

Research report from the collaboration project supported by the Ministry of Social Affairs and Health, and the Adult Social Work and Rehabilitation Services of the City of Jyväskylä

**Multiprofessional mobile support for overcoming homelessness:
A study of Nopsajalka work in Jyväskylä**



Annalisa Sannino
Yrjö Engeström
Emma Kärki

RESET, Faculty of Education and Culture
Tampere University
2023

ISBN 978-952-03-2799-6 (print)
ISBN 978-952-03-2800-9 (online)

*"Sounds amazing! That you can get help with rent debt, for example.
Almost crying. I want a project like that for us, too!"*

A participant's comment on Nopsajalka in
'Developing Homelessness Work' conference, November 10, 2021

Cover photo:
"[Walking together...](#)"
by [Thomas Leuthard](#)
licensed under [CC BY 2.0](#).

Contents

1. Background and purpose of the study	4
2. Theoretical framework and research questions	10
3. Implementation of the study, collaboration partners and data	13
4. Methods of analysis and research ethics	16
5. Results	18
5.1. Transformation of the initial Jyväskylä Nopsajala operating mode of working from long to short service relationships	18
5.2. Clients' service paths as an instrument for analyzing the activity	24
5.3. <i>Escorted transfer</i> as the core idea of the new model of working	30
5.4. Collaboration agreements as support for the new model of working	39
5.5. Competence as a challenge ahead	42
6. The significance of the results for Finland's Housing First Strategy	45
6.1. ACT teams and Nopsajalka	45
6.2. Toward a concept of Finnish Housing First 2.0	48
7. Summary and recommendations for advancing Nopsajalka work	54
7.1. Summary of the results	54
7.2. Recommendations for advancing Nopsajalka work	57
References	59
Appendix 1. Interview structure for employees, supervisors, partners and stakeholders	63
Appendix 2. Clients interview structure	66

1. Background and purpose of the study

The current Finnish Government has in its program set the goal of reducing homelessness by 50% in four years and eradicating it in eight years, taking as point of departure the principle of Housing First as it is understood in Finland. There are, however, new challenges ahead. The Covid pandemic has made it difficult to work in supported housing units and low-threshold meeting places. The proportion of homeless young people who use substances has been reported to be increasing in several cities. The same applies to women and people with an immigrant background. New operating models are needed for homelessness work, especially to help clients who have difficulties to settle and who need many support services.

A fast-reacting, expert mobile multi-professional team has been found to be an effective means of supporting hard-to-reach clients with diverse problems. Models of such mobile services have been developed in Europe and in the United States, especially to support mental health patients. The most well-known are the ACT (Assertive Community Treatment) models [1] and the FACT and RACT models stemming from them [2][3]. In Finland, e.g. the mobile outpatient care team of Aurora Hospital in Helsinki and the enhanced outpatient care of Lapland's Hospital District are applications of the ACT model that have been proven to work [4]. From time to time, good results have also been obtained with these models in relation to problems related to homelessness. The LIITU (*liikkuva tuki* in Finnish: mobile support) operational model developed in Pori is a good example of this (<https://www.pori.fi/sosiaali-ja-terveys/mielenterveys-ja-paihde-tyo/kuntouttavat-asumispalvelut-ja-liikkuva-tuki/liikkuva-tuki/>). The Y-Foundation's Network Developers implemented pilot work in 2015-2018 to support the launch of a multidisciplinary form of support brought to home. However, there is no research in the literature specifically on multi-professional mobile support operating models developed for homelessness work in Finland.

The purpose of this study is to compile and analyze the experiences of the multi-professional mobile support team Nopsajalka in the City of Jyväskylä. The word *nopsajalka*

in Finnish means literally "quick feet." This expression is borrowed from the Finnish translations of famous Deerfoot books by Edward S. Ellis. In the context of homelessness work, *nopsajalka* refers to a new type of agile and flexible service. Building on the experiences of Jyväskylä Nopsajalka team, this report aims at cultivating a model of multi-professional mobile support for local, regional and national use in homelessness work.

In 2020-22 with project funding from the Ministry of Social Affairs and Health, the cities of Jyväskylä and Tampere have tested and developed the so-called Nopsajalka model of multi-professional mobile support in homelessness work. The task of Nopsajalka teams is to promote the transfer of hard-to-house clients to permanent housing and the continuity of housing, by preventing evictions and other housing crises. The purpose of the research collaboration carried out by Tampere University's research group RESET (Research Engagement for Sustainable and Equitable Transformations) and Jyväskylä Adult Social Work and Rehabilitative Services was to gather experiences from Nopsajalka activity and, based on these experiences, to refine a preliminary model of multi-professional mobile support for local, regional and national use in homelessness work. RESET research group is led by Professor Annalisa Sannino. at the Faculty of Education and Culture. RESET members Professor Emeritus Yrjö Engeström and Research Assistant Emma Kärki participated in the realization of this study.

According to conservative estimates, approximately 1,500 professionals and experts by experience work in Finland directly with clients who are homeless, who have received housing after periods of homeless, or are at risk of homelessness. These experts work in municipal and regional social, health and housing services as well as third sector service provider organizations and associations. Thanks to the national Housing First strategy and the dedication of employees, Finland has succeeded in reducing homelessness significantly since 2008. The strategy is now being renewed under the working title Housing First 2.0 [5]. RESET research group has supported and analyzed this process first by implementing three Change Laboratory studies in 2018-19 [5][6][7][8] and then in 2020-21 the research project "Joint professional agency in Finland's Housing First work" funded by the Finnish Work Environment Fund [9] [10].

The Nopsajalka idea was born in a Change Laboratory conducted at Tampere University with representatives of housing services, social-welfare and health services, as well as prominent NGOs. Nopsajalka was designed in a participatory manner as a new operating model for multi-professional and cross-sectoral mobile support, also making use of the experiences from LIITU.

In the autumn 2020 the Ministry of Social Affairs and Health launched a national development project for social and health services to reduce homelessness. From this several cities received funding for their own sub-projects. The sub-projects in Jyväskylä and Tampere included the development and testing of multi-professional mobile support. In Jyväskylä this work is part of the ASSI (*asunto ensin* in Finnish: Housing First) sub-project, whose project manager is Ritva Anttonen.

Jyväskylä representatives heard from Tampere's Nopsajalka and took the same name after receiving permission. On October 27, 2020, the RESET research group, as part of its study funded by the Finnish Work Environment Fund, conducted a nationwide online workshop on the topic 'Organizing multi-professional mobile support for clients', with invited speakers representing LIITU from Pori and the Nopsajalka team in Tampere. Jyväskylä had a strong participation in the workshop and city representatives asked several questions to the speakers.

Ritva Anttonen: "We have received really good information and experience here (in the workshop). And I would suggest that we could continue to compare and 'borrow' from each other a bit. And to look for solutions together, since there will probably be many issues before us in starting this... So thanks for the learning opportunity."

(from the transcript of the workshop discussion)

At the beginning of June 2021, the RESET research group conducted another online workshop on the same topic. The speakers this time were the representatives of Nopsajalka teams in Jyväskylä and Tampere. Nopsajalka activity were developed in each city according to its own conditions and needs, while exchanging experiences.

Nopsajalka's idea was recorded in the 2020-2022 Action Program for Halving Homelessness in the City of Tampere as follows:

"In the Change Laboratory in Tampere, the team was named Nopsajalka, which offers help promptly and flexibly. The target group of the work are clients who are at risk of homelessness, who need special support, and homeless clients who move to their own apartment from emergency housing or other housing units. Clients are referred to Nopsajalka from, for example, psychiatric hospitals, in which case Nopsajalka supports their repatriation or resettlement. Landlords and housing advisors can also contact Nopsajalka about clients whose situation has become critical due, for instance, to mental illness. In this case, Nopsajalka's task is to support the retention of the apartment. Nopsajalka's work also includes support for housing clients from emergency housing. In the emergency housing unit there are long-term homeless clients, whose housing in scattered locations requires special support and multi-sectoral collaboration. Building trust in the client on the one hand and the landlord on the other hand is key.

What is special about Nopsajalka's operations is the tailoring of services into a whole that meets people's service needs, as well as their coordination. The work should be mobile and flexible in terms of time, i.e. offer more intensive support in a crisis situation and loosen its grip when the situation stabilizes. If necessary, the work must continue for a long time with the client. The Nopsajalka team has expertise in social work as well as substance abuse and mental health work. The team is organizationally positioned as part of adult social work services, but the practical work is done closely with the Konsti working group (kotiin suunnattu tuki päihde- ja mielenterveysasiakkaille, in Finnish: support brought home for substance use and mental health clients). Substance abuse and mental health problems are particularly emphasized in Nopsajalka's clientele, so the team must have strong expertise in helping people with multiple problems, often intoxicated and sometimes psychotic or with other psychological symptoms. Knowledge of the service system and extensive consultation opportunities with basic and specialized medical care guarantee that crisis help is received quickly. If the situation requires it, Nopsajalka also organizes apartment cleaning or clearance cleaning."

[6, p. 11-12]

The city of Jyväskylä describes its own Nopsajalka work model on its website as follows [11]:

"The multi-professional mobile team Nopsajalka serves the homeless or people at risk of homelessness. The team includes a psychiatric nurse, a social worker, a community nurse and a housing counselor in addition to the latter's own work.

The team also has expertise and experience in adult social work, child protection, substance abuse, crisis and trauma work.

Nopsajalka's target group is people in need of special support who have difficulty applying for and getting the social and health services they need.

- *The team offers the client low-threshold social guidance, housing counseling and substance abuse and mental health work.*
- *Clients are referred to the service mainly through a collaboration network, such as from social services, health centers, criminal sanctions and prisons. The clients can also apply for the service themselves.*
- *The team contacts and reacts quickly to the client's situation. It determines the service needs and serves, guides and supports the clients, escorting them to transfer to other services they need. The duration and intensity of the service process varies according to the client's needs.*
- *A team employee can also act as a service interpreter in the client's service path when transferring to a new service.*
- *The team implements the Housing First model and its principles in their work."*

This report has been produced in close collaboration with those responsible for Jyväskylä Nopsajalka activity. In particular, the contribution of Ritva Anttonen, Riikka Hult and Hannele Kaunisto has been essential for producing the report. Although the interview excerpts are primarily presented anonymously in the report, we also warmly thank clients, members of the Nopsajalka team, partners and representatives of stakeholders for the valuable insights and information they provided in the interviews and observations. By partners we refer to employees of different services who directly deal with potential or actual clients of Nopsajalka. The term stakeholders refers to managers, supervisors and experts of services other than Nopsajalka who have interest in Nopsajalka work, but do not

typically work directly with Nopsajalka clients. Stakeholders were interviewed because they occupy positions in which they can significantly influence the development of the service network.

The importance of the participatory analysis of Nopsajalka reported here is emphasized by the fact that at the beginning of 2023 the responsibility for the support services related to homelessness was transferred from the municipalities to the newly formed wellbeing counties. Consequently, the functional services and practices developed in the Nopsajalka work must be transferred to the SOTE (*sosiaali ja terveydenhuolto*, in Finnish: social and healthcare services) centers meant to practically integrate social welfare and health services. This is a major transformation process and learning challenge for clients, employees and managers, as well as an opportunity to develop common expertise and professional agency.

2. Theoretical framework and research questions

Nopsajalka activity is a new form of service, the model of which takes shape through practical on-the-job learning. In the learning sciences this kind of learning is known as expansive learning [12]. It is characterized by the fact that the final result is not known in advance, but the actors themselves create it by solving the most pressing problems and contradictions that arise in their work. Team members, supervisors, clients and stakeholders must constantly evaluate and renew operations, using occurring disturbances and contradictions as triggers for development work. Expansive learning proceeds in long cycles, starting with the questioning and analysis of prevailing practices, and on the basis of this then proceeding to modeling, implementing and consolidating a new way of working (Figure 2.1).

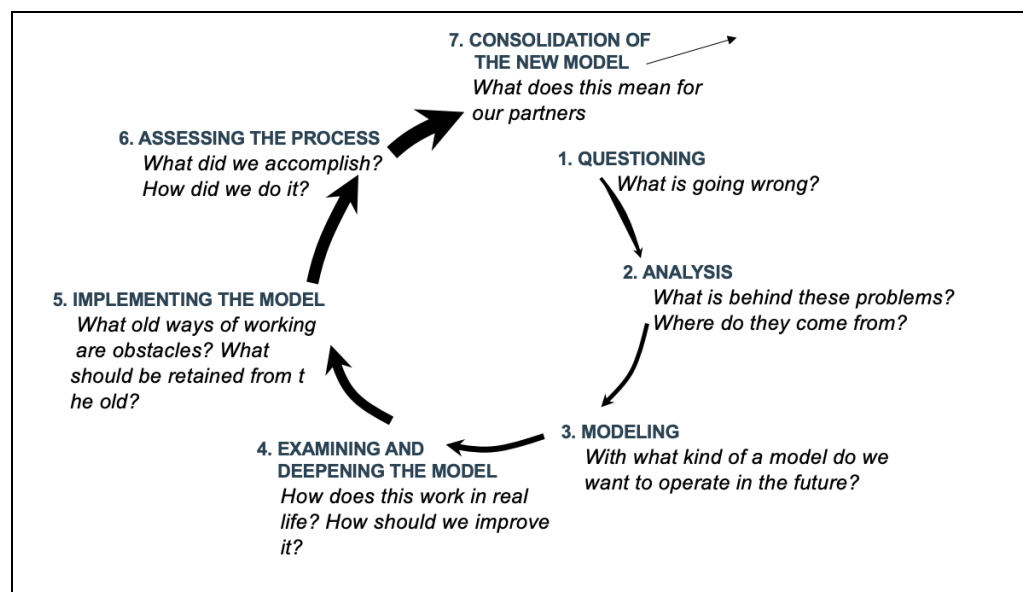


Figure 2.1. The expansive learning cycle (Adapted from 12, p.8)

Working in the Nopsajalka team means producing services as co-creation work between clients and professionals of different sectors [13]. In order to solve problems and achieve results, these actors must communicate with each other and coordinate their actions quickly, crossing traditional boundaries between different professions and organizational sectors. Working in a Nopsajalka team requires tools that enable the actors to realize that

they are not alone with the problems they face and that solving these problems is possible. Team members, clients and stakeholders must constantly evaluate and renew operations, using occurring disturbances and contradictions as triggers for learning new ways of working.

Working in a Nopsajalka team can be analyzed and supported by using a conceptual framework that consists of two dimensions (Figure 2.2). The horizontal dimension represents the movement and balancing between, on the one hand, helping an individual client with multiple problems, and on the other hand, coordinating and integrating cross-sectoral services and housing paths. The vertical dimension represents movement and balancing between quick interventions on the one hand, and long-term support on the other hand.

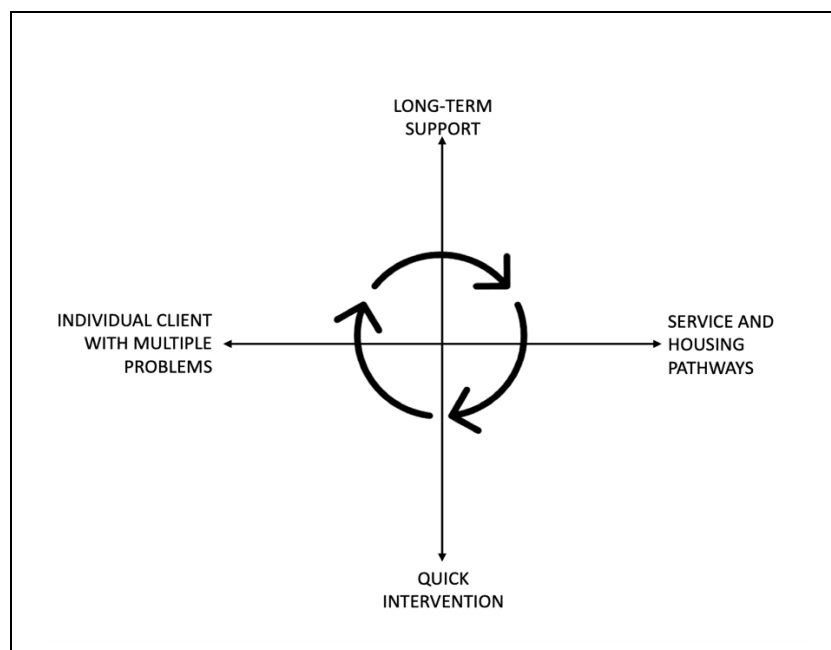


Figure 2.2. Nopsajalka work as movement between complementary orientations

The working hypothesis of the study is that the Nopsajalka team requires exceptionally strong professionalism and collaboration from employees and managers. They have to constantly move between different work orientations in relation to the scope and time

perspective of the object of work and combine these orientations creatively, keeping the client in the center.

In this study, we seek answers to the following questions:

1. What are the most important steps in the development of Jyväskylä Nopsajalka so far and how can they be interpreted as steps of expansive learning?
2. What are the experiences of Jyväskylä Nopsajalka's employees, clients, supervisors, partners and stakeholders regarding strengths, limitations and development needs of Nopsajalka activity?
3. What are the essential dimensions and principles of the working model and expertise of the multi-professional mobile support for homelessness created in Jyväskylä Nopsajalka?

3. Implementation of the study, collaboration partners and data

The Jyväskylä Nopsajalka team serves clients in need of special support who experience homelessness or are at risk of homelessness and who have difficulties applying for and getting the social and health services they need. The team consists of a resident psychiatric nurse, a social counselor and a social worker. The team includes expertise in adult social work, child protection, substance abuse, crisis and trauma work. Clients are referred to the service voluntarily and, for example, from child protection's enhanced family work, adult social work, Hanska local low-threshold service center, health centers or the criminal sanctions agency. Clients can also turn to the services themselves. The team offers the client low-threshold social guidance, housing counseling, and substance abuse and mental health work. The team contacts and quickly reacts to the client's situation, finds out the need for services and serves, guides and supports the clients to other services they need. The duration and intensity of the service process varies according to the client's needs. The client is offered the opportunity to return to the service if the process is interrupted. A team employee can also act as a service interpreter in the client's service path when switching to a new service. The team implements Housing First principles in its work.

The study was based on the methodology of developmental work research [14][15]. In it, researchers offer conceptual tools and data for practitioners to be put into use in a participatory analysis and design process. For practitioners the aim is to develop their own work. For the researchers the aim is to document and analyze the development process itself, thus enhancing understanding of how cross-sectoral and inter-organizational learning for change takes place and can be supported. From this starting point, the study was carried out in three phases. In the first, ethnographic phase in the spring of 2022, Nopsajalka team employees, supervisors, partners and representatives of stakeholders were interviewed. This phase also included observations of meetings with clients and client interviews, observations and recordings of team meetings, and compilation of written documents about the team's work. The second, intervention-focused phase included a joint meeting of the Jyväskylä and Tampere Nopsajalka teams held in April 2022 and a workshop held in Jyväskylä on June 8, 2022, which served to assess experiences and develop the model. In the

third phase, a nationwide workshop aimed at spreading and refining the Nopsajalka model was held in Tampere on August 22, 2022. This phase can be considered an intervention carried out jointly by the Nopsajalka team and researchers, which connected the development work done in Jyväskylä to the development taking place in other localities and nationwide.

The key coordinating actors of Finnish's homelessness work, the Y-Foundation and its Network Developers, have acted as essential support for the research. Relying on their own channels, these actors have conveyed observations and insights produced during the study to the field of homelessness work.

The research data consists of the following:

- Recordings and transcripts of 13 individual interviews and four pair interviews of Jyväskylä Nopsajalka employees, supervisors, partners and stakeholders conducted in the spring of 2022
- Recordings and transcripts of three meetings with clients and related client interviews carried out in spring 2022
- Recordings and transcripts of two Nopsajalka team meetings held in spring 2022
- Recording and transcript of the joint meeting of the Tampere and Jyväskylä Nopsajalka teams held in April 2022
- Recording and transcript of the workshop held in Jyväskylä in June 2022
- Recording and transcript of the collaboration seminar held in Tampere in August 2022

The interviews were conducted as semi-structured thematic interviews. The interviews of staff members, supervisors, partners and representatives of stakeholders had three main parts: (1) the interviewee's background, (2) experiences with Nopsajalka and (3) thoughts on the development of Nopsajalka. As it can be seen from the interview structure in Appendix 1, the interview questions were formulated in such a way that the questions asked to Nopsajalka team members, supervisors and partners were as similar as possible, but were differentiated, when necessary, as required by the task and position of the interviewee. The interviewees were encouraged to deepen the topics they considered important with the

help of additional questions appropriate to the situation. The interviews lasted half an hour on average.

The client interviews were carried out after meetings of the clients with Nopsajalka employees. A member of the research group was present in the client meetings. The interview focused on the client's own life situation, the experiences gained from Nopsajalka, the client's future prospects and wishes regarding the development of services (Appendix 2). The interview structures in Appendices 1 and 2 were created and refined with the help of extensive exchanges with Nopsajalka team.

The recorded data has been transcribed in its entirety by an external transcription service for detailed analysis.

4. Methods of analysis and research ethics

In the manner characteristic of the developmental work research approach [14][15], the analysis of the data is conducted to see if and to which extent expansive learning is taking place in Jyväskylä Nopsajalka activity. As hinted in Figure 2.1 of the expansive learning cycle, this collective learning process typically begins with problems, disruptions or even crises in operations. Dysfunctions in activities, such as these, have the potential to lead actors to examine the causes of problems and create tools to grasp them. This may enable the shaping, testing and deepening a new operating model. In the best case, a collective succeeds in crystallizing and modeling the core idea that carries the new operating model and its generative potential. In developmental work research this core idea is referred to as the 'germ cell' [12]. The introduction of a new operating model creates new challenges, which typically require negotiation and joint development with partners. At the same time, problems are already starting to emerge that foreshadow the next expansive learning cycle.

We proceeded with the data analysis in such a way that one member of the research team first carefully watched the videos and read through all the transcripts. While doing this the researcher selected passages considered significant to answer the research questions. No predefined theoretical framework or classification was used as the basis for this step. In the second phase, the other two members of the research team watched the videos and read through all the transcripts, looking for possible instances of steps in the expansive learning cycle. In this phase, the researchers were therefore consciously relying on the theoretical framework of expansive learning. Excerpts from the transcripts selected during this phase were compared with the passages selected during the first phase to identify and possibly resolve differing interpretations. This is how an initial outline of Nopsajalka's expansive learning cycle emerged, condensed in following five steps:

Step 1: Transformation of the initial Jyväskylä Nopsajalka operating mode of working from long to short service relationships

Step 2: Client service paths as a tool for analyzing the activity

Step 3. *Escorted transfer* as the core idea of the new operating model

Step 4. Collaboration agreements as support of the new operating model

Step 5. Competence as a challenge ahead

Our report proceeds in such a way that in Chapter 5 each of these five steps is presented in its own section. In these sections, we use a lot of direct excerpts from the transcribed recordings of interviews, client meetings, the other meetings and the workshops. Since this report is above all about a participatory research process carried out by practitioners and researchers together, it is important that the practitioners' own voices are heard in the report. Data excerpts are italicized and separated from the rest of the text with quotation marks.

The study has followed the ethical rules of the Finnish Research Ethics Advisory Board (TENK) and the European Union's data protection guidelines in accordance with the current recommendations of the Tampere University and the Academy of Finland. The persons participating in the study and their organizations have been informed in advance about the objectives of the study and data collection. Participation in the study was voluntary. The participants were asked for written consent to participate in the study, and the participants were aware that they could interrupt or refuse participation if they wished so. The identity of the participants is concealed by all possible means in this study, unless a separate permission has been obtained from them. In relation to the entirety of the data set, the practices required by the Personal Data Act and the EU Data Protection Regulation have been systematically followed. The anonymized research data are stored in password-protected files archived and disposed in accordance with the Personal Data Act and the EU Data Protection Regulation. In particular, observation of encounters between the Nopsajalka's employees and the clients have been carried out in careful adherence to the ethical principles required by the current law.

5. Results

5.1. Transformation of the initial Jyväskylä Nopsajalka operating mode of working from long to short service relationships

Nopsajalka's clients have usually been outside of services for a long time and their diverse service needs have accumulated. That is why they need many kinds of services in the long term. After operations started, Nopsajalka initially received clients whose long-term service needs required an equally long-term engagement from the team. This led to a difficult situation.

"Well, this is where we first started, with the idea that since these clients are in need of special support, those rehabilitation services are long-term processes. That is how it is, the need is great and thus empowerment happens slowly. And then we just concluded that as there were only two workers in the team in the spring or summer of 2021, nothing would come of this. If our client base consists of twenty clients and we serve them throughout the project, then we will not be able to cooperate with the service networks, as it was the idea."

The first step in the expansive learning cycle (Figure 2.1) is questioning the dysfunctional activity. In the interview extract above, the expression "nothing would come of this" is a good example of the reflections of this step.

This could not continue. A quick service process was therefore created for Nopsajalka work, where clients are escorted and connected to other already existing services. Nopsajalka service processes were shortened and nowadays they usually last from one to three months. Nopsajalka services moved from work on individual clients toward structural social work and network collaboration. This was a difficult and contradictory solution for some employees and partners, as illustrated below.

"Well, in my opinion, when Nopsajalka started, it worked better then. That is, from the point of view that there was the working pair who worked together with the client, and it was so-called support brought into homes. That is, we went to help the client with cleaning, we went with the client to take care of things, housing matters, billing matters and things like these. But at the moment I don't think it is that. So at the moment it's really a fast activity, and then immediately the next client, and then the next again. It is not possible to do long-term rehabilitative work with clients, but they are advised, directed somewhere, and then it's the next client."

"So at the beginning, I thought that the model would be such that it would be possible to stay longer with rehabilitative work alongside the client, and that housing would be secured after housing would have been made possible. But then in July 21, a change was made in the project, that such long-term work is not offered nor possible. Mainly it is the assessment of care and service needs and forward guidance. I see that this is a very big challenge, because in our service system, at least in Jyväskylä, there are not that many entities which will catch and receive these clients. My thinking is that, of course, there is also a need for a quick response team that makes an assessment of the need for services and an assessment of the need for treatment and takes care the concrete practical things, for example, to secure or enable housing, and then after that the longer-term support with the client."

These interview excerpts well describe the tension between the two operating models and the stress it causes for some actors. The interviewee in the first excerpt above considers the new model to be a clear deterioration (*"it worked better then"*). The interviewee in the second excerpt sees that both long-lasting and fast service would be needed. Yet the pressure is there as conveyed by *"I see that this is a very big challenge, because in our service system, at least in Jyväskylä, there are not that many entities which will catch and receive these clients"*. From the theoretical perspective of expansive learning, statements such as in these excerpts may trigger collective engagement in the second step of an expansive learning cycle, i.e. analysis of the problems. Building on this assumption, the research team used these and similar excerpts to explore and foster such collective engagement during workshop held in June 2022. The data excerpts below show that several

interviewees and workshop participants saw the change to short service relationships as a necessary and fruitful step.

"If one thinks about the beginning of the project, ... we have developed it so that clients would move on to existing services faster, that our service would remain flexible and quickly responsive, and that we would not be blocked by the number of clients. When the project has developed forward, it has also naturally generated a situation in which we see quite quickly with which issues we have to work a little longer and which ones are already clearly guided forward, so that there is perhaps no need for that kind of longer support from Nopsajalka."

"And then we decided that now let's stop this flow of clients from the adult social work side for a while and go and do interventions in Ward 3 of the City Hospital, and RISE (the Criminal Sanction Agency) was another one. Let's take also other clients to see how the processes develop with them and what needs there are and how Nopsajalka can really be a multi-professional mobile team and move there in the network. And this was a good decision. Through this, the process has been developed in such a way that it is possible to make it a Nopsajalka and not a long-term process or service. They build the trust and map out the services and start the process. Then, when they see the other needs of the clients, they may do escorted transfers to take them to the other side. Short-term client relationships and, in a way, outreach work, strongly there in the networks, and also to some extent supporting work. In my opinion, those are perhaps the two themes that are now strongly visible in Nopsajalka. Maybe the risk is how long that support phase can last in Nopsajalka."

The third step of the expansive learning cycle is the formation of a new operating model. The focus of Nopsajalka's operations was changed from long-term client work to a faster and shorter-term process in order to serve more clients and expand collaboration in the network of social and health services crucial for reducing homelessness. From rehabilitative work the team strongly reoriented itself toward service guidance in the network. During the realization of this study, the participants eagerly engaged in opportunities to discuss their new way of working and articulated features of their new operating model. The excerpts

below illustrate how interviewees and workshop participants gradually made explicit aspects of their emerging model.

"When Nopsajalka started back in the day, collaboration didn't take off like this. Now it's like 2.0, where it starts to look like the way we had foreseen it. Because there are committed, long-term clients who are struggling terribly much with the fact that they need guidance."

"Nopsajalka's partners with whom they (the employees) are in regular contact with are changing, or should I rather say that new powerful partners are joining in."

The two excerpts here convey that strengthening the collaboration with other services is one key aspect of the newly emerging model. The first excerpt, more specifically, points at the clients' acute guidance needs to be the motor the functioning of this collaboration. The second excerpt further conveys that the model is evolving as new strong partnerships are established. For instance, during the study the collaboration with prisons and RISE has intensified and diversified to the extent that now multiple prisons are contacting Nopsajalka to facilitate *escorted transfer* of released inmates into meaningful housing and services within their original municipality of residence.

The fourth step of the expansive learning cycle is testing and deepening the new operating model. In deepening Nopsajalka's operating model, the goal was to experiment with building collaboration at the seam points of the service path of clients who need special support, so that the clients do not drop out of the services. The experiment started in collaboration with Kyllö Ward 3 at the City Hospital, which is profiled for the treatment of psychiatric and substance abuse patients. In this case, pop-up appointments were offered in the ward and eventually also on RISE campus.

This fourth step in the expansive learning process is still largely going on in Jyväskylä. As far as the analyses of the data collected during this study show, the outcome of the expansive learning process so far can be described with the help of Figure 5.1.

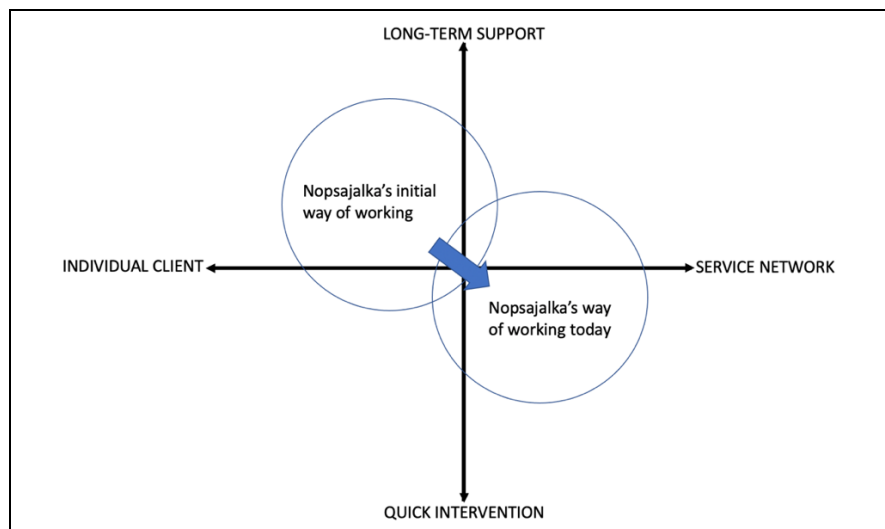


Figure 5.1. The change of Nopsajalka's operating model in Jyväskylä

The change, represented by the arrow, has taken place along both dimensions of the figure, i.e. on the one hand, as a shift from serving individual clients towards improving the functionality of the service network, and, on the other hand, as a shift from long-term support towards quick interventions in the client's needs and services. Our analysis indicates that this change is fundamental in that the work on the individual client becomes at the same time work to improve the service network. We will return on the wider significance of this change in Chapter 6 of this report. For now, it must be remembered and emphasized that Nopsajalka activity is by its nature flexibly tailored to the client's situation and needs, i.e. what is depicted in Figure 5.1 is not an either/or change as is represented by the partial overlap of the two circles. This is illustrated by the partial overlap of the spheres in Figure 5.1.

The expansive learning process leading to the change in the operating model has produced results. Nopsajalka has had a total of 134 clients until 31 December 2022. 62 of them were homeless when they became Nopsajalka's clients, and almost all the others were at risk of homelessness. At the end of 2022, the housing of 89 clients had been secured in some way and 27 clients had received an apartment with their own rental agreement. It should be noted that the employees, supervisors, partners and clients interviewed for this study

invariably expressed that they considered the activity of Nopsajalka necessary and supported its stabilization and the securing of the necessary resources required for this.

5.2. Clients' service paths as an instrument for analyzing the activity

The description and joint discussion of clients' realized service paths became an important tool in the analysis of Nopsajalka's operational field. The service paths were thus connected to the second step of the expansive learning cycle (Figure 3.1).

"We are thinking of those service paths. We need to make them. And when you think about Housing First principle, those flexible service paths, you will find multiple alternatives. But we must have some basic structure so that we understand how the client can move."

In the team meeting on May 4, 2022, client service paths were reviewed in detail.

Participant 1: "First of all, the principles, now that we are creating the client's service path, even if it comes from the client's story, in order to be useful, it cannot be such that some events in it allow the client to be identified. In other words, very private things need to be omitted from here. If you're thinking that something is missing here, this is one of the reasons why it is missing. And since it really is the client's path, it must contain the essentials from the client's point of view. Not essential from the employee's point of view."

Participant 2: "I'll stop here. If, for example, you have other clients from adult social work, then this (the generic pathway representation) includes those different clients also in this same chain."

Participant 1: "Usually, each client has a somewhat different path. But this (the generic pathway representation) is such that through it we also try to figure out whether there are similarities in them, that the same pattern would repeat itself."

....

Participant 1: "These are different versions and we take your comments and I will consequently modify them. But here the idea is also based on colors, that is, in a way, what color is used depends on which worker has been in charge. ... One can see in it also how the different actors have been involved in the process. So that we build those paths and processes in such a way that they become visible to others as well, but we also fix those spots that don't work."

The service paths were described graphically as shown in Figure 5.2.

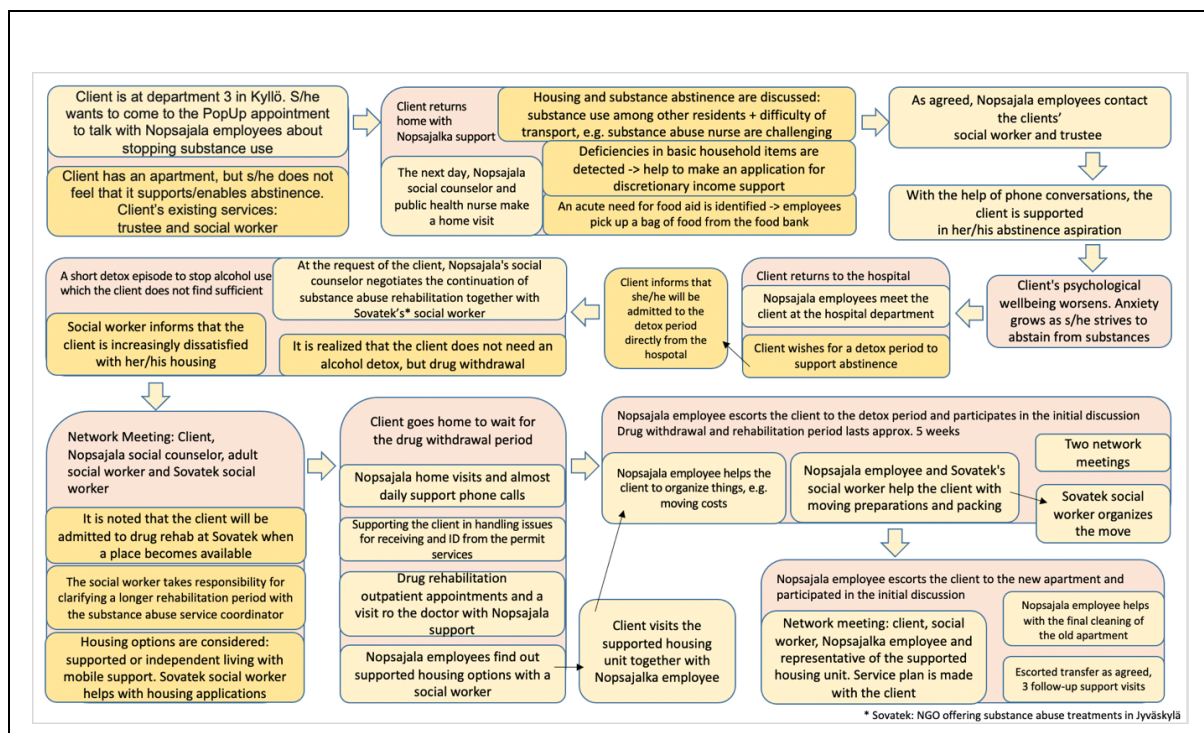


Figure 5.2. An example of a representation of the client's service path

Figure 5.2 summarizes the following chain of events and actions taken. The starting point of these was the discharge of the client from the ward of the city hospital.

Case description 1: A client discharged from the ward of the city hospital

Nopsajalka's employees met the client in ward 3 of the city hospital. The ward specializes in the treatment of psychiatric and substance abuse patients. The treatment usually lasts a few days. Nopsajalka had Pop Up appointments in the

ward every Tuesday. The staff of the ward directed clients to them according to their own assessment, the criteria being primarily homelessness, heavy use of social and healthcare services, or heavy use of substances. This client's challenge was the abuse of drugs and pharmaceuticals.

Nopsajalka's employees made a home visit to the client the day after discharge. The client had his own apartment, but he felt that it did not support his abstinence ambition. The reason was that there were several residents living in the same apartment building who were actively using substances.

During the meeting, it was noticed that the client had shortage of basic household items. For this reason, the client was helped to make an application for discretionary income support. During the discussion, an acute need for food aid also emerged. After the home visit, the employees collected a crisis bag from the food aid for the client. The client's challenge was also that, due to the remote location of the apartment, it was difficult for him to get to the services he needed, for example to the substance abuse nurse. The bus ran in the mornings at the time of the school rides, and the return ride was only possible in the afternoon.

Nopsajalka employees were in contact with the client's own social worker. The client had a trustee, who was also contacted. The client's monthly allowance was clarified with the trustee. The client was encouraged and supported to abstain from substances through phone conversations. At the same time, a comprehensive mapping of the client's situation was carried out.

Nopsajalka met the client at home three times before the client went to a doctor about two weeks after discharge, due to poor mental health. The reason was that the client tried to reduce the use of substances, which caused anxiety and hallucinations. Nopsajalka employees met the client once in the hospital ward. The client went directly from the ward to alcohol withdrawal, which lasted about

a week. The client felt that such a short treatment was not sufficient and that the form of the therapy was incorrect. The client would not have wanted alcohol withdrawal, but drug and medication detoxification.

The employee of Nopsajalka worked in close collaboration with the social worker in both substance abuse and regional social work. The Nopsajalka employee was also in contact with the substance abuse coordinator. A network meeting was held, which was attended by Nopsajalka's social counselor, the social worker of adult social work and the social worker of the drug and drug detoxification department.

The client was discharged from the ward and was waiting to be admitted to drug and medication detoxification. It took a month before the client got there. During that time, the following support measures were carried out:

- Nopsajalka's home visits and almost daily phone calls.*
- A Nopsajalka employee contacted the housing service manager and visited the supported housing unit with the client.*
- A Nopsajalka employee was with the client at the doctor's appointment and at the nurse's outpatient appointments in the drug and medication detoxification unit.*
- A Nopsajalka employee went to support the client in the permit service, because the client needed an ID. At the same time, unpaid fines, which were an obstacle to obtaining the ID, were cleared.*
- The client also needed strong support in purchasing clothes (arrangement for the use of a payment commitment from the social services to present in the store) and traveling in public transport (remote guidance by phone).*

Information about the above-mentioned measures was always communicated to the social worker in a timely manner.

A longer, two-month hospital ward period followed. During the ward period, two network meetings were held, attended by the client, Nopsajalka social counselor, the social worker of adult social work and the social worker of the drug and drug detoxification department. Contact with the client was kept by phone. An employee of Nopsajalka, the client and a social worker from the drug and drug detoxification department visited the client's old apartment to make moving preparations. The ward's social worker organized the move in collaboration with the adult social worker during the hospital ward period. During the ward period, it became clear that the client was not able to live in his own apartment. First, supported independent housing was planned, but the client felt the need for more intensive support. The new drug-free life seemed too challenging to the client, so it was decided to opt for a supported housing unit.

A Nopsajalka employee picked up the client from the hospital ward and escorted him directly to the supported housing unit. A Nopsajalka employee helped the client with the final cleaning of the apartment. A network meeting was held attended by the client, the regional social worker and an employee of the supported housing unit. In the meeting, the regional social worker made a service plan with the client. The employee of Nopsajalka met the client three times in the supported housing unit, i.e. the employee carried out an escorted transfer. The client's appointed nurse was involved in the meetings.

Representations of service paths support discussions and development of the operating model between Nopsajalka and its collaboration partners.

"How does the substance abuse service process progress. Actually these are issues that we come across with almost every day here, but for some reason maybe you just don't think about them as deeply as you do with Nopsajalka."

"And the problem of smooth transfers along the treatment path or service path, we have thought about that. How do we provide for these clients, considered as a whole, if we invest more resources in the services at the early phases, will we create a new block so that the clients are stuck there as we cannot move them forward to the continuation services because these are full."

"For example, the resources of the partners have been the reason why, in some places, the clients have not received the services they need. And now, for example, we have already discussed with the city's own housing guidance, that we have thought about such a service chain, that we don't do their work or overlapping work, but we do escorted transfers from Nopsajalka to housing guidance."

5.3. *Escorted transfer* as the core idea of the new model of working

The expression *escorted transfer* (*saattaen vaihdettava*, in Finnish) comes from the railways. It reminds workers that, in order to avoid damage, the wagon in question must not be put into motion without a motorized escort. The word *vaihtaminen* in Finnish language conveys exchange, switch or transfer. The latter connotation is commonly used in traffic transfers, for both people and vehicles, for instance, when in a city passengers have to move from one bus or tram to another with the same ticket, the word *vaihtaminen* is used. Similarly in international parlance, the expression *transfer passengers* is used for travelers who arrive and depart from different aircrafts, or on the same aircraft, but by carrying different flight numbers, and thus move according to their plans as well as to the features of the given infrastructure. In other words, the term *transfer* in the expression *escorted transfer* does not imply passive or mechanical shifting of clients.

As if without noticing, *escorted transfer* has moved into the daily life of homelessness work to describe a certain way of working and reportedly has been frequently use by practitioners for years. In the context of this study, the researchers notices the repeated recurrence of this expression in the data. When asked, the participants in the study clarified to the researchers that, by using *escorted transfer*, Nopsajalka prevents the interruption of service paths of clients in the weakest position and in need of services. According to Nopsajalka team, this practically means the following:

- The client switches to another service from Nopsajalka's service, so that the employee escorts the client during the transfer.
- The client is not just directed to the service, in which case s/he may not even dare to go or get there.
- The escort and the client's receiver exchange information, if necessary, and ensure that everyone has a shared understanding of how to proceed with the client's needs.
- The employee of the new service receives the client, escorting and guiding her/him to the new service.

- Duplication of work may arise during the switch, because the client may feel that s/he is a Nopsajalka client, even though s/he has technically switched to another service (see Housing First principle 8: Flexible, sufficiently long support [16]).
- If the client wants an apartment, for example, Nopsajalka connection is not interrupted when the client gets the apartment, but after that they proceed to other services according to the client's choice (see Housing First principle 2: Freedom of choice; principle 3: Separation of housing and support; and principle 7: Individual-oriented planning) .
- The client is helped to open doors that may have been closed previously (see Housing First principle 4: Supporting recovery).

In the interviews, employees, supervisors and partners described *escorted transfer* as the core idea of the Nopsajalka activity. No other term or characterization came up as often and with as much weight as *escorted transfer* in the data set.

"This is what we aim, that the service paths are never interrupted. We make sure that the given client moves by escorted transfer to the new service when s/he needs something else. But process moves forward continuously."

"They (Nopsajalka team employees) build the trust, map out the services and set the process in motion. But when they see other needs of the clients, they move the client by escorted transfer to the other side... And also on that other side, the work is developed in such a way that there, too, they (employees in the other service) already are receiving the client by escorted transfer. They don't just catch the client, but the building of trust moves there side by side with Nopsajalka, so that the client dares to transfer and also trust also the receiving service... This is the biggest change that has been made here."

"When Nopsajalka finds an apartment for a client, it supports her/him there for a little while, and then to city's housing guidance by escorted transfer. In other words, when the apartment is available, clients relationship with housing guidance begins."

"Nopsajalka holds a consultation at our site every other week, and this opens up also the possibility to interact with Sukeva prison through video conference. Already during this

period, people have gotten access and been guided to become Nopsajalka clients, people who otherwise would have been deprived of service need assessment and guidance to services. This is where escorted transfer happens, and then also support toward services which require periods of waiting."

"Yes, and client work also includes running errands with clients, for example in the permit service or meeting together an adult social worker, or escorting the client to services in collaboration networks. Mainly to substance and mental health services, or to doctor's visit."

"This was a homeless client that the social work referred to Nopsajalka. Actually I took charge of the client first and worked with him so that we got an apartment offer. And then another employee from Nopsajalka went with the client to map out the service needs and help in practical matters. There were many twists and turns on the way until we got the client settled in the new apartment. But now this has been achieved and we are now moving by escorted transfer to the city's housing guidance. In other words, it was a good path in itself and a successful case."

"We received a resident's application through Nopsajalka. And the client had already received Nopsajalka's support for a long time. Then an employee of Nopsajalka came with the client to visit and get familiarized with our housing unit. There was a familiar and safe employee with the client so it was a successful visit. And now the client, escorted by Nopsajalka, has become a resident in our housing unit. And this walking side by side still continues. With Nopsajalka, the client goes to his former apartment to finish cleaning together and other things. In my opinion, escorted transfer to services is really important because it is awfully difficult for these clients to create relationships of trust, or perhaps they cannot even present their own situation without having someone to support and help, to tell about the needs and the situation. They [Nopsajalka] have the opportunity to go with the client to different services and act as a service interpreter between the client, different units and services."

In practice, escort transfer is realized, for example, when the client moves to a supported housing unit. In such a phase, while realizing this study, a researcher recorded a meeting between a client, an employee of Nopsajalka and an employee of the supported housing unit.

Nopsajalka employee: *"What are you thinking about the continuation, now that you have gotten into these services you need?" If you think about our role to go together with the client to look for the services and then support and carry out an escorted transfer, you had at some point the idea that we will still see each other and continue. And, of course, we will still see each other. We still have even the house-warming coffee to drink, as soon as we get these formalities taken care of. But what do you think yourself? Do you feel that it would be nice to still meet sometime, or do we agree that this is terminated or what? "*

Client: *"Well, of course it would be good if we meet, so that we do not necessarily [quit] quite as yet because it has been helpful, so let's not make a full stop yet."*

Psychiatric nurse of the housing unit: *"I have such a feeling too, that you still have your support in you [in Nopsajalka]. We are now just housing service, but little by little the responsibility will be transferred to us."*

The Nopsajalka employee in question raised the situation depicted above at Nopsajalka's next team meeting, also recorded:

"I first asked the client what he would hope Nopsajalka's role to be at this point. By now we have systematically escorted him into the services. Earlier he has said himself that surely we will continue or see each other, and I brought it up there. He said that it would be good for him to meet a few more times. I myself had had time to think about this so that, since we have a process that has progressed as it should, could we then as our project continues take into use a model in which we tell the client that after s/he has been escorted for example (supported housing unit name deleted), that yes, we will have meetings like for instance once a month, maybe three such meetings. In a way, we would make sure that the services and support are taken off and the client herself/himself feels that way. So that it's not just what it looks like on paper, but the services really exist. The

services may be even a bit fragmented at the moment, and the client himself described well that his mind is not yet fully tuned to all this change. This came also from (supported housing unit name deleted), their employee said that in her opinion it would be really good and important that we would have together a few meetings like this after the client has transferred to them. She also described that she felt that the client is still psychologically committed to us (Nopsajalka), even though he already knows in practice that the support comes from here [the housing unit]. I thought that if we create such a practice, this would be very inclusive and participatory, both for the client and our collaboration partners."

This example above shows how the idea of *escorted transfer* is developing in Nopsajalka's expansive learning process by working together on practical experiences.

In order to shed more light on the way of working based on *escorted transfer*, the researchers asked Nopsajalka team to describe a case in which they were working with a client.

Case description 2: A client released from prison

The Nopsajalka team is contacted by the prison personnel in coordination with the client. The prison is located in another municipality. The reason for the contact is that the client is about to be released and become homeless. A Nopsajalka employee gives instructions to look for an apartment. During the call, it is also agreed that the client will come to Jyväskylä on a "holiday" (release from prison for a short period before the actual release) and meet a Nopsajalka employee. Based on the client's wish, the plan is also that on the same day the client will go together with a Nopsajalka employee to get familiar with the substitution treatment facility, because the client has already started substitution care in prison. Nopsajalka employee promises to arrange an appointment with the substitution treatment facility.

At the substitution treatment facility, they are surprised that the future client wants to come and get to know them in advance. A Nopsajalka employee sees that, even though the

referral for substitution treatment goes from the prison health care to the addiction medicine polyclinic, such a familiarization and collaboration visit would be a good way to build a seamless transfer of the client to the services upon release.

When the agreed-upon meeting date comes, Nopsajalka employee cannot reach the client. The employee starts to clarify the situation by calling the prison. During the call, it turns out that the client has been actually moved to Jyväskylä prison. Nopsajalka employee gets also in touch with them (Jyväskylä prison). During the call, the client's transfer is discussed and it is agreed that Nopsajalka employee cancels the agreed-upon appointment with the substitution treatment facility. Later, the prison contacts Nopsajalka employee again, and it is agreed that she will book a new appointment with the substitution treatment facility.

At the substitution treatment facility, the client meets a personal nurse, who explains to the client everything related to the substitution treatment, fills out information exchange forms and asks the client for permission to order his health information to be ready at the start of the treatment. The role of Nopsajalka and the client's future housing are explained to the personal nurse. The client is about to transfer to an apartment offered by a third sector organization. When the prison was previously contacted about issues related to housing, a third sector operator was mentioned at the same time. The client also put in an housing application there. They contacted the client and this way the client got an apartment. The client was instructed to mention that he is a Nopsajalka client, because the collaboration between the third sector operator in question and Nopsajalka has worked well in the past and there is sufficient information about the mutual activity on both sides.

Nopsajalka employee contacts the social worker determined by the residential area of the client's future home. While waiting for his release, the client had independently submitted applications related to housing and income support to KELA (Kansaneläkelaitos in Finnish: Social Insurance Institution). When applying, he has accidentally applied for housing allowance only beginning the next month, even though he is moving into the apartment already in the middle of the previous month, when he will be released from prison. The rental agreement will start at the beginning of the month of the release. The client ends up paying the rent for the first part of the month to the landlord from his own pocket and thus leaves the prison practically penniless.

The client tells Nopsajalka employee about this matter when they visit the addiction medicine polyclinic. The employee and the client immediately call KELA about this. At KELA, new updated information is received by phone and the necessary corrections are made to the applications. However, updated applications cannot be started until the client has submitted to KELA the certificate of release from prison, which he will not receive until the day of the actual release. KELA pays the client's housing support directly to the landlord. The income support comes on a prepaid card, because the client does not have a bank account or a credit card, which cannot be obtained before obtaining in turn an identity document. KELA orders a prepaid card when the decisions are made. This creates a delay in the reception by the client of the available monetary support that he is entitled to receive.

Nopsajalka employee immediately contacts the client's own social worker and tells about the client's challenging situation. The social worker makes ready the payment commitments so that upon release, the client can obtain an ID, passport photos, furniture, cleaning supplies, bus card and clothes. The social worker adds to the payment commitments handed to the client the information that the client does not have an ID, but the social worker will verify the identity, if necessary by answering a phone call in connection with the purchase. It is planned that Nopsajalka employee goes with the client to purchase things and goods with payment commitments if needed. A Nopsajalka employee goes through the received payment commitments with the client, what they can be used for and how. For example, does the whole payment commitment have to be used in one store, where you can only find, say, a bed. The client gets a bus card and succeeds to use part of the payment commitments with a certificate made by a social worker without an ID.

The client is released from prison and a third sector employee is waiting for him. The new apartment is completely empty, so the third sector employee goes with the client to look for a bed in recycling centers and flea markets before taking the client to the apartment and handing over the keys. They visit several flea markets without success and finally get a mattress from another third sector operator so that the client does not have to sleep on the floor. At the same time, Nopsajalka donates linen to the client, which the third sector employee collects with the client from the social welfare center.

Although the client has received payment commitments for the bus card, furniture and clothes, it turns out later that he has not received a payment commitment for the food. He has had to buy food that does not require preparation, because the apartment also lacks cooking equipment. Nopsajalka employee again contacts the client's own social worker, who writes a payment commitment for the food. The Nopsajalka employee agrees with the client and the social worker that, if the client does not get food without an ID, Nopsajalka employee will go to the store to verify the client's identity. However, the purchase is successful.

The client is still without a bed. Nopsajalka employee and the social worker learn about a donation bed, the transportation of which is a challenge. The transport of the furniture purchased from the flea market is delayed by one week by the flea market. Nopsajalka employee collects donated kitchenware for the client. Nopsajalka and the client are left to consider whether the payment commitment written for furniture and other household equipment should be divided into smaller payment commitments, so that it is easier for the client to make smaller one-off purchases when the necessary goods can be found in places where the client can visit on his own by bus. The client reflects that he would like to spend as much time as possible now in his own apartment, despite the lack of furniture, because he sees "guys" hanging around in the neighborhood as a risk for substance abuse.

Nopsajalka is continuing from here with the client :)

The way of working based on *escorted transfer* requires from Nopsajalka employees multidirectional agile movement, along with communication and negotiation in the service network. For example, Nopsajalka escorts clients to transfer to the city's housing guidance. In these cases, home visits to the clients are often conducted. During these visits, Nopsajalka negotiates and agrees on whether or not it will continue with the client and, if so, what Nopsajalka's task will be. The tasks of the city's housing guidance are also agreed upon. At the beginning of the collaboration with the city's housing guidance, collaboration was difficult because some of the employees interpreted *escorted transfer* as overlapping work. What looks like overlapping work from an administrative point of view can nevertheless be crucial support for the client. *Escorted transfer* requires putting the client's perspective first.

Escorted transfer requires quick, even improvisational intervention in the flow of events. At the same time, this way of working requires long-term planning and tenacity, because obstacles and interruptions inevitably emerge in the client's process and problems recur. In previous research in other settings, this kind of work approach has been characterized as negotiated *knotworking* [17] [18], i.e., tying collaborative knots where there might be gaps.

The recognition of *escorted transfer* as the core idea of Nopsajalka's new way of working has happened gradually and was crystallized in a national seminar held at the Faculty of Education and Culture at Tampere University in August 2022. This can be seen as a return to the third step of the expansive learning cycle (Figure 3.1), i.e. modeling a new way of working. The identification, naming and description of the core idea of a new model often takes place with a delay in this way: first the practitioners start working in a new way, and only then one begins to realize what is the actual essence of the new way of working.

A well-known quote from the theoretical framework mobilized in this study reads: "The realized activity is richer and truer than the consciousness that preceded it" [19, p.78] Developmental work research literature over the past thirty years shows that this awareness can be facilitated by participatory analyses of data from the field carried out in collaboration between practitioners and researchers as it was the case in this study. The pedagogical expertise of researchers with a focus on collective learning and concept formation for change affords the necessary distancing from the everyday flow of events that might otherwise be difficult to take. The significance of *escorted transfer* for the future of homelessness work in Finland is discussed in Chapter 6.

5.4. Collaboration agreements as support for the new model of working

In the workshop held in Jyväskylä in June 2022, it was stated that the way of working based on *escorted transfer* requires recorded collaboration agreements between Nopsajalka and its most important partners. Relying only on mutual understanding between individual employees is not enough.

"I my opinion in escorted transfer the interesting thing is that on the one hand we often think about the clients that they don't really belong to anyone. But when we have a contact with a person, nobody would like to give up once own client and go into one other professional turf to work with the client. I am thinking that it can also partly be about how we understand escorted transfer. I think it was a good point that we need to make agreements. By now this has taken shape only as the work of particular individuals. And we have met people and agreed that hey, let's collaborate like this."

At the seminar held at Tampere University in August 2022, the following was reported about the progress of the matter.

"Now we have started to make collaboration agreements regarding the interventions that have done and that we are doing. Now we have already made a first version for an agreement with the Kyllö City Hospital Ward 3 and with RISE. We have also discussed this with the city prison and Sukeva prison. A large part of people released from prison come to Jyväskylä from these places. With adult social work, we have a meeting next week about this. And we aim at doing this also with the Street Mission, which produces purchased services and housing services for the city. And, for example, with the service center Hanska, as the networking progresses, this collaboration model will be transferred to different networks. So we make agreements and we build kind of a template for this. But the agreements can be different with different networks, and they will probably be tailor-made to some extent always anew."

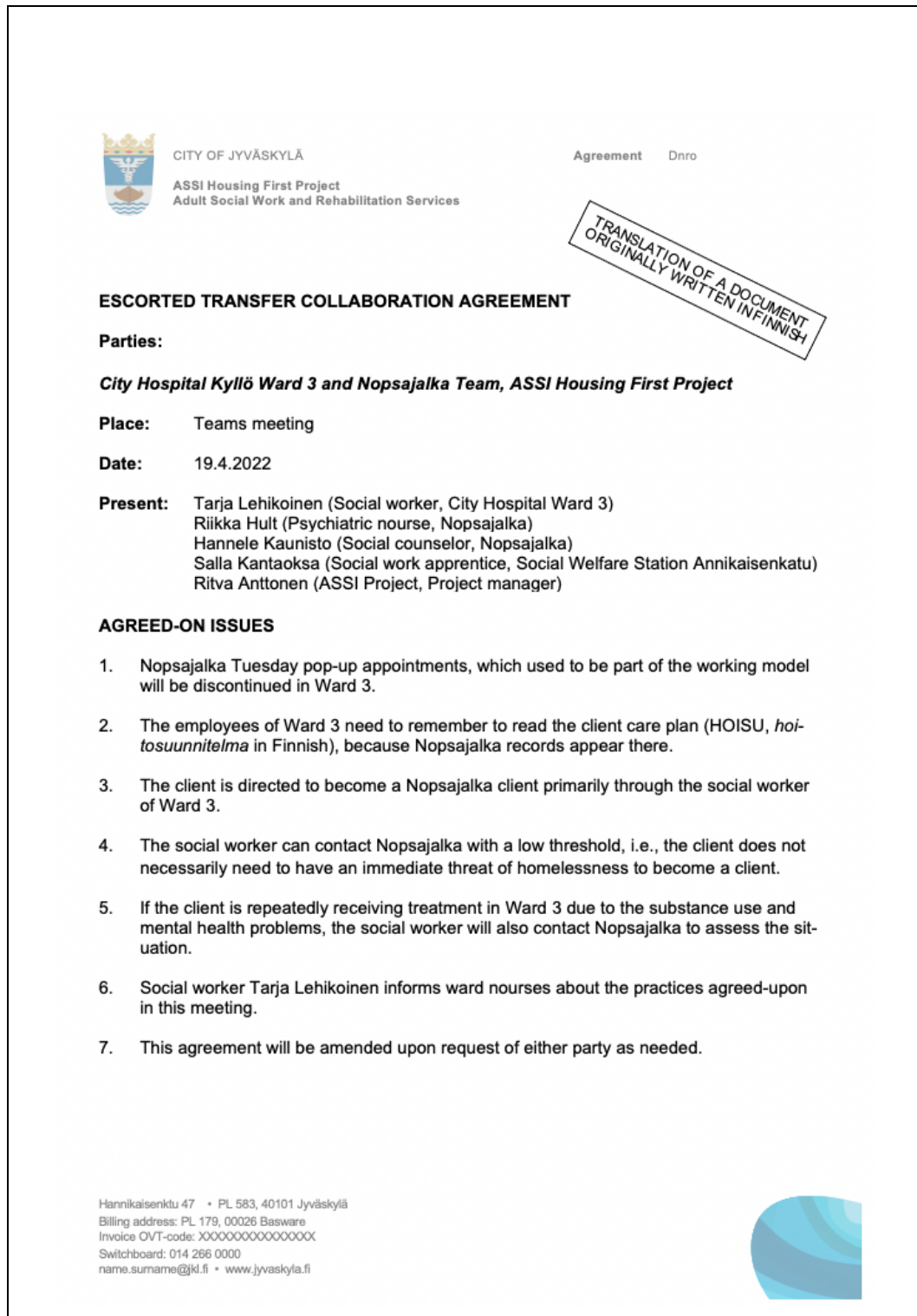


Figure 5.3. An example of a collaboration framework agreed upon by Nopsajalka and the hospital ward

Figure 5.3 shows the collaboration framework agreed upon between Ward 3 of the City Hospital Kyllö and Nopsajalka. The agreement in question was already signed in April 2022,

so in this respect too the operating model has taken shape first in practice. The collaboration agreement in Figure 5.3 was intended to ensure that the employees of both parties are aware of the main lines of the collaboration. Agreements such as this are therefore not aimed at detailed administrative or legal regulation of operations, but at clarifying and strengthening the idea of a new collaborative way of working. In the cycle of expansive learning (Figure 2.1), collaboration agreements represent the fourth and fifth steps, i.e. the deepening and implementation of a new operating model.

5.5. Competence as a challenge ahead

In the interviews, the researchers initially asked Nopsajalka employees, supervisors and partners to describe how Nopsajalka work looks like in practice.

"My typical work day includes somehow client work and somehow collaboration in the client's networks. These two I surely face every day in some form."

"We do client work, but also nationwide influencing in accordance with the Housing First principles."

Some interviewees described also competence challenges related to working in Nopsajalka in a consistent way.

"This is hectic if you don't know how to structure the day and week in a meaningful way. But it's also hectic in that the clients' or the day situations may vary so that at one moment you answer the client's phone call and at the next you discuss for example with partners from mental health and substance abuse service chain about the clients' services on a larger scale. It's like mastering a herring salad in a good way."

"We don't think that, well, since I'm a public health nurse, I can't fill out these KEELA [the Social Insurance Institution] applications. It belongs to the social counselor. On the contrary, I do with the person all the tasks that her/his life change requires. You can't choose that, well, I don't do that, but I do only this, in a way, hide behind your own professional title. If you don't know something, then you learn it."

"It varies a lot. One week I had a calendar that I met with social workers a lot that week, because my task now is to map these long-term homeless, to create a list, so I talked a lot with social workers. And then, another week, there may be a lot of home visits and contacts with the client to see if I have taken care of this and calling again tomorrow. And when it's taken care of, I call again."

"The most important thing in terms of competence is recognizing the organization and the partners in the Nopsajalka team, so that they know how to guide the client at a quick rhythm to the right service. One must be a lot of knowledge about our service network here in Jyväskylä. Perhaps the biggest challenge for them (Nopsajalka workers) is this service network and recognizing and knowing each other's work. So, in a way, getting to know one another makes it possible to have common networks."

"One must be a bit like a multi-professional expert. I've needed to learn more, but I feel that I've learned from them (Nopsajalka workers). But I also think that Nopsajalka team has also learned from me, among other things these bureaucratic tricks, which have now been sorted out together, where perhaps my competences have been stronger. So that I've been able to clarify those for them. But then again, they have been able to clarify for me the health care perspective on the client's situation. I've also learned enormously about substance abuse, specifically by listening to a Nopsajalka employee."

In Figure 2.2, we summarized as the working hypothesis of this study the assumption that Nopsajalka-type of work requires deliberate and flexible movement between quick intervention and long-term support on the one hand, and between the individual client and the service network on the other hand. The interviews and observations we conducted support this hypothesis. Quoting one of the interviews above, working in Nopsajalka is "like managing a herring salad in a good way". The existing training programs of vocational education institutions and universities often do not recognize this kind of competence challenges. When there is an increasing need for work based on *escorted transfer*, finding and recruiting competent employees becomes a challenge. One can reasonably assume that this will create problems that may trigger a new expansive learning cycle.

The supervisors and employees of the Jyväskylä Nopsajalka team have been thinking about this challenge during the fall of 2022. They wrote the following observations concerning this.

Nopsajalka's clients have usually suffered for years or decades from various life problems and have been without the services they need. They are homeless or at risk of homelessness and need special support. Many of them have substance abuse and mental

health problems as well as untreated diseases, financial problems and severely reduced functional capacity. They are afraid and nervous, and do not believe in their ability to manage their affairs, nor in the willingness and ability of the service network to serve them. They feel guilty and ashamed.

Recruiting team employees can be challenging. It can also be a challenge for the job applicants, because their perception of the work may be different. The team's way of working differs from their expectations if they are used to work with clear operating instructions and roles. Nopsajalka's client service requires more than usual persistence, independent decision-making ability and creativity. The employee must have the ability to serve different clients in different ways. One has to be able to adapt the way of meeting even one and the same client according to her/his changing moods and needs. One needs the ability to listen, empathy, motivation, setting limits and the ability to make quick decisions. There are no ready-made instructions for different situations. Multi-professional work in a team requires flexible collaboration skills, acceptance of differences among the team members, and the ability to cultivate diversity into a resource for the team.

Strong team members can have a lower or higher education level and different work experiences. The most important thing is attitude, understanding clients' situations and needs, and the ability to vary one's own way of working. In addition, the employee must have the ability to work in a collaborative network respectfully, appreciating the work of others, so that common client service and structural social work can be successfully carried out in a good spirit. The employee must have diplomatic skills and the strength to point out the bottlenecks of the service system as common areas for development. The employee must also have curiosity, courage and a desire to try new ways of working. In a team, there is no need to be afraid of failure, but "mistakes" are seen as important sources of information for new experiments.

6. The significance of the results for Finland's Housing First Strategy

6.1. ACT teams and Nopsajalka

At the beginning of this report, we mentioned that models of multi-professional mobile services have been developed in the United States and Europe specifically to support mental health patients. The most well-known are the ACT (Assertive Community Treatment) models. Sam Tsemberis, the American pioneer of the Housing First principle, included ACT teams as an essential part in the 'Pathways Housing First' (PHF) model he developed [20]. From time to time one hears people asking why the Housing First model in Finland does not include ACT teams.

The answer to this must be found in the differences between the US and Finnish housing policies and social and health services. In the United States, the production and supply of housing is decisively market-driven, and there are comparatively very few publicly funded or subsidized affordable housing offered on social grounds. Publicly funded social and health services that support housing are also few and fragmented, compared to most European countries such as Finland. Homelessness reduction programs based on the Pathways Housing First model are local and serve a relatively small and selected group of 'chronically' homeless with serious mental health disorders. Several researchers have found that the selection mechanisms of the PHF model leave outside services the great majority of the homeless [21] [22].

In Tsemberis' model, the ACT team is responsible for the care and services of such a client throughout the period that the client stays in the Pathways Housing First program – usually many years. The ACT team includes a team leader, a psychiatrist, a nurse, an expert by experience, a mental health specialist (often a social worker), a welfare specialist, an employment specialist and a substance abuse treatment specialist. So it is a very well-resourced and expensive model. As a rule, the ACT team itself produces the client's services, relatively separate from the general services offered to the public, as far as these are offered at all. Despite the great positive publicity and high expectations associated with the

Pathways Housing First model, homelessness has increased in the United States in recent years. In 2015, there were 564,708 homeless in the US, while the number in 2020 was 580,466. From 2019 to 2020, the total number of homeless in the USA increased by two percent. This was the fourth consecutive year in which the number of homeless increased [23]. For example, in New York, where Tsemberis' model was originally created, the number of homeless housed in temporary shelters was 35% higher in 2022 than ten years earlier. The number of homeless adults living alone was 111% higher than ten years earlier [24]. At the same time, the total number of homeless in Finland has consistently decreased.

The Finnish Housing First model did receive inspiration, e.g. from Tsemberis' Pathways Housing First model, but was originally built under the conditions of the Finnish welfare society. In Tsemberis' model, the only acceptable form of housing is actually a single rental apartment ("scattered site independent housing"), which is located in a building where no more than 20% of the apartments are rented to people with a history of homelessness [20, p. 22]. In Finland, it was known that a significant drop in the total number of homeless would not be achieved with such a limitation. That's why, in the Finnish model, temporary shelters and dormitories were transformed into subsidized housing units with the help of public funding, where people get their own rental apartments and housing-related support services. This solution started a rapid and significant reduction in the number of homeless in Finland, which has continued consistently for about 15 years.

In Finland it would be impossible to handle support services for the formerly homeless who have received housing with ACT teams based on Tsemberis' model. There would not be enough trained staff such as psychiatrists and it would become unsustainably expensive. At the same time, a new separate organization of social and health services would be created, which would only serve the formerly homeless, and which would blatantly violate the principle of equality. Since Finland has a strong and geographically comprehensive system of publicly funded social and health services intended for all citizens, support services for the homeless or those who have moved away from homelessness into their own housing must also be organized with the help of the existing service system.

The challenge here is the fragmentation and siloed character of the existing service system. Homeless or formerly homeless clients who have moved to supported housing often do not know or can't manage on their own to apply for the services that suit them. Thus, they are easily excluded from services or fall into gaps and cracks between different services. In other words, we have high-quality and professional services, but getting to them, staying in them and moving between them is a growing problem. This requires a new type of activity that escorts clients through the service system and at the same time mends the gaps and cracks between services from the client's point of view. The work of Nopsajalka team is exactly this kind of activity - at the same time escorting vulnerable people and integrating the fragmented network of services.

We can now summarize the differences between the operating models of the ACT team according to Tsemberis' model and the Nopsajalka team of Jyväskylä with the help of Figure 6.1.

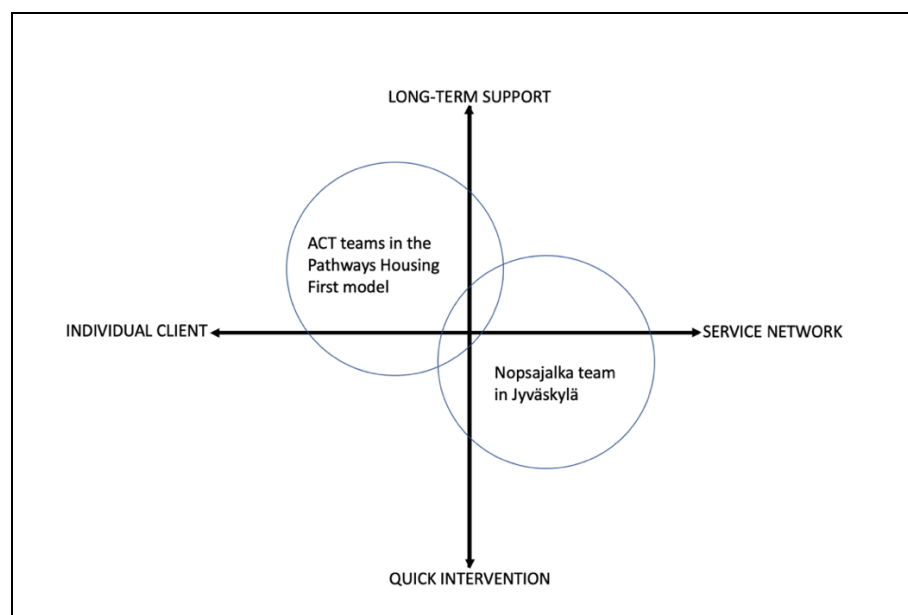


Figure 6.1. Differences between the operating models of the ACT team and Nopsajalka team

6.2. Toward a concept of Finnish Housing First 2.0

Housing First is an operating concept, i.e. a concept that guides the activity [25][26][27]. New operating concepts are typically born as solutions to contradictions that have taken shape in the activity, cause disturbances and may lead to crises in the activity. The most demanding and at the same time the most impactful operating concepts are the so-called "germ cell" concepts that crystallize the core principle of the activity in a simple, practical form and at the same time give the development of the activity a vision that carries far into the future [28][29]. Housing First is this type of operating concept.

Homelessness is very often intertwined with some degree of problematic substance use or substance dependency. In the traditional staircase model [30], a homeless person could only be given an apartment when the person proved that s/he could live without use of substances. However, living homeless, often among other substance users, made it difficult to give up substances. This is how a contradiction arose that maintained both homelessness and addictions in a downward spiral (Figure 6.2).

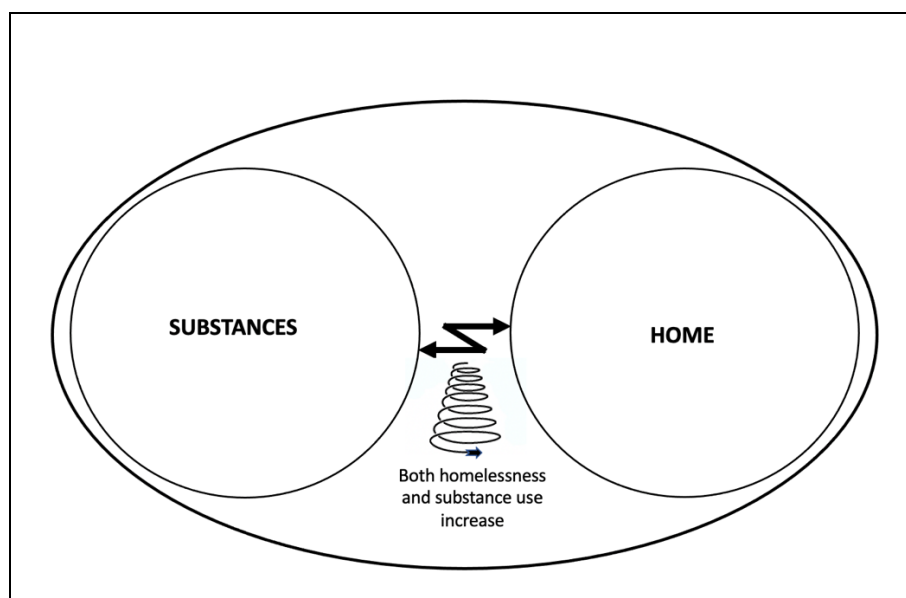


Figure 6.2. Contradictions between substances and home

The Housing First principle was created as a way out of the detrimental effects of the staircase model, i.e. as a solution to the contradiction between substances and home. The principle of the Finnish Housing First model could be summed up in the rental agreement and the emblematic expression *name at the door* [31]. The solution was to offer the homeless their own permanent rental apartment - either in a supported housing unit or in a separate apartment in scattered housing - without the requirement to be free of substances. The solution model can be summarized in figure 6.3. The upward spiral describes a decrease in homelessness and, as a result, also a decrease in problematic use of substances.

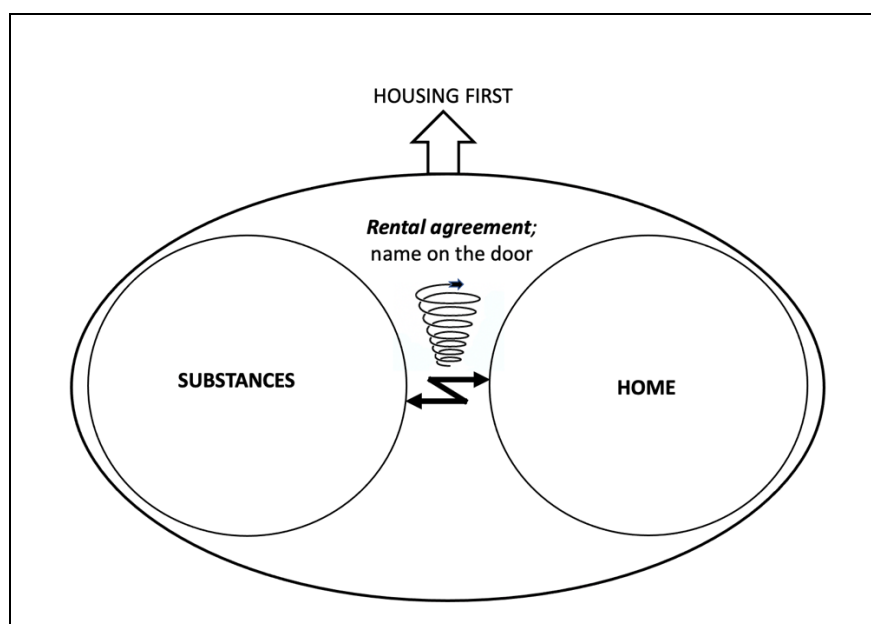


Figure 6.3. The Finnish Housing First concept as a solution to the contradiction

At the beginning of 2020, a proposal produced by an exceptionally broad-based group was published as the action program for the next phase of Finland's homelessness strategy under the name Finnish Housing First 2.0 [5]. Why is a new version of the Housing First concept needed in Finland?

Those involved in homelessness work know very well that clients who are homeless or under the threat of homelessness today are more diverse than ever. The traditional image of a lonely, middle-aged alcoholic man living in the street or in the woods no longer covers the reality of homelessness. Actors in the field face new types of clients, new types of

problems and new types of service needs. This growing diversity of the client base is widely recognized as a challenge in homelessness work.

Much less attention has been paid to another major change, namely the increasing mobility of the clients. Clients of homelessness workers move from hospital or prison to the outside world, where they face the risk of homelessness; they move from their locations to various support services; from one support service to another; from temporary housing solutions to permanent rental housing, for example in supported housing units; from the supported Housing First units to substance-free units or more independent forms of living. In the light of the data we collected from Nopsajalka in Jyväskylä, this movement in its various forms is emerging as a very central challenge for homelessness work.

Getting around is anything but problem-free for the clients of the homeless services. The basic principle of the Housing First model is that permanent housing is arranged for these clients, which means security and the opportunity to settle down permanently. However, even after receiving an apartment, the client must move to services and move between them. In addition, in some cities, housing units may be subject to requirements to speed up the flow of residents, i.e. the transition from a supported housing unit to independent housing. This can be perceived as a threat to the permanence of the apartment, especially when it is known that, if independent living fails, the client may no longer return to the supported housing unit and may face a new period of homelessness.

The contradiction between permanence and security, on the one hand, and mobility and independence, on the other hand, is real. For a homeless person, the contradiction appears as a difficulty to get into services that would be necessary for one's own livelihood and health. Staying outside of the services "on your own" or relying on a service that has become familiar but is insufficient, can be perceived as safer than setting out to search for new services in a fragmented service system. For those who have received an apartment, the contradiction appears as the difficulty of moving from a supported Housing First Unit to a substance-free unit or independent living.

"During the last few years, those who purchase the services, i.e. the cities, have started to expect that more and more residents would move to independent living faster than before. ... Several residents have expressed the fear that homelessness may reoccur as a key barrier to transitioning to independent living.... Service providers and buyers could together promise a resident who is thinking about moving independently to a new home, that s/he can return to the familiar and safe housing unit, if needed. If living independently does not succeed for some reason, the resident can much more confidently take the next step towards independent living." [32, p. 56]

"Residents in Housing First units should be able to move as quickly as possible to substance-free units when they so wish. But, if a resident moves to a substance-free housing service, s/he must first give away the Housing First apartment. The resident has to consider whether s/he dares to take this risk. It is a big step just to ask for help for a substance abuse problem, let alone move to a unit where substance use is not allowed. Good places, but if you can't stay sober, then you face a return to homelessness and, in the worst case, several years of queuing again for an apartment in a Housing First unit. This threshold is often too high. It would be great to be able to encourage sometimes residents to take these brave steps to a substance-free life, and to say "it's worth giving it a chance and trying it". Now this is difficult to do, because for few people giving up substance use succeeds on the first of even on the second try. Knowledge and threat of possible homelessness is real." [33, p. 63]

The contradiction of today's homelessness work in Finland can be summed up with the help of Figure 6.4. As a result of the contradiction, a cycle can easily arise where many clients are left out of the services they need or fall into gaps and interruptions in the service system.

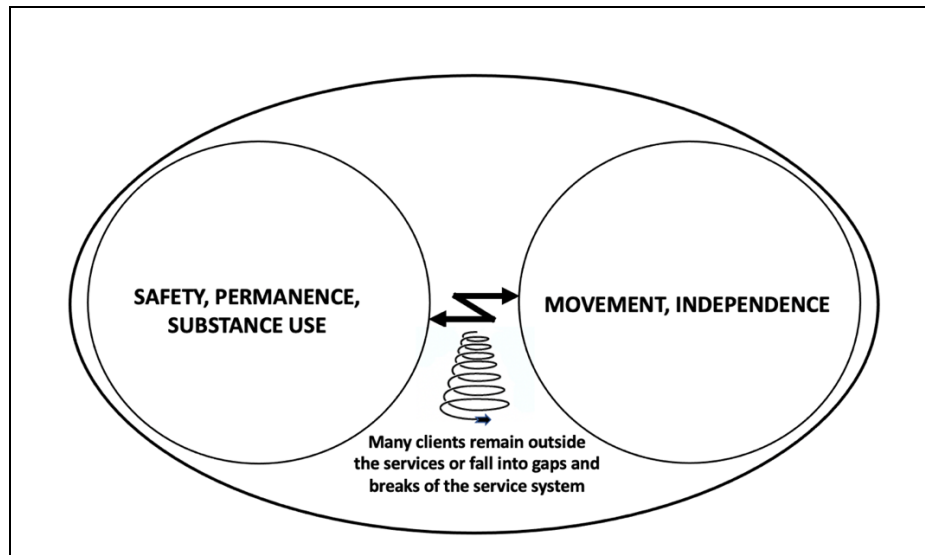


Figure 6.4. The contradiction between permanence and mobility in homelessness work

How can the contradiction depicted in Figure 6.4. be resolved? The experiences of Nopsajalka in Jyväskylä show that it is possible. *Escorted transfer* is the most frequently used expression in our data to describe the new way of working of Jyväskylä Nopsajalka. It literally means escorting the client to the apartment and services, negotiated dialogue with the receiving service, and supportively following the client after the transfer. While this way of working prevents individual clients from being left outside of services or falling into gaps in the service system, it mends cracks between services and opens blocks that make it difficult to access services. In other words, *escorted transfer* is integrating the service system, but not with the help of orders given from above. The starting of *escorted transfer* is from below, i.e., from the needs of concrete clients and their joint recognition in dialogue and negotiations between involved parties (Figure 6.5).

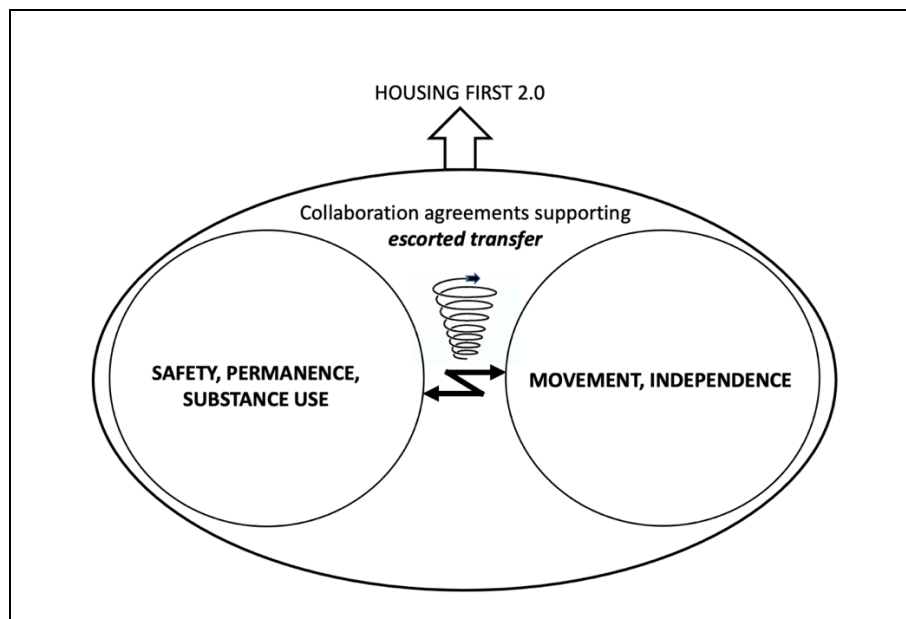


Figure 6.5. The Housing First 2.0 concept as a solution of the contradiction

As shown in Figure 6.5, *escorted transfer* is supported by collaboration agreements between providers of services related to homelessness. Working together is the central idea of Housing First 2.0 document [5]. Nopsajalka-type of multi-professional mobile support teams can become an important midwife for working together and integrating services. *Escorted transfer* gives rise to working together from below.

7. Summary and recommendations for advancing Nopsajalka work

7.1. Summary of the results

We can now answer the research questions presented in the second chapter of this report.

Research question 1 asked: "What are the most important steps in the development of Jyväskylä Nopsajalka so far and how can they be interpreted as steps of expansive learning?"

In Chapter 5, we described how the activity of Jyväskylä Nopsajalka developed from long-term, individual support of a small group of clients to shorter service processes, network collaboration and structured social work. As a whole, these initiatives and decisions taken by Nopsajalka team in Jyväskylä emerge from this study as being consistent with the logic of the collective learning process known as expansive learning. This means that what is taking place in Jyväskylä Nopsajalka carries with it a conceptual and agentive potential which can be generative also beyond the local circumstances. Jyväskylä Nopsajalka offers a working model that can have far-reaching significance for the next development phase of Finland's homelessness work, i.e. the Housing First 2.0 concept as shown in Chapter 6.

Steps of an expansive learning cycle could be identified in the change of the initial working model, starting from questioning the existing way of working to analysis, modeling, testing, and implementation of the new working method. The new working model took shape step by step, as the participants in the activity returned to it and deepened it several times. The practical work continuously generated ingredients for enriching and sharpening the model.

Research question 2 asked: "What are the experiences of Jyväskylä Nopsajalka's employees, clients, supervisors, partners and stakeholders regarding strengths, limitations and development needs of Nopsajalka activity?"

The employees, supervisors, partners and clients interviewed in the study expressed without exception that they consider Nopsajalka activity to be necessary and supported its stabilization and adequate resourcing. Nopsajalka's strengths were seen as its flexibility, multi-professional approach, focus on each client, and its ability to produce solutions in line with the client's needs together with other actors in the service system. The small size of the team and the large number of clients who need Nopsajalka service were mentioned as limiting factors for Nopsajalka activity. The new competence challenges for the recruitment of Nopsajalka employees were highlighted as an acute developmental need. The meeting of such challenges may form the starting point of a new expansive learning cycle. This requires collaboration with educational institutions toward broad perspectives on the needs and realization of multi-professional mobile support.

Research question 3 asked: "What are the essential dimensions and principles of the working model and expertise of the multi-professional mobile support for homelessness created in Jyväskylä Nopsajalka?"

The working model of Nopsajalka is based on the principle of *escorted transfer*. The principle combines individually shaped client-specific support and the integration of the service system. It is largely implemented through negotiations with partners and is supported by collaboration agreements. Our data analyses support our original working hypothesis (Figure 7.1). They have to move between different work orientations with regard to both the scope of the work and its time perspective, and combine them creatively. This means that Nopsajalka employees shift between focus on an individual client and focus on the service network, focus on a here-and-now time perspective and focus on the longer term client pathway perspective within the service network. At the same time, employees make each one of these foci informed by one another. These integrated shifts are creative as they engage the employees in so far largely uncharted terrains leading to novel initiatives and negotiations within the system.

Figure 7.1. brings back the representation used earlier in this report (Figure 2.2.). This representation was initially offered as a research hypothesis, which is now supported by the results of the data analyses.

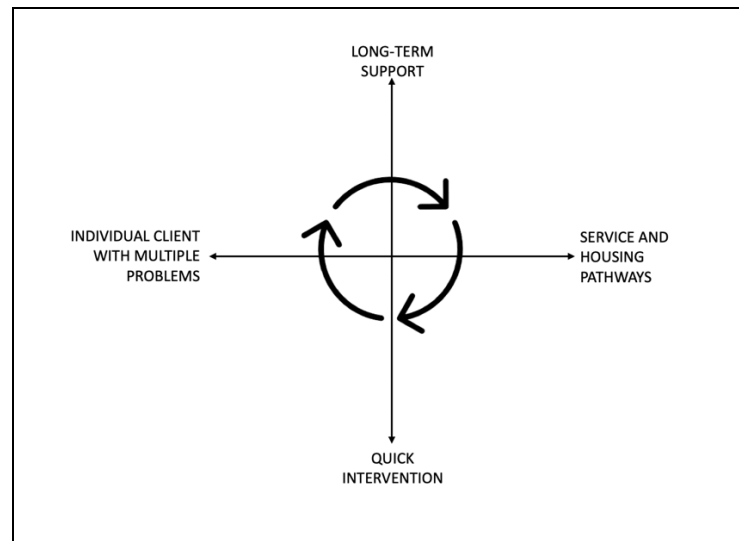


Figure 7.1. The expertise required by Nopsajalka as a flexible combination of different work orientations - Confirmation of the hypothesis in Figure 2.2

7.2. Recommendations for advancing Nopsajalka work

Based on our results, we present recommendations to promote Nopsajalka work, firstly regarding Nopsajalka activity in the Central Finland wellbeing county, secondly regarding the development of multi-professional mobile support in Finnish homelessness work, and thirdly regarding related research.

7.2.1. Promotion of Nopsajalka work in the Central Finland wellbeing county

Recommendation 1. The work of the Nopsajalka team, developed in Jyväskylä, is established as part of the regular services of the wellbeing county, expanding it beyond the municipality of Jyväskylä as needed.

Recommendation 2. The *escorted transfers* performed by Nopsajalka is recorded and analyzed in such a way that a continuously updated overall picture or map of the escort processes is formed in the county. Special attention is paid to the 'white spots' and obstacles in the map, i.e., where escorts would be needed, but they don't happen or they don't succeed for various reasons. In the long run, this leads to the establishment of a digital instrument that is used also to support collaboration between counties and in development efforts.

Recommendation 3. A small-scale analysis of the costs and benefits of Nopsajalka services, i.e. the financial impact, is carried out.

7.2.2. Development of multi-professional mobile support in Finnish homelessness work

Recommendation 4. A network process is launched, where the representatives of the wellbeing counties interested in the development of multi-professional mobile support will produce a comprehensive description of the alternative operating models of this type of work, by discussing and comparing together their experiences.

Recommendation 5. When the description in Recommendation 4 is completed, it will be presented at a nationwide event intended for all wellbeing counties and other actors in homelessness work.

The expertise and contacts of Network Developers at Y-Foundation are critical for the realization of these Recommendations 4 and 5.

Recommendation 6. The relevant ministries are approached with a proposal to establish a taskforce to draft a plan for the development of educational components required by multi-professional mobile support competences in the wellbeing counties. The taskforce also makes a proposal of integration of such components in existing educational programs.

7.3. Research on multi-professional mobile support

Recommendation 7. Developmental work research projects are carried out in wellbeing counties willing to participate. The participatory research supports and analyzes the process of nationwide integration of working models of multi-professional mobile support. The starting point is a county-specific design and implementation of working models as required by the circumstances in each county. The Change Laboratory method is used for bringing together and integrating these county-specific processes.

Recommendation 8. A specific need for research concerns the forms, paths and obstacles of movement of clients of homelessness work in service systems (see Chapter 6.2 above). What kind of movement is happening within and across services by those who become clients of homelessness work. Does such movement represent the upward or downward spiral presented in Figures 6.4 and 6.5? A national research project aimed at charting this is initiated.

The expertise of researchers at Y-Foundation is an important resource for the realization of these Recommendations 7 and 8.

References

- [1] Bond, G. R., & Drake, R. E. (2015). The critical ingredients of assertive community treatment. *World Psychiatry, 14*(2), 240.
- [2] Van Veldhuizen, J. R. (2007). FACT: A Dutch version of ACT. *Community mental health journal, 43*(4), 421-433.
- [3] Nordén, T., Malm, U., & Norlander, T. (2012). Resource Group Assertive Community Treatment (RACT) as a tool of empowerment for clients with severe mental illness: A meta-analysis. *Clinical practice and epidemiology in mental health: Clinical Practice and Epidemiology in Mental Health, 8*(1), 144–151.
- [4] Mäkelä, K. (2020). *Tehostetun avohoidon kehittäminen ACT-mallia hyödyntämällä Lapin sairaanhoitopiirin psykiatrian klinikalla*. Rovaniemi: Lapin AMK.
- [5] Muutoslaboratoriotyöryhmä (2020). *ASUNTO ENSIN 2.0 – Tehdään yhdessä jokaiselle mahdollisuus*. <https://asuntoensin.fi/asunto-ensin-2-0-tehdaan-yhdessa-jokaiselle-mahdollisuus/>
- [6] Tampereen kaupunki (2020). *Asunnotomuuden puolittamisen toimenpideohjelma 2020-2022*. https://www.tampere.fi/material/attachments/uutiskeskus/tampere/a/BerGXBUep/a/sunnottomuuden_puolittamisen_toimenpideohjelma.pdf (16.9.2021).
- [7] Sannino, A. (2020). Enacting the utopia of eradicating homelessness: Toward a new generation of activity-theoretical studies of learning. *Studies in Continuing Education, 42*(2), 163-179.
- [8] Sannino, A. (2022). Transformative agency as warping: How collectives accomplish change amidst uncertainty. *Pedagogy, Culture & Society, 30*(1), 9-33.

- [9] Sannino, A., Engeström, Y. & Jokinen, E. (2021). Digital peer learning for transformative professional agency: The case of homelessness practitioners in Finland. *British Journal of Educational Technology*, 52, 1612–1628. DOI: 10.1111/bjet.13117
- [10] Jokinen, E., Moberg, J., Sannino, A., Engeström, Y. & Kerosuo, H. (2022). Yhteisen ammatillisen toimijuuden kehittyminen Asunto ensin-työssä TADS-prosessina. *Kasvatus*, 53(1), 86-94.
- [11] Jyväskylä Nopsajalka team. <https://www.jyvaskyla.fi/talous-ja-strategia/hankkeet/assi-asunto-ensin-hanke/nopsajalka-tiimi>
[Assi 2 -hanke | Keski-Suomen hyvinvointialue \(hyvaks.fi\)](#)
- [12] Engeström, Y. & Sannino, A. (2010). Studies of expansive learning: Foundations, findings and future challenges. *Educational Research Review*, 5(1), 1–24.
- [13] Engeström, Y. (2004). *Ekspansiivinen oppiminen ja yhteiskehittely työssä*. Tampere: Vastapaino.
- [14] Engeström, Y. (1995). *Kehittävä työntutkimus. Perusteita, tuloksia ja haasteita*. Helsinki: Hallinnon kehittämiskeskus.
- [15] Engeström, Y. (2005). *Developmental work research: Expanding activity theory in practice*. Berlin: Lehmanns media.
- [16] Pleace, N. (2016). *Housing First guide Europe*. Brussels: FEANTSA. Suomenkielinen käännös [https://asuntoensin.fi/assets/files/2021/11/1.Asunto-Ensin-opas WEB-27.10 .pdf](https://asuntoensin.fi/assets/files/2021/11/1.Asunto-Ensin-opas_WEB-27.10_.pdf) .
- [17] Engeström, Y., Engeström, R. & Vähäaho, T. (1999). When the center does not hold: The importance of knotworking. In S. Chaiklin, M. Hedegaard & U. J. Jensen (Eds.), *Activity theory and social practice: Cultural-historical approaches*. Aarhus: Aarhus University Press.

- [18] Engeström, Y., Engeström, R. & Kerosuo, H. (2001). *Neuvottelevan työtavan kehittäminen perusterveydenhuollon ja erikoissairaanhoidon välillä Helsingissä*. Helsinki: Helsingin kaupungin terveystieteiden tutkimuskeskus, raportteja 2001:5.
- [19] Leont'ev, A. N. (1977). *Activity, consciousness, and personality*. Englewood Cliffs: Prentice-Hall.
- [20] Tsemberis, S. (2010). *Housing First: The pathways model to end homelessness for people with mental health and substance use disorders*. Center City: Hazelden Publishing.
- [21] Osborne, M. (2019). Who gets “housing first”? Determining eligibility in an era of housing first homelessness. *Journal of Contemporary Ethnography*, 48(3), 402-428.
- [22] Namian, D. (2020). Governing homelessness through instruments: a critical perspective on housing first’s policy instrumentation. *Critical Policy Studies*, 14(3), 303-318.
- [23] Lähde *National Alliance to End Homelessness*;
<https://endhomelessness.org/homelessness-in-america/homelessness-statistics/state-of-homelessness/>
- [24] Lähde *Coalition for the Homeless*;
<https://www.coalitionforthehomeless.org/basic-facts-about-homelessness-new-york-city/>
- [25] Virkkunen, J., Engeström, Y., & Miettinen, R. (2007). *Sosiaalihuollon kehittämistoiminnan tulevaisuus: Projekteista konseptikehittämiseen*. Helsinki: Sosiaali- ja terveysministeriö.
- [26] Virkkunen, J., Ahonen, H., Schaupp, M., & Lintula, L. (2010). *Toimintakonseptin yhteisen kehittämisen mahdollisuus*. Helsinki: Tekes.
- [27] Engeström, Y., & Sannino, A. (2012). Concept formation in the wild. *Mind, Culture, and Activity*, 19(3), 201-206.

- [28] Engeström, Y., Nummijoki, J., & Sannino, A. (2012). Embodied germ cell at work: Building an expansive concept of physical mobility in home care. *Mind, Culture, and Activity*, 19(3), 287-309.
- [29] Engeström, Y. (2020). Ascending from the abstract to the concrete as a principle of expansive learning. *Psychological Science and Education*, 25(5), 31-43.
- [30] Tainio, H., & Fredriksson, P. (2009). The Finnish homelessness strategy: From a 'staircase' model to a 'housing first' approach to tackling long-term homelessness. *European Journal of Homelessness*, 3, 181-200.
- [31] "Nimi ovessa"-työryhmän raportti vuodelta 2007:
https://asuntoensin.fi/assets/files/2016/09/nimi_ovessa-raportti.pdf
- [32] Karppinen, J. (2022). Entä jos en pärjää omassa asunnossa? Teoksessa P. Fredriksson (toim.), *Loppu asunnottomuudelle: Suoja-Pirtti ry:n 60-vuotisen toiminnan juhlaulkaisu*. Helsinki: Suoja-Pirtti ry.
- [33] Joutsenlahti, S. (2022). Asunnottomien tarpeiden ymmärtäminen palvelukehityksen perustaksi. Teoksessa P. Fredriksson (toim.), *Loppu asunnottomuudelle: Suoja-Pirtti ry:n 60-vuotisen toiminnan juhlaulkaisu*. Helsinki: Suoja-Pirtti ry.

Appendix 1

INTERVIEW STRUCTURE FOR EMPLOYEES, SUPERVISORS, PARTNERS AND STAKEHOLDERS

Parts in italics are notes for the interviewer

Background of the interviewee

1. Briefly tell us what your education and work history are and how they relate to homelessness? (*level of education, degree, work experience over the years*)

2. What are your current work tasks? (*job title, tasks in practice*)

3.

Nopsajalka team-specific question → What is your role in the Nopsajalka team?

To other interviewees → How is your work connected or related to the Nopsajalka team?

4. Are you familiar with the Housing First model?

If yes → How do you think working according to the Housing First model/principles is manifested in Nopsajalka's work?

If no → next question, number 5

Experiences from Nopsajalka

5.

To Nopsajalka team → Describe what Nopsajalka's typical working day and working week is like. Are there other concrete work tasks (*realized practical work*)?

To other interviewees → How would you describe what Nopsajalka does in practice?

6. What types of clients does Nopsajalka work with?

7. What kinds of client tasks are the most difficult or challenging? (*only for Nopsajalka team*)

8. Can you give concrete examples of successes and failures in Nopsajalka's work?

9. What kind of tools or resources are used in Nopsajalka and are they sufficient?

10. How has Nopsajalka's work been shaped and what changes have been needed? What are the challenges of competences, division of labor and collaboration in connection with these changes?

11. What kind of competences and professional skills does Nopsajalka's work require in your opinion? Are there enough of such competences available? (*also competences in dealing with the collaboration network*)

12. How do division of labor and collaboration function within the Nopsajalka team? (*to Nopsajalka team and supervisors*)

13.

To Nopsajalka team and supervisors → Who are the most important partners of Nopsajalka team and how does the division of labor with them look like?

To the partners → Who are the most important partners of the Nopsajalka team and what is the division of labor with them like from the point of view of your own organization?

14. What challenges and opportunities do you see for the Nopsajalka team in its collaboration with different partners?

15. What challenges do you see in the service structures and/or information systems?

Thoughts on the development of Nopsajalka

16. How do you think Nopsajalka activity should be developed?

17. How could Nopsajalka best prepare for the fact that its services are transferred to the weelbeing county and SOTE centers?

Appendix 2

CLIENTS INTERVIEW STRUCTURE

Part in italics is a note for the interviewer

1. Tell a little about your life situation. What is your story like?
2. How did you come to Nopsajalka service?
3. What are your most pressing concerns? What kind of things do you need support for at the moment?
4. From where and what kind of support do you currently receive for these matters and has it been sufficient?
5. What role has Nopsajalka played in getting this support?
6. You just had a meeting with (an) employee(s) of the Nopsajalka team (name the employee(s) if appropriate). How did it go? Did you make progress with your own issues? Was something left untreated or otherwise worrying you?
7. What kind of improvements would you like for the operation of the Nopsajalka team or other services?
8. What kind of goals and future plans do you have? What obstacles do you see to their realization?
9. Is there anything unclear about the services or receiving support at the moment or something about which you need more information?

10. Do you have some other things in mind that you would like to tell or communicate to us or, for example, to the City of Jyväskylä or the government?

11. In your dream, what would your life be like a year from now, if this dream came true?