



Local governance of welfare benefits and employment-related services: The formation of the new multisectoral cooperation model for employment (TYM)

**Peppi Saikku &
Sanna Blomgren**

Finnish Institute for
Health and Welfare

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Recent reforms

- Reforms in the benefit system
 - Granting basic social assistance was transferred from the municipalities to Social Insurance Institution in 2017, wellbeing services counties grant supplementary and preventive social assistance
 - Social Security Reform committee (2020-2027): promotion of activity and employment, general social security benefit
- Reforms in the service system
 - Social and health care services from the municipalities to new wellbeing services counties (n=23) in 2023
 - Public employment services from the state to the municipalities (new employment areas, n = 45) in 2025
- The current government programme (2023-2027):
 - Cut-downs on benefit levels and service budgets
 - Stricter conditionality and sanctions for unemployment benefits and social assistance from 2026
 - First steps in general social security benefit from 2026



Multisectoral coordination in employment promotion

- Fragmented development, overlapping responsibilities, and complex administrative structures hinder the efficient delivery of services and benefits (Blomgren 2023; van Gerven et al. 2024).
- Three consecutive multisectoral coordination models to strengthen coordination between employment authorities, social and health care, and the Social Insurance Institution of Finland (Kela) at the local level:
 - Työvoiman palvelukeskus (LAFOS) 2005-2014
 - Työllistymistä edistävä monialainen yhteispalvelu (TYP) 2015-2024
 - Työllistymistä edistävän monialaisen tuen yhteistoimintamalli (TYM) 2025-



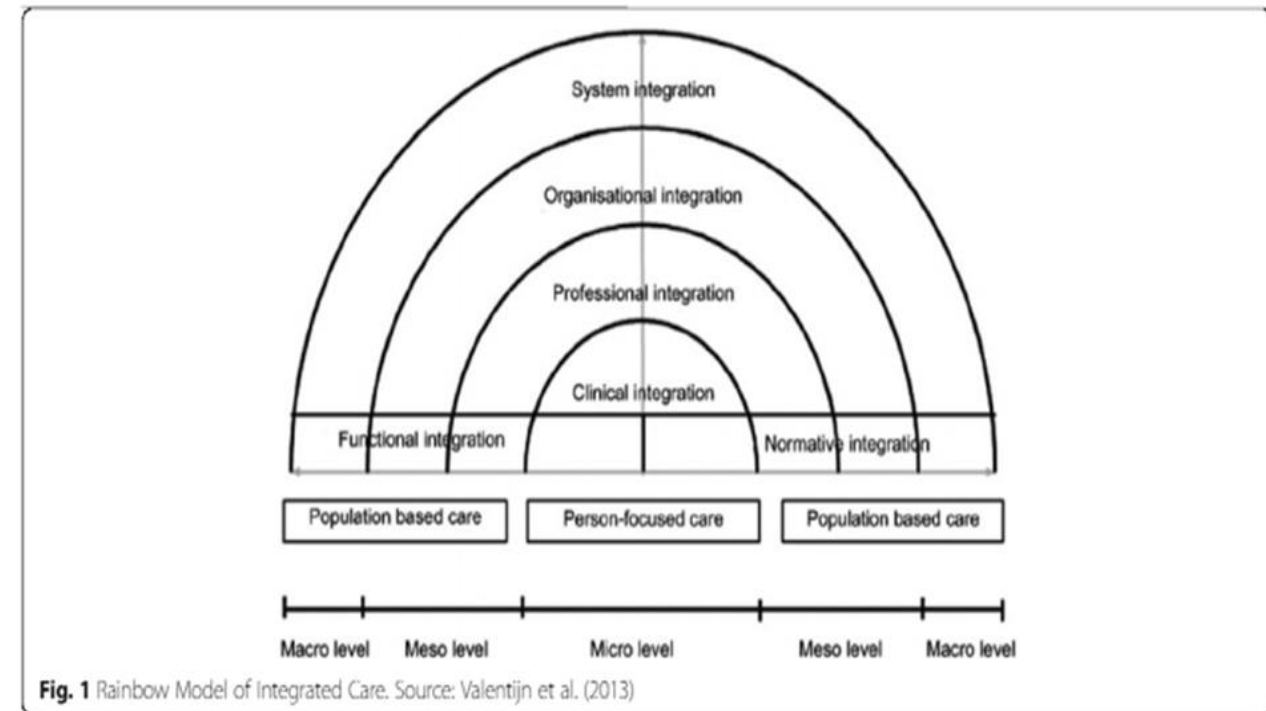
Coordination of services and benefits at the interface of wellbeing and employment areas and Kela

- The study examines the adoption of the TYM model and its implications for the coordination of services and benefits at the interface between welfare and employment services and Kela. It asks:
 - How have structural and legislative reforms and the new operating model affected the coordination of services and benefits?
 - What kinds of cooperation models are emerging for the coordination of services and benefits at the local level?
 - What institutional constraints shape the development of TYM activities?
- Research data: public documents (acts, cooperation agreements etc.) & interviews at the local level (TYM-leaders, members of local steering groups, professionals)
- Qualitative methodology



Analytical framework

- Analytical framework adapted from Valentijn et al. (2013) and Taskinen & Hujala (2020), cf. Saltkjel et al. 2023
- Dimensions of integration: system, organisational, professional and client work, functional and normative integration



Dimensions of Integration: Enablers & Barriers

Dimension	Enablers	Barriers
System	<ul style="list-style-type: none"> • Statutory basis provides legal obligation to cooperate • KEHA-coordinated TYM leader network enables peer development 	<ul style="list-style-type: none"> • Ambiguous interpretation of TYM legislation • Overlapping legislative reforms create complexity • Declining national support and coordination
Organisational	<ul style="list-style-type: none"> • Local multidisciplinary steering groups • Regular joint training and supervisor forums • Strong cooperation history (e.g., TYP) 	<ul style="list-style-type: none"> • Weakening resources of social and health care • TYM lacks clear role in service structure • Labour authority dominance in network governance
Professional	<ul style="list-style-type: none"> • Established pair work (employment + social/health care) • Professional familiarity and shared locations • Regular meetings and low-threshold communication 	<ul style="list-style-type: none"> • Uneven multidisciplinary competence • Resource shortages hinder cooperation • No shared location requirement • Disagreement on TYM client criteria
Client Work	<ul style="list-style-type: none"> • Face-to-face pair meetings (at minimum first meeting) • Dedicated TYM calendar days for client meetings 	<ul style="list-style-type: none"> • Unclear target group definition • Resource shortages delay scheduling and client work
Normative	<ul style="list-style-type: none"> • Shared understanding that cooperation is needed for hard-to-employ individuals • Local trust and shared vision 	<ul style="list-style-type: none"> • Divergent views: is TYM for employment-ready or also those with unresolved care needs? • Aligning on core objectives requires continuous effort
Functional	<ul style="list-style-type: none"> • Shared information system is a prerequisite 	<ul style="list-style-type: none"> • Shared Typpi information system is outdated and cumbersome to use

Questions Raised

System

- No national steering body anymore, the focus is on monitoring multisectoral work
- The national-level guidance has always been seen as inadequate (Saikku & Karjalainen 2012; Rajavaara et al. 2019; Saikku 2022)

Organisational

- The geographical organisation of TYM is largely based on new employment areas
- What will the role of wellbeing services counties be in TYM activity, as there is less legislative or financial incentives for them?

Professional

- If staff resources differ significantly between actors, how can multidisciplinary work be genuinely realised?

Client work

- Target group is no longer limited to long-term unemployed people but all unemployed persons in a need of multisectoral services
- The definition of the target group seems to be difficult at the local level

Normative

- Is there a need to define collaboration objectives at the national level?

Functional

- What happens to the shared information system?



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Thank you

peppi.saikku@thl.fi, sanna.blomgren@thl.fi