they were recorded very detailed compared to recording in the end of the period. Besides the co-operation projects there have been a lot of co-operation activities in Hämeenlinna concerning the youth services, preventive activities for troubled youth and exclusion but the detailed information of this co-operation have not been recorded. (Kunnalliskertomus 1989 78-80, 1990 80-81, 1991 74-75, 1992 52-53, and 1993 62-64.)

According to the annual reports the common co-operation partners to social work and youth work were the schools and the tenant societies. Besides these two the social workers were working together with the child guidance and family counselling centres and with other possible partners. In addition to the schools the youth workers have other co-operation partners inside the municipality administrative organs such as the culture sector and the social sector. The list of the co-operation partners of youth work continues with the civic organizations, the voluntary workers, the parish and the neighbouring municipalities. The youth workers have numerous co-operation partners compared to the social workers or have the youth sector only listed the partners more detailed? Or could it tell something about the habits, the climate or the difference of the work done by these two professional groups? These are interesting questions but the annual reports don't give the answer and this is not the place to study it. (Kunnalliskertomus 1989 34-35, 78-80, 1990 33-34, 80-81, 1991 34-35, 74-75, 1992 27-28, 52-52 and 1993 35-36, 62-64.)

### **The Topics of Concern**

As mentioned the aim of social work is to help the families and the singles in their crisis and problems of everyday-life. Arising out of this the problems the social workers are dealing with varies a lot. The social workers are helping when there are financial problems, when the families have difficulties to bring up the children and the adolescents. It is possible to turn to the social worker with the problem of alcoholism. The social workers are making welfare reports as well as the agreements and the reports of the right of access. In short, the social workers are dealing with all kinds of problems facing the families and the singles. According to the annual reports, when the clients are in the question, the problems and the topics of concern have not changed so much but the amount of the users have increased enormously. (Kunnalliskertomus 1989 34-35, 1990 33-34, 1991 34-35, 1992 27-28, and 1993 35-36.)

The youth workers' concern is limited to the young people and the aim of the youth work is to create possibilities to all kinds of activities for all kinds of users. They are concerned that the services directed to the young are comprehensively organized. The problems and the topics of concern have changed along the time. Youth work have "specialized" its services which means that besides the services for all young it is paying special attention to the current problems. The youth workers are paying special attention to the situation of the young with problems and those who are falling by the wayside. At the moment the unemployment of young and the employing are the main problems of youth work. In addition to these the youth workers are concerned about the misbehaviour during the weekends. (Kunnalliskertomus 1989 78-80, 1990 80-81, 1991 74-75, 1992 52-53, and 1993 62-64.)

### **The Financies**

Social work's share of total expenses have increased with one percent during the period. It can be explained with the increasing amount of the clients. Recession increased the need and the use of the social services. Youth work's share have remained unchanged even though the share of culture and leisure time sector have decreased with one percent. In all, even though youth work's share have stayed unchanged, it can be said that the share of youth work is quite marginal. From the following table it is possible to see social work's and youth work's percentual share of the expenses.

Table 7. The Percentual Share of the Costs of the Social Sector/Social Work and the Culture and Leisure time Sector/Youth Work of the Total Expenses of the Municipality

	social sector	social work of M	of SS	culture and leisure time sector	youth work of M	of CLS
1989	14,7	1,8	12,2	4,1	0,3	7,4
1990	15,6	1,8	11,4	3,9	0,3	7,0
1991	16,8	2,1	12,6	4,5	0,3	6,4
1992	17,6	2,6	15,1	3,7	0,3	7,4
1993	15,2	2,8	18,1	3,3	0,2	7,5

Source: Tilintarkastuskertomus 1989, 82-88,162,262,293-297,451, 1990,76-84, 145,232, 262-266,269,405, 1991, 78-88, 163, 247, 285-287, 426, 1992, 67-75,157, 272-276, 277, 415-416, 1993, 57-64, 128, 215-222, 352-354.

M = the municipality, SS = the social sector, CLS = the culture and leisure time sector

### In All

Information represented in the annual reports was not very detailed and the style of representation changed along the years so they are not directly comparable. However, through the annual reports it is possible to see the changes in Hämeenlinna. The changes reflects the changes in the society in general. The table 8. sums up the topics represented in this chapter.

Table 8. The Main Points of Social Work and Youth Work in Hämeenlinna During 1989-1993

	Social Work	Youth Work
Aims Emphasis	helping families and singles in their crisis, problems of everyday-life	planning and implementing leisure time activities
Workers	14 -> +1	7 (3 in part-time) -> -2
Work	guidance, counselling discussing, consulting aid all sort of support	the club activities music activities open door activity



	to resolve social problems to organize, give services young: social enquiry report, help in the court of law	the camp activities single happenings co-operation projects
Co-operation partners	the schools tenant societies child guidance and family counselling centre other possible partners	the schools tenant societies the culture sector the social sector the civic organizations the parish the neighbouring municipalities
Topics of concern/ interest	financial problems difficulties in upbringing children, adolescents alcoholism welfare reports, agreements, reports of the rights of access	services directed to the young comprehensively organized services for all young, specialized services the young with problems exclusion youth unemployment misbehaviour

## 7. THE RESULTS OF THE INTERVIEW STUDY

My intent is to present the arguments the administrative office holders have on social work and youth work, the arguments the social workers and the youth workers have of themselves as well as of each other. The intent of the study is to describe the argumentation about what was said and by whom as well as how the statements were said. The arguments are divided into three parts: conceptions in social work and youth work, in restructuring and in co-operation. The argumentation was so broad and many-sided that subgroups were needed.

### 7.1. Defining Social Work and Youth Work

Social work and youth work are studied according to the content, the methods, the target group, and the profession.

#### 7.1.1. The Arguments About the Work Content

The arguments concerning the work content are based on the described emphasis of work. What is on the focus in social work and in youth work. The focus in social work is described as following

"- - - to promote people's life conditions or I mean that a person can cope with it- - -" (A1/II)

"- - - people in the crisis situations or in the difficulties in the life - - -" (A1/II)

"- - - helping people in difficulties - - -" (Y/II)

"To maintain people's good life situation." (Y/II)

"- - - working with people who have all kinds of problems - - -" (S/II)

"Nowadays income support is centralized and therefore social work is focused on child welfare and of course on helping of other people in different age groups - - -" (Y/III)

"Social work have changed, it is more difficult, more complexed - - - there are more and more co-operation partners - - - more than before it is stressed that we should start to work as early as possible - - - we are expected to have work methods in order to work as early as possible - - -" (S/III).

Instead, according to the arguments, the focus in youth work is quite different:

"- - - club activities, entertaining- - -" (A1/I)

"- - - the content is defined according to the needs- - -" (A2/I)

"- - - even there have been some problems maybe it have prevented them to get worse - - -"  
(S/I)

"- - - being and doing - - -" (S/I)

"- - - working with the young doing well is of course an important matter that these adolescents would not turn to be young in trouble - - -" (S/II)

"- - - one possibility for social work - - -" (S/II)

"- - - developing the self-knowledge of the adolescent and that the adolescent learn how to control his own life - - -" (Y/I)

"- - - to support and counsel in the process of growing up - - -" (Y/II)

The restructuring questioned the aims of youth work. According to the interviewees youth work "- - - should find a new orientation- - -should focus towards the social problems- - -" (A1/I). Youth work should "- - - relieve the distress of the young - - -" (A1/II) In youth work the focus should be "- - -in preventing the exclusion, in employing matters and in providing the services nobody else does- - -" (A2/I). The youth workers should direct "- - - the professional skills also towards the adolescents in trouble- - -" (S/I). Youth work should "- - -improve the quality of life of the young- - -" (S/II). The social workers thinks that "- - -the role of youth work in our administrative organ is different, in a way it is easier to shove some tasks to them- - -" (S/II). The youth workers says however, that their "- - - work should not only be work with the marginalized youth, social work but also traditional youth work- - -" (Y/I). In other words through the restructuring youth work is steered towards social direction.

The outcome can be seen through the third interview:

"- - - work with young who have been excluded have become stronger- - -"(S/III)

"- - - different projects about employing youth - - - the questions which are connected to young people and their lives, on the whole we are dealing with them that means the basic questions of education, work and dwelling - - -"(Y/III)

"- - - the activities for schoolchildren during the afternoons are organized with the help of purchased services and it is new form of activity - - -"(Y/III)

"- - - maintenance of preventive work is important part - - - but - - - Today we ourselves are talking that - - - the focus lies on social youth work, this is how we talk."(Y/III)

On the grounds of the third interview it can be concluded that youth work have kept traditional youth work but its focus lies on social youth work.

### 7.1.2. The Arguments of the Work Methods

The arguments according to the work methods are describing the idea how and where these two groups are working. Social work is more "formal" on the contrary to youth work which is "creative" (Y/I). The arguments describing social work are following:

"so, we are mostly sitting here in the office" (S/II)

"child welfare, income support, housing, co-operation" (Y/I)

"exact methods, lots of laws" (Y/I)

"counselling" (Y/II)

Where and how youth work is done? According to the arguments youth work is:

"club activities" (A1/I)

"creating conditions, alternatives and opportunities" (A2/I)

"concrete job - discos, camps, spaces, arts and crafts" (S/I)

"activities in the youth premises" (S/I)

"educated to work with the young in the streets" (S/I)

"to organize the leisure time, to gather the troubled youth, to activate the young" (S/II)

"much more about special questions, work projects - it's not very familiar to me - I have understood that they are doing this and that with the young - perhaps they are more in the field and focusing to some groups with some special..." (S/III)

"work practices are different, it works on the functional level - it is more like working together with young more than what we have" (S/III)

"free civic activities" (Y/I)

"encountering the young person" (Y/II)

"At the moment we have fourteen different projects targeted towards the young, to exclusion..." (Y/III)

The youth workers considered that in the course of time "there have become shared language, approach as well as methods" (Y/III)

According to the arguments it is possible to say that the social workers are mostly working with individuals or families in the office whereas the youth workers are working with groups in the field.

### 7.1.3. The Arguments According to the Target Group

The picture of the division of the target groups was very clear. The youth workers works with the young people whereas the social workers are working with the people of all ages and with the families. This was told by every single interviewees. The target group of the social workers was argued as following:

"- - - people in crisis- - -" (A1/II)

"- - - we are educated to work with the parents so surely we work it out much better- - -" (S/I)

"- - - family work in other words we work with the family - - -" (S/II)

"- - - these clients are people from the babies up to the graves, so we work with people of all ages- - -" (S/II)

"- - -people who have all kinds of problems - - -" (S/II)

"- - - work with all people- - -" (Y/II)

When the youth workers were telling about the social workers working with the young people they considered that the social workers are "- - - interested in young people with troubles included in social work - - -"(Y/II). According to the social workers "- - -we are more interested in smaller children so somehow the youth workers and we are working with the kids of different ages - - -" (S/II).

While talking about themselves the youth workers considered that they are "- - - interested in all kinds of young people, in those who have problems but also the other adolescents- - -"(Y/II) but the social workers thought that the youth workers are "- - - working with the young doing well - - -" (S/I) or "- - - with young people who are active but not so troubled - - -"(S/I). The understanding of the target in youth work have changed; "- - - the focus have changed or at least work with the young who have been excluded have become stronger, it is very obvious change during last years." (S/III) Youth workers themselves said that "- - -there is increase in the target nowadays concerning 'older' youth - - - now due to different projects about employing youth under 25, I mean young from 20 to 25 - - -" (Y/III).

To put it briefly, the target groups of the social workers and the youth workers can be represented in the following way:

	social work	youth work
social workers	the parents the family people of all ages	the young doing well the active young not so troubled youth

	smaller children people with problems	the young who are excluded
youth workers	all people young: troubles included in social sector	all kinds of young those with problems plus the others
administrative office holders	people in crisis	

According to the arguments social work is working with all kinds of people whereas youth work is working with young people. Inside the target group youth work is nowadays working with broader number of young than before. One factor concerning the target groups which is needed to think about is age limits. Both the social workers and the youth workers are talking how the youth workers are working with the young and how the social workers are interested in the young with troubles or smaller children. How does the understanding of the age limits correspond between these two professional groups? As the social workers sees it the young in youth work means persons from about ten to about eighteen by age (S/I) and the smaller children they themselves are working with are under twelve but mostly under school-age (S/II). The youth workers thought that the main target group in child welfare are the children from 13 to 21 (Y/I). Concerning the age limits in the youth sector the youth workers refered to the Youth Work Act (Y/I) which means that they are working with the young people under the age of twenty-nine. The picture of the youth was not very unanimous. The idea of the age limits differed between these two professional groups:

	social work	youth work
social workers	under 12 mostly under 7	10 - 18
youth workers	13 - 21	under 29

**7.1.4. The Arguments Connected with the Profession**

How social work and youth work are seen as professions and what have these two groups to give to each other? According to the youth workers social work can offer " - - - counselling, work methods, instruction, know-how - - -". (Y/I) and they felt that during all these years they have recieved " - - - information concerning child welfare - - - information of practice - - -"(Y/III). " - - - trough educations or courses when talk turns to anxiety the social workers have had very important

part of it that we can, when needed, communicate that now we are worrying about this and we have noticed this kinds of facts - - " (Y/III). Youth workers also considered that "- -there have become shared language, approach as well as methods- -"(Y/III). The social workers thought they could give "- - - work guidance to the youth workers in order that they would have strength to continue - - -" (S/I). As the social workers sees it they are "- - - educated to work with the parents, with the families- - -" whereas the youth workers are "- - - educated to work especially with the young - - -" (S/I). In co-operation with the youth workers the social workers considered that "- - - it has been a great help ,in that sense, that they [the youth workers] have worked as leaders while the social workers have been in the groups for parents or in the support groups- - - (S/III). The argument concerning youth workers' education was stated also in the third interview and the social workers continued that "It is possible to say that the youth workers are specialized workers. Just like we are specializing to social work with intoxicant abusers, to child welfare or to work with families with small children they are specializing to work with young people - - -"(S/III). The youth workers consider themselves to be "Professional billiards players who are not esteemed by anyone" (Y/I). Here it is possible to see a great change "- - - the position of youth work have cleared up inside social welfare, in all it must be said that nowadays we are very much respected - - - we are heard and our services are worth of investing - - -"(Y/III). The social workers thought that "- - -the youth workers find social welfare offices as controlling and old-fashioned system - - -" (S/I). On the contrary to social work youth work is considered to be "- - -common to approach- - -" (A2/I).

On the basis of the arguments the nuance of how these two parties are seen have changed when first two interviews are compared to the third. According to the statements in the first two interviews social work had the 'knowledge' consequently it was capable to give professional help to all those with problems and to other professions. Instead youth work was "common" and the youth workers were "billiards players". The statements in the third interview described mutual respect as well as the use of the skills and know-how of the both parties.

## **7.2. The Description of the Restructury**

The restructury have been described according to two themes. Firstly, the background and the goals. Thus starting point, presumptions and goals, doubts as well as the conditions for success are represented. Secondly, the effects which means understanding of that how the restructury will affect on job description, work content, services, and work motivation. Professional effects as well as changes in goals are also studied.

### 7.2.1. The Background and the Goals of the Restructuring

The understanding and the picture of the background of the restructuring differed according to the status of the interviewees. According to the administrative office holders the background of the restructuring lies on free municipality experiment, on the Palke-project and on the city council's seminar dealing with values and standards.

"Actually its concrete justification lies on the city council's seminar of values- - -" (A1/I)

"- - - apparently it has somehow born within the Palke-project - - -" (A3/I)

"As I see it when we in 1989 started the free municipality experiment - - - the idea was to get culture and leisure time sectors as one unit - - - but desired benefits and advantages were not achieved - - - we ourselves started to look for the options how to develop the organization - - -" (A2/I)

The restudy of organizational hierarchy of leisure time sector was legalized with the help of the city council's seminar where recession, priorities and the opinions of the city dwellers had a great importance.

"Perhaps in the last year the recession was seen in local administration in the most concrete way - - - and the city council started to ponder the questions of priorities. - - - as one of the basis in the discussion concerning priorities there was a questioning. The city dwellers were asked which services they first would eliminate so the services connected to the leisure time came up as services which could be touched" (A1/I)

In all, the administrative office holders' understanding of the restructuring is mainly argued according to the organizational development and according to the needs for organizational changes. Whereas the main argument from the workers' side was the savings besides which the organizational arguments such as societal changes, centralizing, disbanding bureaucracy were mentioned.

"First that occurred to me were the savings - - -" (S/I)

"Something centralizing - - -" (S/I)

"Yes, I think too that it is based on disbanding the bureaucracy - - - I think it was the starting point not work's content - - -" (S/I)

" Money. The financial situation of the city." (Y/I)

In addition to the organizational and economical arguments the administrative office holders as well as the youth workers used other arguments.



"- - - to emphasize new profile - - -" (A1/I)

"- - - in the discussion of priorities came up the idea - - - that the organization of leisure time sector should be studied - - -" (A1/I)

" Yes money but also changes in society - - -" (Y/I)

"- - - justification for youth work's existence - - -" (Y/I)

The following table (9) sums up the arguments represented of the starting point.

Table 9. The Amount of the Arguments of the Starting Point of the Administrative Restructury

The arguments	How many times mentioned by		
	A	S	Y
<b>Organizational arguments</b>	<b>5</b>	<b>2</b>	<b>1</b>
- free municipality experiment			
- palke -project			
- seminar of values			
- centralizing			
- disbanding bureaucracy			
- changes in traditional administration			
<b>Economical arguments</b>	<b>2</b>	<b>2</b>	<b>5</b>
- recession			
- financial situation of the city			
- savings			
- money			
<b>Other arguments</b>	<b>2</b>	<b>-</b>	<b>2</b>
- new profile for youth work			
- priorities			
- societal change			
- justification for existence			

Goals, presumptions, and hopes were described according to bureaucratic and functional arguments but also according to other sporadic arguments. The tone of the arguments differed according to the interviewees. The administrative office holders had bureaucratic tone in their arguments, the social workers emphasized co-operation whereas the youth workers were oriented towards service ideology.

"- - -the goal in this restructury was - - - to reorganize leisure time sector" (A1/II)

"- - - that we could get it [youth work] click to its place in social sector and to get it to such co-operation which also could be appropriate - - - that the staff and the resources they have should be used so that it really would be appropriate activity - - - for the benefit of the young." (A3/I)

"And the new profile started from the idea that the central task in youth work is to influence on youth unemployment, to improve living conditions of young people as activity of the municipality." (A1/II)

"- - - direct resources to those actions which needs attention: employing, preventing exclusion, risks, when the young are feeling hurt or when they need acceptance and troubles connected to this - - -" (A2/I)

"- - - what could we do together with the youth workers for the benefit of young - - -" (S/I)

"I, at least, have that kind of hopes that now that we are in the same organization so I expect that youth work would also better commit to things - - -" (S/I)

"Better service of the city dwellers." (Y/I)

"- - - youth work with marginalized youth will improve - - - but - - - ordinary well-behaved youth - - - we must be able to offer services to such young people - - -" (Y/I)

The following table (10) shows in short the arguments of the goals, the presumptions and the hopes.

Table 10. The Amount of the Arguments of the Goals, Presumptions and Hopes

The arguments	How many times mentioned by		
	A	S	Y
Bureaucratic arguments	<b>3</b>	<b>1</b>	<b>2</b>
- successful reorganization			
- reorganization of leisure time sector			
- goals defined by PALKE			
- goals defined by city council			
Functional arguments	<b>5</b>	<b>5</b>	<b>2</b>
- appropriate co-operation			
- youth work's new profile			
- new functional lines for youth work			
- work for the benefit of young			
- what and how together			
- youth worker's commitment			
- obligations			
- better services for city dwellers			
- to meet the needs of young			
Other arguments	<b>1</b>	<b>1</b>	<b>2</b>
- more resources			
- more know-how to certain areas			
- influence			

Each group of interviewees had their own opinion of the factors of conditions for success which makes the restructuring work. From the administrative office holders' viewpoint conditions for success are open, sincere co-operation, mutual understanding, and acceptance.

"- - - that we could reach very open co-operation and mutual understanding." (A3/I)

"Well, for example, in youth sector - if people accept that as a starting point that it is a part of social welfare. In our social welfare it is accepted - - -" (A1/I)

The social workers considered that successful restructuring needs directed services as well as individual activity when needed.

"- - - that a young could get services according to his needs - - - needs should, however, be individually satisfactory." (S/I)

"- - - are we offering services young people need or are we offering the services according to our own images?" (S/I)

Instead, the youth workers emphasized importance of co-operation, education, nearness, and the knowledge of the other party.

"Well, concrete condition, as I said, is co-operation, yes and the first condition is the education - - - and that we learn to know each other's work - - -" (Y/I)

"I hope that this office will quickly move from here to the neighbourhood of the social welfare office." (Y/I)

There are two arguments which each interviewees share. These arguments are dealing with mutual policy and people. Mutual policy which should be created little by little, means that everyone would find their role and that overlapping tasks should be removed. Another argument was based on the idea that success is dependant on the participants. Opinions, attitudes, experiences, doubts, and hopes have an impact on the workers and therefore on the attitude they have of the restructuring. Common feature to all interviewees is that anyone of them did not have any kind of doubts nor problems towards the restructuring on the contrary to the board of culture and leisure time.

"Surely there have been doubts. - - - People in the board of culture and leisure time expressed the heavyist doubt and I think that they had real distress about it how things will be taken care of - - -" (A1/I)

"This is just like I think there is nothing against anything." (A1/I)

"I don't have any doubts I see a lot of opportunities here." (A2/I)

"No doubts have been woken up. - - - We need to get used to each other, all sectors are little different in activities and in the way of thinking." (A3/I)

"Most likely there are any kinds of problems." (Y/I)

If there were problems they could be, according to the social workers, caused by " - - prejudices here at the beginning and the image of human, understanding of work - - - questions of values, education - - - when you don't know the other party's work - - " (S/I)

The youth workers' only concern was connected to the target - " - - social sector is traditionally interested in adolescents who have problems but is it interested in the rest 95 percent." (Y/I)

**7.2.2. About the Effects of the Restructury**

The arguments of the effects have been divided into five categories: 1) work content, 2) work motivation, 3) professional effects, 4) changes in goals, and 5) services. In general, each group of the interviewees had their own ideas and understandings of the effects the restructury has. The picture of the effects was not uniform nor clear. The effects on work motivation, and on the services as well as professional effect were argued mainly by the social workers and the youth workers, whereas the administrative office holders did not have much to say about them. All the categories were argued and every group of the interviewees argued the categories numerically pretty much in the same way as it can be seen in the following table.

Table 11. The Amount of the Arguments of Work Content, Work Motivation, Professional Effects, changes in Goals, and Services

The arguments of the effects of the administrative reorganization on	How many times mentioned by			
	A	S	Y	
work content	4	3	2	= 9
work motivation	1	2	4	= 7
professional effects	2	5	2	= 9
changes in goals	6	3	2	= 11
services	1	3	6	= 10
	14	16	16	= 46

As it can be seen each group of the interviewees stressed the effects in a different way. The administrative office holders emphasized the changes in the goals, the social workers considered the professional effects the most remarkable whereas the youth workers put special emphasis on the services.

From the administrative office holders' point of view **the work content** will be focused on youth unemployment, social problems, preventing exclusion, preventive work, services nobody else produce, and directing resources.

"- - - youth sector should be focused on youth unemployment and social problems - - -"  
(A1/I)

"- - - that we could in co-operation with the other parties in social welfare answer to the prevention of exclusion, preventive work, which are looked for. Actually I would say that to answer to those services nobody else produce for children and young people." (A2/I)

"- - - that resources should be focused on the activities which really need attention- - -" (A2/I)  
The social workers thought that "it is possible to obligate them [the youth workers] to do such things which should be youth work's now that it is in the same organization." (S/II) They saw youth work "- - - maybe even more as a possibility than before." (S/II) However, "- - - those changes can be seen, in a way, more in the entity than as changes in functional modes." (S/II) The youth workers were little worried about the changes in the work content: "Yes, traditional youth work must not be forgotten." (Y/I) However, one year later the youth workers considered that "- - - it does not change the ordinary daily work in any way - - -" (Y/II)

About **work motivation** the administrative office holders considered that "- - - those who are motivated restructury will further increase it- - -" (A2/I) As the social workers sees it the effect of the restructury on work content is dependant on the attitudes and they hope to get some support to work with the teenagers.

"If youth sector experience this as coercion so surely not very well. I don't know what kind of attitude do they have but we have nothing against it, on the contrary... And then we have that kind of situation at the moment that we are employed by the teenagers quite a lot so, that if we could get to such co-operation where we could get support from each other and could get some results, I at least can't see it as bad thing and on the other hand I don't regard this as difficult." (S/I)

The youth workers were sure that the restructury will improve work motivation

"Makes it better, so there is no longer division between the matters which belong to social welfare and which belong to the youth sector plus the joint operations. The atmosphere with social welfare have always been good. And it will be improved furthermore." (Y/I)

"Towards social welfare it has been improved but inside the youth sector it is quite low."  
(Y/II)

" - - on the other perhaps badly because we have this revision of the functional systems, there is a little twisting between the workers about it which direction and how these things will be handled - - -" (Y/II)

The administrative office holders connected the understanding of **the professional effects** to know-how and to possibility for different kind of tasks: " - - the effect can be seen directly - - - now we have possibility to sell - - - ourselves and that good know-how - - - and when one wants to develop himself, we have a chance, here inside, now to seek different types of tasks - - -" (A2/I)

The social workers, from their behalf, considered education, increase in diversity, understanding of youth, for example, as the professional effects.

"Shared education could be good- - -" (S/I)

" - - - education together with the youth sector would be important in order to learn to speak, at least a little, the same language." (S/I)

" - - - professionally thinking, it brings diversity here - - - this co-operation gives possibility to look things in a broad way - - - if one would co-operate more together with people in the youth sector so, the understanding of youth and of a personality of a young could be changed - - -" (S/II)

The ideas of the professional effects were quite unclear to the youth workers. According to them " - - some people may need some kind of education concerning that or that, in a way deepening the knowledge of the matter." (Y/I) Otherwise the restructuring have had any kind of professional effects: " - - - not at least in this stage, maybe it is easier to introduce and carry out matters in a bigger entity." (Y/II)

The arguments, concerning **the changes in the goals**, represented by the administrative office holders were partly more abstract than those of the social workers' and the youth workers'. The administrative office holders had more broad viewpoint to the matters whereas, the social workers and the youth workers emphasized certain tasks.

" - - - youth sector - - - actually, all have been a little dissatisfied with it - - - so we should think new, stress new profile - - -our youth work should find new kind of profile- - -" (A1/I)

" - - - in traditional youth work comes up, at least, that in open house activity new forms are searched - - -" (A2/I)

" - - for another thing is of course these activities which are financially supported - - - we could stress the importance of certain things - - -" (A2/I)

" - - - support of voluntary work so, it is more important, and clarification of the content should be looked for, where do we want to focus these resources." (A2/I)

"- - - and then of course these new type of means in order to answer existing challenges [employment, preventing exclusion]- - -" (A2/I)

"Surely not by fundamental character but perhaps some kind of nuances may come." (A3/I)

"- - - that this commitment would cause that we really would do more work together in a goal-oriented way - - -" (S/I)

"- - - to get the youth sector in co-operation with troubled youth." (S/I)

"- - - work with marginalized youth will be improved- - -" (Y/I)

"- - - I think that in respect to young people we are going to be that kind of gang which is thrown into fire [unemployment, homelessness, restlessness] - - -" (Y/I)

The administrative office holders and the youth workers shared the idea that the restructuring will direct the services

"- - - we need to go there where the need and demand exists - - -" (A2/I)

"Well, it will direct the services." (Y/I)

The social workers considered that the restructuring will make the services flexible and will effect on the image.

"- - - we could develop the services in a way that different kind of services could be available as flexibly as possible depending on the situation - - -" (S/I)

"- - - the youth sector thinks that the social welfare office is controlling and old-fashion system but if they could think that we are all working together, that we are in the same boat, so I think that we could change the image." (S/I)

The youth workers thought that the services would be more efficient and that work with the marginalized youth would develop. They thought too that it would be easier to create or develop the services in a bigger entity.

"In some cases the services could be more efficient, but it is not going to increase them." (Y/I)

"- - -work with marginalized youth will develop- - -"(Y/I)

"Our own services have not been changed." (Y/II)

"Well, it is a little hard to say what kind of effects it have had, we have this new 'night cafe' activity and then we have this 'multipurpose building' project in which there are other sector from social welfare - - - so about the achievement, have it become true without the reorganization, it is little hard to say - - - I'm sure it made it a little easier- - -" (Y/II)

### 7.3. The Picture of Co-operation

According to the interviewees there have been co-operation between social work and youth work before the restructuring but the idea of it differed: "I think it is possible to tighten up it" (A1/I), "- - -for years there have been good co-operation between social work and youth work- - -" (A2/I), "There was co-operation but it was not like regular but random" (S/I), "Sometimes little less and occasionally little more, it depends on the situation and the need." (Y/I) There have been used four categories here in order to describe co-operation. Firstly, the interviewees are giving the definition of it. Secondly, I'm trying to find out their understanding of the conditions for co-operation. Thirdly, here is description of the idea what does co-operation mean to the informants. Lastly, difficulties, problems, and doubts as well as changes are studied.

Arising out of the statements co-operation **means** positive resources, opening up 'the tube', joint actions or planning and mutual goal.

"- - -in the municipalities there is danger that our thinking is like the tube, that we are taken care of our own tube. Co-operation means that this tube will break into pieces." (A1/II)

"- - -planning together - - - also acting together in some level. It is not merely mediating of information." (S/I)

"Combining the positive resources in order to achieve something." (S/II)

"- - -mutual goal- - -" (Y/I)

"Mutual goal, bringing together the traditions."(Y/II)

"Working out some functional matters together- - -" (Y/II)

Mutual principles, knowing the other party's work, and shared organization were seen as **conditions** for co-operation. The social workers stressed structures and principles; "- - -I do believe that now- - - when we are in the same organization- - -that it would give the structural framework- - -when we were in the different administrative organ it created realistic hindrances, there were different principles and separate money." (S/I), "The mutual principles are important." (S/I) The youth workers also stressed structures "- - - the attitude that - - -now when we are under the same roof we are better accepted to be part of the gang." (Y/I) Both the social workers and the youth workers considered that the knowledge of the other party is important; "- - -we need to get information- - -about their resources- - -what is the purpose of their activities, first of all we need to discuss about this. And then what we are doing, what's the purpose of our activities, which are our resources."(S/I), "Condition is to know work the other is doing." (Y/I) The administrative office



holders in turn, considered that the conditions for co-operation depends on whether "the youth workers accept the starting point that they are part of social welfare" (A1/I), as well as on the idea that "the conditions are taken shape along with time, not too much too quickly" (A2/I), or on the idea of "open co-operation, mutual understanding". (A3/I)

The administrative office holders stated that **the importance, the meaning** of co-operation lies on the services and co-ordination. "- -that it would be possible to focus the services there where they are needed- -" (A2/I), "- - to find important activities, in general to find the role of the municipality - - In order to get the resources we have to work in right places- -that all could find their own role- -". (A3/I) They also thought that the goal is to gain "- -co-operation which would be also appropriate- -". (A3/I) "we already had large co-operation but- -" due to the restructury "- - nowadays it is natural.". (A2/II) According to the social workers it is "important to define the purpose of the activities". (S/I) They also think that "one person cannot take control over everything, the task of co-operation is to create an entity". (S/II) The youth workers felt that "co-operation with social welfare is essential part of youth work". (Y/I) "With the help of co-operation it is possible to gain something in a better way and perhaps more economically. Doing some things together it is possible to succeed." (Y/II) According to the youth workers co-operation is leading to "understand different points of views." (Y/II) The youth workers considered that along with time and done co-operation "there have become mutual language, approach, and methods which have helped the progress of handling and implementation of the matters- -shared work methods have become stronger also network have become routine." (Y/III) "Very essential part is - - - common education - -" (Y/III) Both the social workers as well as the youth workers agreed that along with co-operation there have become clear work division. In all, the social workers stated about the co-operation that "it is now more systematic, more goal-oriented, and work with the young who are in danger to be excluded is stressed- -". (S/III) "Before the restructury contact with the youth sector was pretty thin- -youth work have become more visible along with the years." (S/III) "Usually it is the youth worker who contacts us- -but sometimes it happens that we are contacting them." (S/III)

The social workers considered that "the information in the course of time" as well as "the basic problem we all have is that we are working under immense pressure- - -" (S/III) are the main **problems** affecting on co-operation. According to the youth workers there is one problem concerning office hours. Even though "the social workers are doing work more in the field than before - -there are still problems with the arrangements concerning working hours - - - which are

tied up with daytime job - - - perhaps flexibility of working hours should be taken under consideration- - ". (Y/III)

## 8. CONCLUSIONS

The starting point and the reason for this study have been co-operation. Consequently, the purpose have been to give an accurate picture, to describe the characters of the worlds of social work and youth work. This was done by describing and comparing them through purpose, values, target, goals, methods, and means as well as of the image of human, the educational objectives, and professionalism. Hence, the goal of the study is to create coherent entity in which differences and similarities are represented in a way which facilitates to look the other party as well as self-image in respect to that other party on novel eyes. Arising out of this it is possible to become aware of those premise and alternatives there are for co-operation, to see the opportunities in the other party.

In history the starting point in social work was poverty and distress. Equality between people is always emphasized in social work. In youth work the starting point have lied on idleness and education in leisure time. The idea was to keep young safe from the disadvantages of the industrialized society. Central in youth work is to take care of the interests of the young as well as to get young people in equal position with the other members of society in relation to the public services.

The understanding of purpose in social work was uniform according to the data. Owing to this uniformity purpose in social work is to maintain and improve normality and continuity of everyday life as well as security and capacity of people. It is work for change which promotes people's living conditions and skills needed. Social work helps people in their difficulties. Functionality of the communities was emphasized only in the legislation. The uniformity of the understanding of youth work's purpose was also seen in the data. Accordingly, youth work should help the young in the process of growing up, improve the living conditions of young people and create possibilities and resources for youth activities which are improving citizenship skills among young. Equality and the interests of young people were also emphasized. Youth work was described with following characters: participation is voluntary, lack of force, homogeneity of the age distribution, flexibility, orientation according to the needs, learning based on experiences, group orientation, and positive attitude towards the participants. Central in youth work is the lack of force and that participation is voluntary. To sum up, they both are helping and supporting people they are working with, they are both interested in living conditions as well as capacity, skills, and abilities of people. Differences in purpose can be found in normality, continuity, and security in social work and in possibilities and resources for youth activities in youth work.

According to the literature responsibility, individuality and acceptance are the values social work and youth work share. Besides this values in social work are balance of mind, respect for humanity, and person's autonomy. In youth work the other values are voluntary participation and lack of competence. In the legislation youth work's values are considered as equality, multi cultural tradition, and sustainable development. Besides the same values they need theories directing work and the workers. They both need theoretical knowledge of human, and society. Theories of dynamics of behaviour, social situations, interaction between individual and social environment are needed in social work. In youth work theories of nature, youth work and methods are also needed.

The target of youth work was described in a very simple way in the data. Accordingly all young, all under 29 of age, groups are in the target of youth work. Whereas social work's target was described as distress, need of help, societal changes, people who are weakest, who have low income or who are weak in mastering their lives, individuals, families, communities, all kinds of people. In short, social work is usually working with the individuals and the families whereas youth work is working with the young in groups.

The uniformity in goals and tasks is remarkable. Social work tries to fasten a person to the society and youth work tries to help a young to join to the society. The aim in social work is to remedy and to prevent the social disadvantages in upbringing conditions, and to develop the client's skills to master his life. Likewise in youth work with the help of development of living conditions of the young possibilities to grow up as well as premise to master one's life are created. Further, youth work is creating possibilities to develop personality. In the same way social work tries to create possibilities for individual's growth besides which social work tries to prevent difficult life-situation and tries to enable the change in it and in skills needed. Social work should follow and develop the conditions of children and young people, likewise youth work should point out youth's perspective in decision-making and planning. The differentiating features of the goals and the tasks are possibilities for civic activities and internationalism in youth work. In addition youth work should improve equality between genders, generations, and regions, improve tolerance and cultural diversity and sustainable exploitation of nature.

According to the legislation, when the methods are viewed superficially, there seems to be hardly any unifying features between social work and youth work. Social work is counselling, guidance, and measures of support. It is carried out as individual, family or community oriented social work, social work administration, or other methods needed. The methods in child welfare are the measures of support in non-institutional care, taking into care, foster care, and after-care. Whereas the methods in youth work are described as youth work and youth activities. When the legislation

is studied more detailed similarities between non-institutional care and youth work are found. The measures of support in non-institutional care means lay helper or support family, therapy services needed, financial and other support in order to back child or adolescent up in school attendance, getting occupation and dwelling, taking up the place in working life, hobbies, and satisfying the other personal needs as well as holiday and recreation activities. With the help of youth work the living conditions of young are improved which means measures dealing with dwelling, income, work, health, education, internationalization as well as the services for hobbies, culture and leisure time.

Before the 1990's social work was described in a quite similar way in the literature as it was described in the legislation. In the 1990's the methods in social work were project working, going out to the field, multi-professionalism, new co-operation partners, new working methods, group work, and course activities besides which the living conditions were emphasized. The methods in youth work were, according to the literature, small group activities, cultural activities, educational and course activities, pressure activities, camps clubs, and work in youth premises. In the 1990's the methods were added with societal participation, organized support activity, youth publicity, youth exchange, youth travelling, physical activities. action in peer group, and support of revering adult. In all, it can be said that social work is considered formal whereas youth work is considered creative. Rectifying work is connected to social work and preventive work to youth work. Even though they both are aiming to the change rectifying work starts from existing social problem whereas preventive work starts from welfare. According to the interviews social work is carried out in the office whereas youth work take place in the field. Social work have exact methods and lots of laws, it is counselling, child welfare, income support, and co-operation. Characteristic to youth work is planning, organizing and activating. Youth work is concrete job, working in the functional level, in youth premises, it gives possibilities and alternatives.

Social work have an impact on human through situation which means that a person is wrapped to the reality through and according to his or her own life situation. By changeing the components in connection with social work, it is possible to improve the wholeness of the human. Social work tries to ease the situation, which the person himself or alone cannot rectify. Youth work is based on the image of human where an individual is equal, creative, consciousness, social, whole, and indivisible. Arising out of this, it is possible to say that they are both working for the benefit of people they are working with. They share the belief in human as well as the belief in the possibilities in human. They are adapting their target to the surrounding community. Besides they are supporting the abilities that their target could master their lives and they support their target to

be responsible. This means that they share the theory of socialization and existential image of human.

The educational objectives in social work, in child welfare, are defined as development of the upbringing conditions, support of parenting and protection of child's care. In youth education central idea is to develop the good in the adolescent in other words the starting point in education in youth work is the best of the young, help young people to find themselves. So, the idea of upbringing can be seen in social work as supporting of parenting and in youth work as activities supporting growth of the young. Besides this they are both interested in the development of the living conditions. Education in social work is considered to be formal and it is focused mainly towards the parents, the families. Whereas in youth work the education is informal and the adolescents are the main target. In spite of these differences social work and youth work share the ideas in humanistic and ethic education. This means for example, activities in small groups or individually, self-understanding, personal upbringing, moral consciousness, security and capacities, abilities of an individual.

Further, social work and youth work were compared according to professionalism. Directive in professionalism is the scientific knowledge, academic education, strong trades union as well as ethical regulations. When social work and youth work are compared according to abovementioned criteria it can be said that as a profession social work is stronger than youth work. However, they both are forming an occupational community. This means that they both are directed by the clients, the rules and the practices in the working place. Either of them must not discriminate the clients but their actions are based on the client's point of departure. Still, the client in social work is considered as problem or bother whereas in youth work the client is possibility or resource.

Up till now I have represented how social work and youth work were seen in the literature and in the legislation as well as how did the administrative office holders, the social workers and the youth workers in Hämeenlinna described social work and youth work. In the table 12 the similarities and the differences between social work and youth work are represented in abstract.

Table 12. Similarities and Differences between Social Work and Youth Work in Abstract.

	Similarities	Differences	
		Social Work	Youth Work
Starting point		poverty, distress	idleness, education in leisure time
Purpose	living conditions skills, capacity help, support work for change	normality, continuity, security	possibilities, resources for youth activities
Values	responsibility equality individuality acceptance	person's autonomy balance of mind respect for humanity	multi cultural tradition voluntary participation no demand for competence sustainable development
Theory	theories directing work and the workers theories of human, society	dynamics of behaviour social situations interaction between an individual and social environment	theories of nature, youth work, methods, and basis of values and ideas
Target	a young under 21 of age	individuals, families, communities reason	groups all under 29 of age age
Goals Tasks	to fasten a person to a society to develop a person's skills to master his/her life possibilities to grow up possibilities to develop personality conditions of children and young, their viewpoint to develop living conditions	solve social problems	possibilities for civic activities, internationality, equality between generations, genders, regions, tolerance, cultural diversity sustainable exploitation of nature
Methods	non-institutional care/youth work - dwelling - income - work - education - services for hobbies, culture and leisure time  group work course activities project working multi-professionality network methods field work support activity	formal office rectifying	creative field preventive
Image of Human	work for the benefit of their target	impact on human trough situation	activities

	belief in human belief in the possibilities in human		
Goals in Upbringing	development in living conditions activities in small groups (individually) self-understanding personal growth moral conscience security, capacities, abilities of an individual	supporting parenting mainly towards parents, families formal	activities supporting growth mainly towards young informal
Profession	both directed by the client's client's point of departure rules, practices of working place	problem bother	client seen as possibility resource

Henceforward I'm making an abstract on how the social workers and the youth workers in Hämeenlinna see themselves and the other and what do they think of co-operation. The attitudes towards the other have changed quite a lot during the years while youth work have been a part of social welfare. As I see it, at the beginning the pair of concepts 'expert vs. lay' describes the relations between these two. The social workers were viewed to have abilities and skills in order to give guidance and they saw the youth workers as 'helpers'. The youth workers, in turn, treated the social workers like superior and underestimated themselves. First I thought that the level of education had an impact on this. The social workers have the academic education whereas the youth workers have the college degree. The third interview demonstrated that I was wrong. Due to the knowledge of the other the understanding of the other have changed. The social workers regard the youth workers as 'specialized' workers as they see themselves to be. The youth workers have noticed that they are respected, heard and their work is valued. Mutual respect and the use of the skills and work methods of both of them were seen in the third interview.

As the conditions for co-operation were mentioned shared principles, knowledge of the practices and the methods of the other as well as the same organization. Both the social workers and the youth workers stressed the structures and the knowledge of the other besides which the social workers emphasized the principles. For the workers co-operation means mutual goal, common activities as well as positive resources. According to them the meaning of co-operation can be found from co-ordination, from the targeted services and from understanding. In the course of time co-operation have become more systematic and more goal-oriented. With the help of co-operation mutual language, approach and methods have been achieved. The problems are due to the lack of time and the working hours.



As conclusion it is easy to say that premise for co-operation between social work and youth work exists. They share the understanding of human and upbringing. They have common goals and tasks as well as methods. As I see it, the experiences in Hämeenlinna proves the idea; 'the more you know, the more you need'. From the first interviews it was possible to see that the idea of co-operation was accepted by everyone but the ideas of what it could be in practice were not clear. In time the need for co-operation have increased.

Even though this study has not increased knowledge of social work and youth work I hope I have been able to present the worlds of them in a way which facilitates to recognize some forgotten or hidden characters. I hope that the description of the target facilitates to understand something in a new way. The intent is to wake up the desire to experiment, to encourage the social workers and the youth workers to seek new co-operation partners with new work methods.

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APPENDIX 1 The Effects of the Free Municipality Experiment on the Organization in Social and Leisure time Sectors

Table 4. The Organs and the Amount of the Elected Officials until 31.12.1988 and from 1.1.1989 onwards, the Amount of the Meetings and the Subjects Handled from 1988 to 1993.

	The field of social sector	The field of culture and leisure time
Odl organ until 31.12.1988	dwelling board social board temperance board legal aid board library board board of household economy and consuming	board of physical education youth board board of culture
New organ 1.1.1989 ->	social welfare board	board of culture and leisure time
The amount of elected officials		
1988	7+11+6+5+7=36	7+11+13+7=38
1989	13	13
The amount of the meetings		
1988	57	41
1989	12	11
1990	14	12
1991	16	11
1992	10	12
1993	12	10
The amount of subjects handled		
1988	1260	528
1989	357	170
1990	296	160
1991	177	152
1992	146	150
1993	158	119

Source: Vapaakuntakokeilu...1994, appendices 1, 4

## APPENDIX 2 Comparison between Physical Education, Culture and Youth Work of the Legislation

Table 5. The Tasks, the Goals, the Target and the Methods in Physical Education, Culture and Youth Work According to the Legislation.

physical education	culture	youth work
=====		
What is it?		
activity in physical education = free civic activity in the the field of physical education	cultural endeavor = to practice, be interested in art, supply and use of cultural services, work in native region, improvement of local cultural tradition	youth activity = free civic action of young and other leisure time activities, which are improving the growth and citizenship skills of young
-----		
Tasks		
to create possibilities for activities to exercise	to improve, to support, to organize cultural endeavor to organize possibility for basic art education	to create resources and conditions for youth activities
-----		
Goals		
- to create habit to exercise - a person who is physically, mentally helthy and social - adequite and suitable possibilities to exercise - international understanding - improvement of peace	- to secure national cultural endeavor - to improve the services in the field of cultural endeavor - personal interest in art - international co-operation	- to improve growth and citizenship skills of young - regional access of the activities - equal possibility to participate - possible to grow up, to develop, to influence - to concider the subsistance of young
-----		
Target		
all inhabitants	all inhabitants	all under 29 of age
-----		
Methods		
- administration - premises for exercise - financial support to organizations	- development of administration - societal support - creating general possibilities	- to construct youth premises - to support youth activities - to employ youth leaders - education, publicity - proposals, initiatives of the living conditions of young - co-operation with the others in the field of youth policy
-----		

Source: Physical Education Act 984/79, Culture Act 728/92, Youth Work Act 1068/85, The Government Bill 121/79, 215/92, 13/83.

## APPENDIX 3. The Questiones for the Administrative Office holders

1994	1995	
x		About the background of the restructury. Where did you get the idea and when?
x		How was the restructury prepared?
x		Who did define the goals of the restructury?
x		Did the employees have the possibilities to affect on the restructury?
x		Are there examples elsewhere? What about the other possibilities?
x		How was the restructury greeted?
x	x	Are there any doubts about the restructury?
x		Are there any wishes conserning the resrtuctury?
x	x	Which are the conditions for successful implementation of the restructury?
x		What do you think the social workers and the youth workers are thinking of each other?
x	x	What was the co-operation like between them before the restructury?
x		Do you expect that the content of work will change?
x	x	How does the restructury effect on the work practices or on the services?
x	x	Which are the effects on the professionalism or work motivation?
x		What is your personal opinion?
	x	How do feel now when the restructury is functioning?
	x	Does youth work have new profile?
	x	How would you describe social work, youth work, and co-operation?

## APPENDIX 4. The Interview Questiones for the Social Workers.

1994	1995	2000	
			CO-OPERATION BEFORE 1994
x			Did social work and youth work have co-operation before 1994?
x			What was co-operation like? forms / feelings
			THE OTHER PARTY
x	x	x	What do you think of youth work? What is it?
x			Do you have knowledge of the legislation of youth work?
x		x	What could be the purpose and the goals of youth work?
x		x	What could be the content of youth work? work forms, practices
x			Where exists the strength of youth work in Hämeenlinna?
x			What about the weakness?
			CO-OPERATION IN FUTURE
x	x		What kind of effects the restructury will have on co-operation?
x	x	x	How do you understand co-operation? or working together
x		x	What does youth work have to give to social work? vice versa
	x	x	What kind of effects youth work have on social work?
x			Can you imagine a situation where a youth worker could be needed? What kind of situation?
x			What kind of help you think you would receive?
			THE RESTRUCTURY
x			What is according to you the background of the restructury?
x			Which are the goals of the restructury? Who defined them?
x			Did the employees hve the possibility to affect on the restructury? How were the goals or the content arranged? Where did you get information of the restructury?
x			Do you have a feeling that something extra is coming, something in addition to your own work?

1994	1995	2000	
x			Do you think that nothing special will happen? (the restructuring will take place only on the paper)
x	x	x	Which are the effects on atmosphere, on work motivation?
x	x	x	Which are the effects on the goals of work?
x			Where exists, according to you, the strength of the restructuring?
x	x	x	What about the weakness?
x			Which are the conditions for successful implementation for the restructuring?
x	x	x	Which are the effects on professionalism, work practices, the services?
	x	x	What is youth work, social work? Have they changed?
	x		What is the target of your work? Are there any changes?
	x	x	Are there any changes concerning the contacts to the youth workers?

## APPENDIX 5. The Questiones for the Youth Workers

1994	1995	2000	
			CO-OPERATION BEFORE 1994
x			- Did youth work and social work have co-operation before 1994?
x			- Can you tell about the wideness of co-operation?
x			- What was co-operation like? forms / feelings
			THE OTHER PARTY
x	x	x	- What do you think of social work?
x		x	- What is social work?
x		x	- Do you know the work methods , means in social work?
x			- Do you have knowledge of the legislation of social work? What kind of laws are there? Do you know about the age limits?
x			- What could be social work's purpose, goal?
x			- Where do exist social work's strength in Hämeenlinna?
x			- What about weakness?
			CO-OPERATION IN FUTURE
x	x		- What kind of effects the restructury will have on co-operation?
x	x	x	- How do you understand co-operation? or working together
x			- What does social work have to give to youth work? vice versa
x		x	- What kind of effect youth work have on social work? vice versa
x			- Can you imagine a situation where the social worker would be needed? What kind of situation?
x			- What kind of help you think you would receive?
x	x		- Does the restructury have an effect the services? What kind of effects? / Why not?
x	x	x	- What are the professional effects of the restructury? Workdivision

1994	1995	2000	
			THE RESTUCTURY
x			- What is according to your opinion, the background of the restructury?
x			- Which are the goals of the restructury? Who did define them?
x			- Did the employees have the possibility to affect on the restructury, how the goals were arraged or the content of the restructury?
x			- Where did you get the information of the restructury?
x			- Do you have a feeling that something extra is coming, something in addition to your own work?
	x		- Do you believe the restructury have positive effects?
x			- Do you think that nothing special will happen? (the restructury will take place only on the paper) Do you have any doubts?
x	x	x	- Which are the restructury's effects on atmosphere? on work motivation?
	x	x	- Which are the effects on the goals of work?
x			- Where exists, according to you, strength of the restructury?
x		x	- What about the weakness?
x			- Which are the conditions for succesfull implementation of the restructury?
x		x	- What is the target of your work?
	x	x	- Have your work changed?
		x	- Which are the goals of your work?