

SEIJA NYKÄNEN

Towards leadership and management in guidance and counselling networks in Finland



UNIVERSITY OF JYVÄSKYLÄ
FINNISH INSTITUTE FOR
EDUCATIONAL RESEARCH

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Abstract

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In this publication guidance and counseling are seen as services that are inclusive and promote learning and life planning. In parallel and in conjunction with other networking support services, such as pupil and student welfare, it constitutes a set of networked services that are multi-professional and multi-administrative.

The research task was to examine the management and leadership of collaboration between the guidance and counselling services available at different phases of the individual study path. The study, which takes a qualitative and phenomenography-based approach, examines leadership and management as a multi-level phenomenon.

The research data were collected in nine focus group interviews conducted in five regional development networks. From 2004 to 2007 the regional networks took part in a Finnish National Board of Education project for the development of guidance and counselling. In the interviews 61 people active in service delivery were asked to give their conceptions of managing and leading guidance and counselling networks. The interviewees provide or manage multi-professional and

multi-administrative guidance and counselling services, and their conceptions are significant in the development of management.

Conceptions of the management of guidance and counselling services crystallized into four dimensions. Leadership and management creates the following aspects of services: 1) *structures*: define the area of collaboration, map out the network with its actors and secure operational preconditions, such as resources. Leadership and management identifies and promotes service; 2) *processes* in organizations and at their interfaces. The processes include strategic planning, collaboration, the formation, monitoring and evaluation of information; 3) *personnel management* enhances opportunities for collaboration, attends to the division of work and responsibility, know-how and coping. It is important that managers work at different levels of activity in multi-professional and multi-administrative collaboration. Guidance and counselling professionals also take part in management according to the principles of shared management in networks; 4) *client service* in management were collected from the concepts provided by guidance and counselling actors, not from those provided by clients. According to the actors, services should be developed for all client groups.

Keywords: leadership and management, multi-professionalism, multi-administration, multi-disciplinarity, guidance and counselling service provision, study guidance and counselling, pupil welfare, student welfare, study path, inclusion, network

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Translator's note. Finnish typically uses just a single word for the concept of guidance and counselling. Similarly, the notions of education and training are combined in one word in Finnish, as are the concepts of management and leadership. For the sake of brevity, consistency and fluency I have endeavoured to use just the words *guidance*, *training* and *management* to translate these concepts, unless the context requires a more precise distinction.

Guidance services or guidance provision as concepts in the international guidance literature generally refer to the counselor's interaction with clients. In this report the concept *guidance service provision* emphasizes policy and planning related dimensions of guidance services in regional settings.

Acknowledgements

This publication takes a detailed look at leadership in Finnish guidance provision. It is based on my doctoral dissertation '*Leadership and management in guidance and counselling networks: conceptions of actors – Moving towards leadership and management in networks?*' (Nykänen 2010). The Finnish Institute for Educational Research (FIER) published the Networked Guidance Service Provision (NEGSEP) Model for evaluating guidance services. There we identified guidance as a multi-level activity network. (Nykänen et al. 2011.) The need for networking derives from among other things our observation that no employee, professional group or organization alone is capable any longer of satisfying its clients' increasingly diverse guidance needs (Nykänen et al. 2007a). Hence, my research arises from the questions of what the role of guidance is in the prevailing social situation and how guidance services are managed.

In the midst of the changes in citizens' lives and in society, the guidance and support services available in Finland have not been able to satisfy everybody's guidance needs. Our present society, which can be characterized as global and networked, emphasizes individualism and economic values, requires tolerance of uncertainty, favours short-term jobs, changes rapidly and underlines the importance of lifelong learning amidst change.

In the 1980s and 1990s, when guidance and counselling activity expanded from the basic school to cover the entire educational system, the professional contents and practices related to guidance were reinterpreted according to ever-changing operational contexts. There is still a need for dynamic rethinking on guidance service provision. Knowledge creation in guidance is becoming multi-disciplinary. Informed management of guidance service provision encourages change in guidance-related networking activity.

I would like to express my sincere thanks to those colleagues and co-workers who have contributed to the writing of this publication: to Professor Pauli Kaikkonen of Tampere University, who supervised my doctorate, to Dr Jukka Alava, director of the Institute for Educational Leadership at Jyväskylä University, and to Dr Aimo Naukkarinen, lecturer and docent at Jyväskylä University. The second readers of my thesis, Professor Jyri Manninen of Joensuu University, and Dr Seija Mahlamäki-Kultanen, docent of Tampere University and vice-rector of the HAMK University of Applied Sciences, provided me with expert feedback. I was very pleased to see this collaboration continue when Seija Mahlamäki-Kultanen gave me the benefit of her critical and expert feedback on the manuscript of the present publication. I would also like to thank Professor Päivi Tynjälä and Raimo Vuorinen, senior researcher and coordinator of the European Lifelong Guidance Policy Network (ELGPN), for their valuable comments. My thanks also go to Jouni Välijärvi, Professor, director of the Finnish Institute for Educational Research, for making funds available for an English translation, and to Glyn Hughes for translation as well as to Jouni Sojakka, Martti Minkkinen and Kaija Mannström for the printing process.

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11.5.2011

Seija Nykänen

1

Introduction

This publication is a condensed version of my doctoral dissertation. I examine the management of networked guidance services in Finland. Networking trends in guidance services are many and diverse, including networking with service providers in the educational, youth and leisure, social and health service, employment and economic and rehabilitation sectors (see Figure 1). (Nykänen 2010.)

Guidance in Finland has not yet achieved the position of being a part of the other activities of service-providing organizations, nor of the network formed by these organizations. Management, on the other hand, has been studied as organization-based activity. I locate guidance as part of a multi-professional and multi-administrative service provision network. I expand the management of services to the management of a network.

In Finland the increase in multi-professional collaborative activity has been influenced by the diversification and complexity of citizens' service needs, with individual employees and services unable to offer a solution. With regard to this, the starting point for my study is the emerging of links and ties within multi-professional and multi-administrative collaboration (see Berry, Brower, Choi, Goa, Jang, Kwon & Word 2004; Borgatti & Foster 2003; Granovetter 1985). In this way experts

offering guidance service provision jointly solve guidance planning questions on the one hand and, on the other, they develop client services.

Studying a network is challenging because in locating guidance services, for example, account must be taken of citizens transferring from one service to another, from one training organization to another, into employment, or even their workshop activities. In figure 1 I have collected together examples of service organizations taking part in guidance collaboration. I call this collaborative diagram a description of the guidance context for guidance service provision. It represents the regional context of training, support and guidance services and of working life. I examine guidance in the allocation of work within organizations. This, however, proved to be inadequate because the concept of individual study path introduces into guidance the collaborative relationships existing between organizations. Indeed, I extend my thinking on networks to include inter-organizational interfaces. (Nykänen 2010.)

I define guidance services, as does the Finnish National Core curriculum, as services related to growth and development, learning and studying as well as to career and life management (National Board of Education 2004). I assume that, in addition to these, citizens may require economic, social, health-related and rehabilitative services. The guidance service network I have outlined covers just such an *integrated service entity* (see Change to the Youth Act 693/2010).

In multi-professional and multi-administrative networks guidance actors and managers participate in the planning and development of services and in network collaboration. I examine guidance at the intersections of individual and societal action. I describe the horizontal and vertical construction of a network. Decision-making in the network, its level of service planning and its activity in client relations mean that I regard the challenges of managing guidance as a multi-level phenomenon. The frame of reference used in my study comes close, for example, to the EU's method of open coordination (European Council 2000).

In Figure 1, the service-providing organizations are, for example, schools, colleges, social and health services as well as employment and economic services. Each organization has responsibility for sectors of guidance-related services (Nykänen et al. 2007a). As Merimaa (2004) points out, regional guidance service provision affects the student welfare services provided by educational and training organizations. Guidance service provision is an integral part of the fit between training and working life and of anticipating the planning of training.

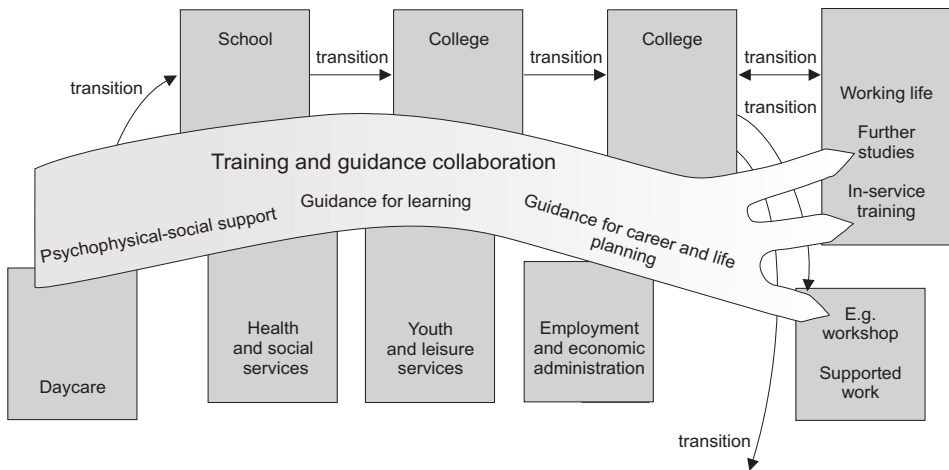


Figure 1. *The context of guidance service provision, i.e., the guidance environment*

The CHANCES guidance study. My doctorate thesis was a continuation of the study on guidance and counselling networks in a European Social Funds project entitled CHANCES (Nykänen et al. 2007a, b). As one part of a large national initiative the Finnish Institute for Educational Research (FIER) was responsible for a research project focusing on the regional development of guidance services in 2005–07. The purpose of the research project was to gain an understanding of guidance service provision utilizing multi-administrative and multi-professional collaboration and of educational paths at the comprehensive and secondary levels of education. One outcome of the research was the Networked Guidance Service Provision model (NEGSEP) (Nykänen et al. 2007a, 2010). In this model guidance is examined as regional service provision. An English translation of the model is available (Nykänen et al. 2010).

In the following section I open up some of the basic concepts related to guidance networking used in Chapter 2. In Chapter 3, I consider some of the connections between guidance and management, while in Chapter 4, I present the implementation of my doctoral study that forms the background to the present publication. The main results of the study are presented in Chapter 5 and in Chapter 6, I draw together my discussion and conclusions.

2

Rationale for the guidance provision network

In Finland guidance services are being organized and guidance processes developed in multi-professional and multi-administrative networks (Nykänen 2010). According to CEDEFOP (2005) the central principle in organizing guidance should be the continuum that supports citizens at various stages of their education, in working life, at personal transitions related to different life phases and at key transitional stages of the study path.

According to the definition adopted in the EU Council Resolution on Strengthening Policies, Systems and Practices for Guidance throughout Life (Council of the European Union 2004), lifelong guidance refers to a range of activities that enables citizens of any age and at any point in their lives (lifelong) to identify their capacities, competences and interests, to make meaningful educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used (lifewide). Guidance is provided in a range of settings: education, training, employment, community, and private (Lifelong learning 1832/2000).

The main questions that describe the success of guidance are why guidance is needed, who provide(s) clients with guidance and what guidance service is offered

(Nykänen et al. 2007a). The core and special skills needed in guidance and counselling work are:

- defining and evaluating the client's situation
- guidance and counselling for the planning of studies, career and life
- management and communication of information
- consultation and coordination of guidance services
- administration of services and action programmes, and
- regional collaborative activity.

In addition to these, an important area of competence is guidance personnel's exploratory reflection on their own activity and the study and evaluation of services (International competencies for educational and vocational guidance providers 2003; CEDEFOP 2009; Nykänen 2010).

In the following section I present some of the key concepts to be used in mapping out the larger picture of networking in guidance service provision and of network management. These concepts are multi-level decision-making, the networking guidance environment and multi-professional collaboration in the guidance environment.

2.1 Multi-level decision-making in guidance service provision

In various countries and administrative cultures it is the ministries which are primarily responsible for the development of guidance policy. In addition certain tasks related to the planning and implementation of guidance are assigned to central government offices. The guidance-related strategic policy lines or developmental programmes of various branches of government have to be modified for regions that vary considerably in their size, population and economic structure, and adapted to changing circumstances. When the operational prerequisites of the regions change, then there are implications for changes in guidance service provision. (Nykänen 2010.)

In the 2000s the European Commission has drawn up and published several policy guidelines that, on the one hand, impact on the development of guidance.

On the other hand, there are many cultures in which public employment and economic services, private businesses as well as schools and colleges are responsible for providing guidance services. In such cases guidance becomes an integral part of the management development policy of those organizations. (OECD 2004c; see Pont, Nusche & Moorman 2008.) EU guidelines, for example, define lifelong learning (KOM (2001) 678), workforce development and employment strategy (KOM (2002) 72) and youth policy (KOM (2001) 681). The Treaty of Lisbon stresses, that EU member countries should have functioning guidance services to support lifelong learning (European Council 2000). Emphasis on citizen involvement in planning is evident, for example, in the EU's strategic work on guidance (Council of the European Union 9286/2004). Citizens' voices should also be heard in the development of services (Plant 2006; Wyness 2006).

Researchers have suggested in a variety of contexts that EU member states need to integrate their strategies related to lifelong learning and guidance. In order to coordinate development work, national and regional guidance forums are required, as well as broadly-based research and development centres and permanent expert groups. (EDUC 2008; OECD 2004a, b; Watts 2006; Vuorinen 2007, 115.)

The Organization for Economic Collaboration and Development (OECD) evaluates the provision of training and guidance services, designs indicator studies and makes recommendations that affect member states' national decision-making. During the 2000s international organizations have produced so-called 'soft laws' that have impacted on national educational policies. These are novel ways of control that increase competition between member states, affect decision-makers' understanding of future policy trends and extend into national legislation. (Kallo 2009.)

Kallo (2009) is critical of international assessments, recommendations and their exclusive use as a basis for decision-making. He draws attention to international influence that is consensus-seeking and homogenizing. Instead of knowledge creation that seeks shared objects of activity, national discussion forums and discussion between operational levels, ideas and policies are adopted from external contexts. This may reduce the need for local discussion of values and ideologies underlying service provision as well as distancing decision-making from citizens' needs. It is then rather the case that networking standardizes and homogenizes. Network research provides the information and variety of viewpoints that is needed in developing regional, national and international services (Nykänen 2010).

International assessments consider Finland's educational, management and guidance systems to be good, uniform and egalitarian (Hargreaves, Halász & Pont 2007, 32). Guidance in Finland is largely a public administration service which is divided up into guidance provided in the educational system and that provided in conjunction with employment and economic services and Human Resource Development services in private enterprises (Council of State, Decree on the implementation of the public workforce service 1347/2002; Rantamäki et al. 2010).

Decision-making related to guidance is also a multi-level operation internationally. In Finland the Ministry of Education and Culture and the Ministry of Employment and the Economy, in collaboration with the Ministry of Social Affairs and Health and the Ministry of the Interior, are responsible for the background planning underlying guidance policy decision-making. Furthermore, the National Core Curriculum for Basic Education provided by the National Board of Education (National Board of Education 2003, 2004, 2005) defines guidance as part of the curriculum at all levels of education. Regional administration officials are responsible for regional forecasting of training needs and guidance is identified as part of the region's educational and employment and economic policy (Council of State, Decree on the development of regions 1837/2009). Educational institutions as well as employment and economic services are responsible for planning and implementing the provision of local guidance services (Council of State, Decree on the implementation of the public workforce service 1347/2002).

2.2 Networking guidance services

Guidance is not an activity separate from training, working life and social activity. Rather, as Borgatti and Foster (2003) note, it is an organic part of its broader social context. In Finland there are signs of a cultural change where the support and guidance services for learning and study and for career and life planning are beginning to be seen as an integrated entity which seeks contacts and collaboration with various forms of service (see Karjalainen 2006). These contacts are part of the international networking phenomenon. For example, the network researchers Agranoff and McGuire (2001a, b, 2003) consider the multi-sector networking of services in the collaborative contacts between public administration and the private sector.

In Finland institutions collaborating in the provision of guidance services include, for example, schools, colleges, social and health services and employment and economic services (Nykänen 2010; Vuorinen 2007). According to Vuorinen (2007, 25) businesses, the third sector, such as associations and societies, as well as prisons, the armed forces and parishes, are actively involved in multi-professional and multi-administrative guidance-related networking activity taking place between various administrative branches. Working life and businesses take part in organizing guidance services. They generate new and up-to-date information and offer students opportunities for training. Citizens move back and forth between working life and the educational system when they require work after training or when they leave work for in-service or further training or for retraining.

The activity of the institutions providing guidance is directed by official rules, such as laws, decrees and plans, as well as by unofficial customs, traditions, rules of behaviour, taboos and sanctions (North 1991, 97). A consequence of this is that operating in the *guidance provision context* is complex and multi-faceted (Nykänen 2010).

As clients progress along their study path or make the transition to working life, they may require the services of several professional groups. As a result of client needs and professional cooperation, *networks may be formed among the various organizations providing guidance and support services*. For the present, collaboration is still developing with regional variations and adaptations to local conditions. Instead of talking about systems thinking, I use the concept of network to describe these services. (Nykänen 2010.)

In Finland we have studied guidance with the aid of seven dimensions of guidance, summarized as follows: the policy dimension, the contextual dimension, the organizational dimension, the division of work and responsibility dimension, the content dimension, the methodological dimension and the time dimension (Vuorinen 1998; Hakulinen & Kasurinen 2002, 6–12; Kasurinen & Vuorinen 2003; Nykänen et al. 2007a). Hakulinen and Kasurinen (2002) have converted the various dimensions of guidance provision into a matrix.

We have condensed the dimensions of guidance into three levels of activity: services visible to the client, guidance provision and public guidance policies (Nykänen et al. 2007a, b, 2010). Based on the levels at which guidance operates, we have designed an evaluation model, the Networked Guidance Service Provision (NEGSEP) Model (Nykänen et al. 2007a, 2010), which is presented in Figure

2. The model includes a battery of evaluation questions on guidance services that sequentially follows the various levels of guidance activity. Evaluation consists of the learning loops that proceed from one level of activity to the next (see Senge 1990). In this study collaboration between the levels of guidance activity justifies the defining of *actors* in guidance service provision as decision-makers, managers and experts at national and regional levels and within organizations. In this study I will focus particularly on the level of guidance provision used in the model.

	Levels of guidance action	Dimensions of guidance	Questions to promote the cycle of strategic learning			
			Analysis and evaluation	Visions, strategies, development goals	Communication and commitment	Actions and continuous learning
Strategic design and evaluation	I Public policies in guidance	Policy dimension	Bottom-up ↑ ↓ Top-down			
		Contextual dimension			Reformative activities (triple loop learning)	
	II Guidance provision	Organizational dimension				
		Responsibility dimension			Flexible activities (double loop learning)	
Services visible to clients	III Guidance services visible to clients	Division of labour dimension				
		Content dimension				
	Methodological dimension			Revision of the activities on the basis of client feedback (single loop learning)		
	Time dimension – learning path					

Figure 2. A Model for Networked Guidance Service Provision (NEGSEP) (Nykänen et al. 2007)

The guidance decision-making outline shown in Figure 2 is multi-level. In Finland, participants include, for example, ministries, central agencies, municipalities, federations of municipalities and Centres for Economic Development, Transport and

the Environment. In addition, organizations have decision-making powers in the planning of guidance (Council of State, Decree on the implementation of the public workforce service 1347/2002; National Board of Education 2003, 2004, 2005). What happens between the levels in guidance collaboration is information flow and knowledge creation. In the guidance cooperation taking place between organizations there is collaborative activity. Network relations are built up within organizations and between them. It then becomes possible to interpret the various levels of guidance collaboration in accordance with social learning theory: organizations providing guidance can be regarded as communities of practice. (Wenger 1998.)

According to Figure 2 the guidance dimensions visible to the client are the dimensions related to division of work and responsibility, content and methodology. For the time being in Finland the planning and decision-making related to guidance consists mostly of factors that are invisible to clients. In fact, clients rarely take part in the planning of guidance service provision. (Nykänen 2010.) Yet there is a need for clients' voices and client representation in the planning of national, regional and organizational guidance policy (Plant 2006).

Heterarchic activity

In Figure 2 I extend dimension-based thinking about guidance service provision in the direction of heterarchic thinking. The literature on management has begun to talk about the heterarchic governance of guidance. In my assessment this probably locates the organization of guidance in the middle ground between systems and network thinking. A heterarchic mode of organization means that employees and managers together participate in the creation of new knowledge required in service provision. By generating knowledge and evaluating their activities they can together solve problems of service production. (Kontopoulos 1993; Gronn 2008.) In a network many actors participate simultaneously in solving problems.

Kontopoulos (1993) sees the constructionist epistemic strategy and the hierarchical epistemic strategy for creating structures in juxtaposition to each other. Whereas the constructionist strategy deals with building as a bottom-up procedure, the hierarchical epistemic strategy sees building in terms of a top-down process (see Figure 2). Kontopoulos (1993, 55) combines the epistemic strategies of construction and hierarchy and calls the resulting structure heterarchic. The processes of construction are thus assembled both bottom-up and top-down in such a way that the structural direction of neither becomes dominant.

Those working in guidance-related client service and those managing and planning services collaborate, for example, in extensive national development programmes (Karjalainen 2006; Nykänen et al. 2007a). In such cases management of the programmes takes place at the intersections of the network, i.e. at the nodes. A node is, for example, a regional planning group (see Meier & O'Toole 2003; Nykänen 2010). At the interfaces between managers and key actors operating at various levels and in various bodies, there is movement towards collegial competence. This means that the existing expertises of practitioners and managers working at various levels of activity are brought together. Furthermore, in the developmental activities of practitioners at various levels new knowledge is created for solving service delivery problems and as a basis for decision-making. (Agranoff & McGuire 1999.)

The notion of a hierarchic structure means that the level of the practical actors, the organizational level and the regional context can be understood as different levels of a heterarchic structuring where guidance processes are interdependently constructed. Knowledge, authority, and action are formed in the interaction between levels of activity (see Kontopoulos 1993). In this way we can think of the structure of guidance service provision as forming a heterarchy, rather than a hierarchy, of collaboration related to strategic planning and the implementation of strategies (see Gronn 2008; Nykänen 2010).

In a heterarchy no single level of activity completely controls another; rather the various levels exert only a partial influence on each other. In this way the characterization of the heterarchy approaches the definition of a network since network partners are also equal. (see Agranoff & McGuire 2001b.) In a heterarchy the needs, skills and knowledge of each operative level meet at the nodes of the network more equally than at the interfaces of a hierarchy. A heterarchic form of administration means that the various actor levels use their power and influence each other more equitably. (Gronn 2008.) Such a heterarchic encounter takes place, for example, in the discussions on resourcing carried on by regional and central government, even though economic factors in fact determine the size of the resources. In addition, in Finland for example, feedback data on guidance is collected at various levels of administration and the operational levels receive information about each other, but the higher authority does not, for example, decide on the points that the lower level should focus on in self-evaluation. (Rantamäki et al. 2010.)

2.3 Guidance service provision and multi-professional collaboration

In this publication I use the concept of *multi-professionalism* to describe in particular the need for changes in the planning, learning and working practices that take place amongst various groups of practitioners. I thus assume that client representatives have the opportunity to take part in the planning and evaluation of services. Using the concept of *multi-administrativeness*, I describe collaboration that crosses the boundaries of various administrative sectors.

My research material was gathered from guidance professionals and the managers of service providing organizations. For this reason my data on the needs and participation of the clients involved in the study has been communicated by experts. In my study I use the concept of *multi-expertise* to mean that the client takes part in decision-making that affects him/herself, and that the service needs of an individual client are then the focus of multi-professional collaboration. (Nykänen et al. 2007a, Nykänen 2010.)

Developmental trends in society and the division of work have changed, for example, the teaching profession moving it in the direction of multi-professional collaboration (Hargreaves 2000). According to Collin (2007), the same discussion about multi-professional and multi-administrative collaboration that has taken place in teaching and research can now be heard in vocational guidance. In the context of vocational guidance he examines the concept of multi-disciplinary, interdisciplinary and cross-disciplinary collaboration. Collin (2007) believes collaboration is necessary because, with the specialization of knowledge creation and the growth of professionalism, specialized blocs can no longer meet society's most complex challenges. The English language literature on multi-professional collaboration makes use of several expressions, such as multi-disciplinary, multi-professional, transdisciplinary and intradisciplinary collaboration (Collin 2007).

In the present publication I use the concept multi-professional to describe collaboration between guidance professionals since cross-professional guidance collaboration in Finland is as yet unestablished, still undergoing development and with regional variations. The level of collaboration and knowledge creation implied by the use of the terms transdisciplinary and interdisciplinary is deeper than my network study showed to have been attained in Finland so far in terms of multi-professional collaboration and knowledge creation (Nykänen 2010).

The concept of multi-professionalism

I shall now open up the concept of multi-professionalism by pointing out its various components (Figure 3). I call these components *space of learning*, affordances, *dialogicality*, *ambiguity*, and *equality*. I will present these a little later. An essential feature of multi-professionalism is the meeting of practitioners representing various organizations and bodies at an *interface*, i.e., in a *space for learning*. With regard to guidance this space for learning is in line with the collaborative context that I have described with the *concept of guidance environment*. Functioning at an interface can be characterized in several ways. Researchers call it the third space (Soya 1996), a border zone (Engström 2004, 86–87) or a *learning space* (see Nonaka & Konno 1998; Hytönen & Tynjälä 2005; Kalliola & Nakari 2006, 205).

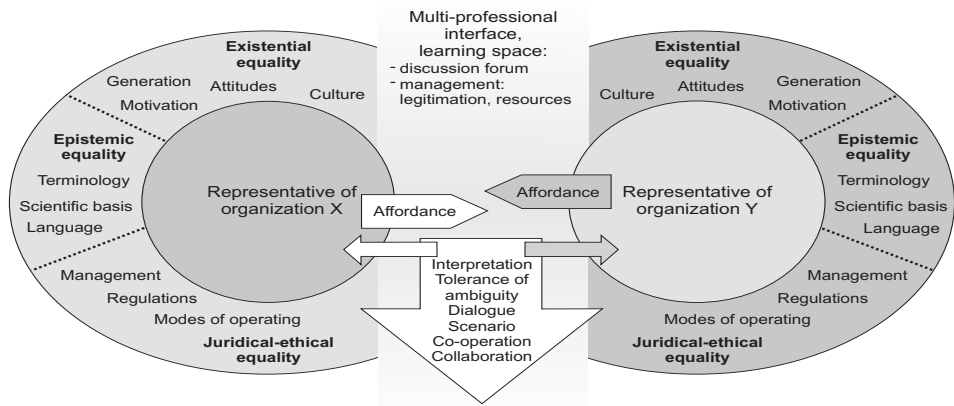


Figure 3. Multi-professional collaboration in the learning space of the guidance environment (Nykänen et al. 2007a; Nykänen 2010)

The concept of the *learning space* is based on Nonaka and Konno's (1998) concept 'ba'. Learning space means a place where actors may encounter each other as equals. The place can be physical, virtual or mental or a combination of these (Nonaka & Konno 1998). Collaborating multi-professionally with another professional in a learning space means working in shared no-man's-land.

Gibson (1986), Peavy (1999), Spangar (2000, 18) and Juutilainen (2003) use the concept of *affordance* for the speech taking place between counsellor and counselee that affects interaction in guidance work. I apply the concept in the context of multi-professional collaboration. Affordances are objects, matters, information, skills, concepts, experiences and information that are presented and exchanged in interactive situations. For the other party involved in collaboration, they open up opportunities for understanding and action in proportion to the reality of the presenter making the affordance. (Gibson 1986; Peavy 1999; Spangar 2000, 18; Juutilainen 2003.)

In terms of problem-solving, the goal of multi-professional collaboration is to sustain and tolerate a sufficiently long period of multivocality. In a dialogical relationship of this kind nobody has a better or more qualified perspective on reality, in which case conflicts and negotiation are a fundamental part of multivocality. (Engeström 2004.) Engeström (2004) stresses, that the most important features of communication occur in collaborative situations themselves, in producing and delivering services. According to Engeström's cycle of expansive learning the conditions and prerequisites of dialogue should not be taken as givens but regarded as developing and to be learned during the processes of work. In his opinion dialogicality cannot and should not be separated off as a concept describing public relations activity or communicative mood.

Next I shall draw a parallel between the concept of multi-professional dialogicality and intercultural skills. Intercultural skills can, according to Kaikkonen (2004), include respect, ethicalness, empathy, perspective-shifting, reflectivity as well as interaction skills and *tolerance of ambiguity*. With *tolerance of ambiguity* Kaikkonen is referring to the ability to make interpretations from several viewpoints in new, unexpected situations. There can be considerable variation in the affordances provided by collaborative partners based on various contexts and in their interpretative schemata. Kaikkonen believes that the capacity for tolerance of ambiguity can be practised through repeated encounters.

Karjalainen, Heikkinen, Huttunen and Saarnivaara (2006) introduce the concept of equality into the discussion on dialogicality. They investigate equality in the context of mentoring. Equality has at its centre the quest for dialogue. In dialogue participants admit that their ideas are incomplete or merely suggestions and they thus make efforts to promote equality in the encounter. In this case interaction is not marked by competition. Below I will apply the concept of equality in the context of multi-professional collaborative dialogicality.

Karjalainen et al. (2006) distinguish three levels of equality. *Existential equality* reflects the legitimacy of the existence of multi-professional actors, their human worth and their need for recognition. *Epistemical equality* describes the existing knowledge, concepts and theoretical starting point of multi-professional experts. It also allows us to express in collaboration the need for new knowledge and the opportunity for developing professional skills. When practitioners have different knowledge, the difference in knowledge reinforces the equality of multi-professional actors. *Juridical-ethical equality* includes each multi-professional practitioner's professional responsibilities, rights and obligations. They derive from the differing basic tasks of professions and organizations. Multi-professional actors thus have a different juridical-ethical background (Karjalainen et al. 2006). The starting point for an equal encounter is paradoxical. In multi-professional collaboration practitioners differ in terms of their background. When collaborating, however, they are equal in the fact of their existence, their knowledge base and their juridical position.

3

The guidance service provision network and management

I examined the management of guidance services in organizations and in the middle ground between them, at their interfaces. According to Jäppinen (2011), many experts participate in the collaborative networks that help students succeed in their studies and life planning. Management is needed in order for the experts to cope with the challenges of work that is becoming increasingly multi-professional.

The management of service provision networks involves organization, coordination and planning. Managers also create the conditions for guidance services to succeed, such as making decisions and allocating resources (management). Managers of organizations providing guidance services have a particular task alongside experts in stimulating collaboration, in personnel management and network negotiations (leadership) (Nykänen 2010).

Managers cannot, however, be solely responsible for the success of services that require expertise. According to the heterarchic mode of management, some part of the personnel coordinates services. They also take part in the planning of services. In this way personnel are also taking part in management tasks. Since, with the diversification of collaborative relationships, decision-making and organization in guidance service provision is being networked, I have taken it upon myself to also

consider the management of services as a multi-level networking task. (Nykänen 2010.)

3.1 Managing guidance service provision in an intra-organizational network

The position of guidance service provision as a part of, for example, the services offered by training organizations varies from one country's administrative culture to another. Guidance services can be both public and private. In Finland most of the services are public, and guidance is a part of educational, employment and economic services.

Watts (1994, 66) presents alternatives for organizing guidance and opts for a model where, in addition to study counsellors, other practitioner groups also take responsibility for providing guidance in an educational institution. Clients move at the interfaces of organizations providing guidance services according to the kind of support and guidance they need in their studies and life planning. We noticed that, from the viewpoint of referral to services, availability and fit, it is important for employee groups in different organizations to know what services others provide, even if they themselves are not providing all services (Nykänen et al. 2007a). When I describe the management of guidance service provision from the viewpoint of one organization, I assume here as well that the organization is part of a wider service network, since an organization, according to Katz and Kahn (1994, 66), is always connected with its operational environment.

The work allocation and coordination of a networking guidance service comes close to the idea of distributed leadership. The rise of distributed leadership is about the arrival in organizations of a new type of work, such as information technology work. The distribution of leadership and management has also been affected by changes in the service needs of clients, in working cultures and in the skill requirements of experts, as well as by the need to develop work allocation. (Gronn 2003.)

In the network-based guidance model, in educational organizations guidance professionals work in collaboration with group leaders and tutors as well as with the entire personnel. Collaboration affects, for example, 1) integration of guidance thinking and action in the curriculum and overall evaluation of the organization, 2) development of group guidance, 3) total process management for students, 4)

structuring of networking external to the educational institution, 5) interpretation of developmental changes external to the educational institution and implementation at institutional level. (Vuorinen 1998, 104.)

Gronn (2000, 2002, 2003) criticizes the overemphasis placed on the dominant position of hierarchical management. He regards as central to the development and activity of expert organizations the utilization of the skills of the manager and his/her subordinates, and the overlapping of these skills. Despite the manager-subordinate relationship, experts also make their contribution to management work as, for example, team leaders, coordinators and workers responsible for development. This presupposes agreement between managers and personnel. The prerequisite for the work of experts contributing to management is that they have enough power and authority to carry out the tasks assigned to them. Underlying distributed leadership there is sociocultural learning theory, action theory and the concept of distributed cognition. It is then possible to define the learning of guidance actors with the help of sociocultural theory. Employees learn in the context of an educational institution or a region, both of which are broad and include several simultaneous social changes. According to the theory, the meanings arising from interactive learning are distributed. From the point of view of management this means that the processes and activities of management extend into the task areas of many experts in organizations. (Spillane, Halverson & Diamond 2004; Gronn 2002, 2008; Mayrowetz 2008.)

In Finland the changes underlying the development in guidance actors' skills and doing things differently are, for example, issues that have arisen in national evaluations of guidance. In the evaluation study of guidance in basic and secondary education, serious defects were observed in the guidance given to support student study skills and study methods. In addition, students tended to rely too much on mental impressions when choosing further studies. (Numminen et al. 2002.) The evaluation of the state of guidance in higher education recommended the development of strategic planning and an increase in resources at universities. According to the evaluation students needed more guidance at all stages of their studies. (Moitus et al. 2001.)

On the basis of evaluation data, guidance was declared in the Finnish National Core Curriculum to be the task of the entire educational organization (National Board of Education 2003, 2004, 2005). This is a strategic change that affects the activities of the entire organization of educational institutions (see Kasurinen 2004;

Nykänen 2010). From the viewpoint of managing and implementing strategic changes, it is of central importance, according to Sampson (2006), that existing resources and services are evaluated. As part of the development work organizations need a plan for focussing the change and for recognizing good practices. For Sampson the implementation of change would be accelerated by the integration of existing and new resources, the piloting of development projects and ongoing staff training.

According to Sampson (2006) managers should be better able to predict changes. He stresses that deeper discussion among managers and staff would encourage service development and the goal-awareness of all those involved in delivering guidance services. This would also facilitate staff members' commitment. The staff's critical approach, opportunities for participation and interaction are central to the work of change. According to Gronn (2003) the starting point for distributed management is the organization's jointly and generally accepted division of work and responsibility.

The processes of change also necessitate reassessment and resources (Leithwood 1994; Fernandez & Rainey 2006). The moral basis of management for change is the achievement of positive changes for the benefit of everyone working in the organization. As it takes shape and with the help of management, the activity of the organization progresses from individual adaptation to the conscious and communal changing of an operating culture. (Fullan 2001, 3–7; Tichy & Devanna 1986; Fernandez & Rainey 2006; Forss-Pennanen 2006.)

3.2 An inter-organizational network for guidance service provision

In the following I describe the inter-organizational guidance network and management of that network as boundary crossings. In a Finnish guidance network it is noticeable that guidance experts often operate at the interfaces of organizations when carrying out their planning and development tasks (Karjalainen 2006). They are thus participating in the coordination of the network and in management tasks (Nykänen et al. 2007a; Nykänen 2010).

A network is a mechanism of coordination, organization and collaboration which has arisen alongside hierarchies and markets (Jackson & Stainsby 2000). A

network is a non-random, link-based connection formed between one or more units or their parts. Network participants collaborate and coordinate delivery of services, solve problems, create knowledge and innovations and acquire resources. Network partners are equal and no part is hierarchically subject to the authority of another. (Agranoff & McGuire 2001b.)

An example of multi-level vertical and horizontal networks operating among governments, administrative sectors and organizations are the activities of the European Union. In accordance with open method coordination (OMC) (European Council 2000), guidance policies are formulated at the European Union level, nationally and regionally, as well as organizationally.

The problem with regional guidance networks, as with all multi-organizational structures, is the numerous and often contradictory objectives set at different levels. In clarifying its goal-setting the network can include a coordination organ. An example of this in Finland is the planned regional guidance planning groups (Nykänen 2010). This coordinating organ, jointly formed by network members, should function like a political arena with the task, as host organ, of bringing together actors and organizations in the public and private sector (Agranoff & McGuire 1998, 69; Agranoff 2001; CEDEFOP 2008).

I use the idea of a boundary crossing to describe the inter-organizational network. Boundary crossing is linked to the need of experts working in organizations to seek collaboration in complex problem-solving situations. They are driven to this by an increasingly involved working environment, the challenges of client service and the need to develop their own skills and contribute to knowledge creation. Knowledge that is formed together increases the potential for solving the kind of complex problems that a single individual or professional group is incapable of tackling. (McGuire 2006; Engeström 2004.)

Wenger's (1998) term for those working at the interfaces of organizations is mediators. We have used the term *mediator activity* for this whenever work at the interface involves the creation of service networks that complement each other and develop in tandem (Nykänen et al. 2007a). Collaboration is then about mapping out a landscape or terrain (Engeström 2004) and recognizing peripheries (Wenger 1998; Engeström 2004). Crossing a boundary between organizations or activities always means the formation of a new boundary, even if we do not recognize its existence at that particular moment.

It is through the collaborative relationships in the guidance network that people working in guidance establish links and continuity between the various actors and levels of activity. When researching collaboration between general and special nursing in Finland, Engeström (2004, 47–48) concluded that there is something that the management and employees in organizations have to learn at the inter-organizational interface which as yet does not exist. Employees working at interfaces also question and reject traditional modes of thinking and acting as new opportunities open up. Crossing boundaries includes the requirement of reciprocity. It is through his own actions that the actor on the other side of the boundary takes part in the boundary crossing. (Engeström, Engeström & Kärkkäinen 1995; Engeström 2004; Toiviainen & Engeström 2009.)

A networked operational environment makes the creation of new knowledge possible. To describe expertise based on this kind of knowledge, Hakkarainen, Palonen, Paavola and Lehtinen (2004) use the concept of *innovative knowledge community*, where new, jointly created knowledge forms the basis for developing collaboration.

3.3 Management in a guidance network

Experts in training and guidance see the learning path of citizens as a continuum (Reisenberger 1994; Tarkiainen & Vuorinen 1997). Tynjälä (2008) examines the relationship between training and working life in terms of interfaces. Service provision affecting the studies, life and goals of students at a transitional stage is an activity which, from the viewpoint of organizations, crosses organizational boundaries and requires planning and information. It changes the operational boundaries of organizations and challenges them to produce knowledge together and to learn regionally and organizationally (Nykänen et al. 2007a; see Argyris 1999).

Networks are not merely coordination mechanisms, but what characterizes them is precisely the type of knowledge creation and problem solving that an individual or organization alone is incapable of (McGuire 2006, 678). According to Berry et al. (2004) network research has focussed, for example, on decision-making and studying activity outcomes. Ospina and Schall (2001) extended the research and examined aspects of networking needing development. In networks, management is, for example, management of communal creation of knowledge and

management of collaboration, which are the prerequisites of networking activity. Ospina and Schall consider that there is an aspect of social construction in managing networks and that management is context-bound.

Management needs widen out into complex and dynamic relationships whenever services are produced in collaboration (Katz & Kahn 1978). In practice, however, this is a challenge since networking would probably be prevented by the ownership base of organizations, competition for resources, pupils and students, and traditional operating practices (Nykänen 2010). Network collaboration would presuppose openness between organizations, effective interaction and continuous learning (Fullan 2005; Rubin 2002; Bradshaw 2000, 91–92).

Management in multi-organizational, multi-administrative, multi-sectoral and multi-contextual conditions means evaluating traditional collaborative relations. The economic prospects of public services, changes in regional policy and the challenges of delivering services have led to public sector services being implemented in expanding networks. The characteristics of multi-administrative network management are communal problem solving, strategic and survival behaviour, interaction within the network and an understanding of network development processes. (Hitt, Beamish, Jackson ja Mathieu 2007; Klijin, Koppenjan & Termeer 1995; Mandell 1988, 1999; Agranoff & McGuire 1999; Agranoff 2001, 2006; Charlesworth 2001; Goerdel 2005; McGuire 2002, 2006; O'Toole & Meier 1999, 2004; Meier & O'Toole 2003; Hall & O'Toole 2004; Engeström, Engeström & Kärkkäinen 1995; Reitan 1998; Knobens & Oerlemans 2006; Klijin, Koppenjan & Termeer 1995.)

Hitt et al. (2007) attach importance to multi-administrative collaboration management. It is complex precisely because of the multi-directionality of the network. In addition to horizontal collaboration between professionals, managers and actors in networks work in a vertical decision-making relation. All of this is also managed. (Brass et al. 2004.)

According to Klijin, Koppenjan and Termeer (1995) management of network structuring is network management of change. They describe the structural management of change in a network as:

- management of change in relationships between network actors and in operational rules
- reallocation of resources, and
- reassessment of values, norms and goals.

Mandell (1999) compared the activity of organizations and systems to networking activity. He observed that different management approaches and decision-making models are needed in a network structure than in hierarchic-bureaucratic structures. The basis of staying together in a network is not control or structure but a communal mindset. This means the creation of a common language and knowledge, recognizing the advantages of collaboration and making a commitment to joint activity.

Network researchers justify the realignment of management questions by noting that in managing collaborative relations the central point is to have a clear image of what the goal of joint guidance activity is. Nevertheless, network researchers believe that in management work it is also necessary to take all of the above-mentioned viewpoints into account. (Anand & Khanna 2000; Lambe, Spekman & Hunt 2002.)

4

Implementation of the study

Focus of the study

The background to my research is a multi-faceted student and study guidance development project coordinated by the Finnish National Board of Education in 2004–2007 entitled CHANCES. The section of the project assigned to the Finnish Institute for Educational Research concentrated on investigating guidance service networks. Characteristic of networks is the type of problem-solving which an individual actor or section of an organization or organization alone is incapable of (McGuire 2006, 678). Networks have a vertical and horizontal dimension (Brass et al. 2004; Hitt, Beamish, Jackson & Mathieu 2007). This means that the *management challenges involved in network service provision are to be defined as a multi-level phenomenon*.

The focus of my research were the conceptions of guidance service management goals and needs held by actors involved in delivering guidance services, such as administrators, directors of service organizations and practitioners. In addition I examined service managerial activity in evolving networks.

Research questions

On the basis of the theorizations and the research literature I have presented in previous chapters, I have formulated the research questions as follows:

1. What are the conceptions of those participating in a guidance service provision network with regard to the organizational management needs and goals in multi-professional and multi-administrative collaboration?
2. According to the conceptions of those participating in the network, what part of multi-professional and multi-administrative guidance management is activity internal to the organization?
3. What kind of conceptions do those participating in a guidance service provision network have about the management needs and goals of multi-professional and multi-administrative guidance collaboration at organizational interfaces?
4. According to the conceptions of those participating in the network, what part of multi-professional and multi-administrative guidance management is activity taking place at organizational interfaces?

Interview data

I collected my research data in 2005 in a focus group interview with participants who were guidance service provision network practitioners. I chose the focus group interview as data collection method because it allows interactive listening to a group of multi-professional practitioners simultaneously during the interview. Interviewees express their own views on the topics being dealt with, but during the interview they may also receive ideas and impulses from each other (see Bogdan & Biklen 2006). The goal of focus groups is to interactively collect the participants' conceptions, ideas and different viewpoints, which then feed off each other and so generate new, surprising perspectives and observations (Krueger 1997a; Bogdan & Biklen 2006, 109).

The research population consisted of all five of the regional networks that applied to join the project coordinated by the National Board of Education with the aim of developing guidance networking. In line with the work allocation in the CHANCES project, the Finnish Institute for Educational Research took charge of network collaboration. I collected data from the regional networks, namely: 1) a network developing network pedagogy run by eight adult senior secondary

schools in southern Finland; 2) a student and study guidance collaborative network run by ten municipalities in northern Ostrobothnia; 3) a network involving two vocational colleges owned by a city in southern Finland and the youth and adult education sections of the city's schools office, and 4) a city in southern Finland's network for developing collaboration between general and vocational education. Taking part were the city's schools office administration and representatives of basic and secondary education. 5) The fifth network was from Swedish-speaking Ostrobothnia, a guidance network formed by eight municipalities. The regions involved in developing networking represent different areas of Finland in terms of their education and economic life. They differ from each other in the availability of training, population and culture. The interviews produced a total of 250 pages of word-for-word transcription.

Key informants

The 61 experts taking part in the focus group interview represented the administrative planning tasks of training providers and the educational and vocational counselling services of employment administration. The group also included senior secondary and basic schools represented by headteachers and deputy headteachers, directors of specific training areas, public health nurses, social welfare personnel, school welfare officers, special needs teachers and study and student counsellors from various types of educational institution, as well as people involved in projects concerned with preventing marginalization, immigrant education and employment.

Themes of the focus group interviews

The starting point of the focus group method is to simultaneously collect information from several people taking part in the interview. For this reason there cannot be too many topics for discussion. (Krueger 1997a, b.) In terms of contents, the interview themes did not vary from one focus group to another.

1. What question is uppermost in your mind at the moment with regard to the theme of networking in guidance?
2. How should multi-professional network collaboration be organized so that it brings genuine added value to guidance activities?
3. In your region, what are the bottlenecks to networked guidance activities?

4. What kind of training do you need in order to develop network collaboration?

Phenomenographic analysis of the data

The data was a multi-vocal focus group interview on the activities, condition and organizational needs of a guidance service provision network; in other words, of issues associated with management and leadership. I analysed the data using a phenomenographic approach. Phenomenography studies the qualitative ways in which human beings understand or experience a phenomenon (Marton 1992, 1995). For this the terms *conception*, way of understanding or way of handling reality are used (Häivälä 2009; Latomaa 2005; Piispanen 2008, 33). According to Marton (1992, 253) understanding is an experiential relationship between an individual and a phenomenon. He characterizes learning as a change in the individual's understanding. With regard to developing teaching methods, Marton (1992) takes the view that before teaching methods for a particular topic are developed, we must first find out the ways in which students understand the phenomenon being taught. I apply this analogy to the analysis of leadership and management. In the development of management I examined managers' and guidance experts' conceptions of management. It was equally important to highlight the conceptions of subordinates since they participate as experts in the processes being managed, their planning and implementation. This was necessary so that the description of management covers the entire context of management in sufficient breadth.

According to the phenomenographic approach, people's observations cannot be compared to reality itself because experiences are conveyed to the individual in a relative form, not as reality itself. Meanings are formed, or constituted, through an internal relationship between the individual and the world. (Marton 1997.) In addition to the individual's conceptions, the phenomenographic research approach also takes account of communal variations and their differences and similarities. This research trend focuses on variations in the conceptions conveyed at individual and communal level. (Marton, Dall'Alba & Beaty 1993, 282; Marton 1997; Roisko 2007, 63). In this study, a communal approach means the idea of a common guidance language, of opportunities for interaction and agreements that organize collaboration and the distribution of work (Nykänen 2010).

It is typical of the phenomenographic approach that the formulation of questions remains open so that the different conceptions of the informants become

apparent in the data (Roisko 2007). The phenomenographic approach allows comparisons to be made between the different conceptions and views of organizational representatives (Marton & Booth 1997). The goal of the analysis was to use the conceptions of guidance service management to form a totality that can be used in developing the management of service provision (Nykänen 2010).

In the analysis I condensed the categories describing management goals and needs in guidance service provision into twelve categories describing management. They were:

- Area of collaboration
- Network
- Strategic planning
- Collaboration
- Operational prerequisites
- Monitoring and evaluation
- Knowledge and information
- Learning and skills
- Development needs
- Personnel activities
- Manager's activities
- Client service from a management perspective.

The preliminary categories for leadership and managerial activity were as follows:

- Setting up a network
- Creating preconditions
- Promoting skills
- Education and training
- Development
- Communication
- Learning and skills
- Ensuring service availability.

In Table 1 I condensed the management goals and needs and activity sub-categories into combined main categories to cover the research questions. I concluded with

four main categories which I used to describe the management goals and needs as well as the activities involved in guidance service provision, as follows:

1. Managing structures
2. Managing processes
3. Personnel management, and
4. Special client service questions from a management viewpoint.

Table 1. Condensed form of the main categories

Main category	Sub-categories forming the main categories
Managing structures	Area of collaboration Network, setting up the network Operational prerequisites, creating preconditions
Managing processes	Strategic planning, development Collaboration Creating knowledge and communication Monitoring and evaluation
Personnel management	Manager's activities Staff activities Skills, learning and training
Special client service questions from a management viewpoint	Client service from a management perspective Ensuring service availability

Reliability of the study

My dissertation was subject to the Finnish academic review system and was publicly defended on 23.4.2010. In addition, my opponent has checked this abridged version. In this study I was myself the instrument of research and interpretation. For this reason in the interests of credibility and honesty (see Patton 1990, 2002) I shall briefly elaborate on my reasoning.

In Finland directors of local education offices, vocational psychologists and kindergarten teachers, for example, have a say in the planning and realization of guidance service provision. Their representatives, however, did not participate in the research interviews.

It may well be that I chose group discussion as a data collection method because I have long experience of working as a study counsellor and am well versed

in the methodology of group discussion. In my work as a headteacher I managed various demanding interactive situations for almost nine years.

In analyzing the data it was particularly challenging to control the network management as a phenomenon both internal to an organization as well at organizational interfaces. The theorization and concepts of network management do not have a long history in Finland. In this work I have not felt that I have had a theoretical backrest to lean against. For this reason I adopted a phenomenographic approach (see Marton 1992, Marton 1997; Marton & Booth 1997; Marton & Pong 2005) in order to analyze the *conceptions* of network management held by those participating in networked guidance service provision. I was able to conclude that networking as a form of organization does exist, or that it is sought after, since the regions where the interviews were carried out had informed the National Board of Education that they were developing their networking activity and they signed up for the project (Nykänen et al. 2007a, b).

One section of the data was independently analyzed by a post-doctoral researcher familiar with distributed leadership and collaborative learning. This researcher triangulation showed the data analysis had a 79% correlation with the coding I performed. This can be regarded as a result showing that the conceptual construct I devised largely matches a similar interpretation of the subjects' realities as the interpretation of the second researcher. (Lincoln & Guba 1985.)

5

Guidance service provision: management needs and objectives, managerial activity

The conceptions of those participating in a guidance network with regard to management needs, objectives and activity *can be condensed into four dimensions*. In managing guidance service provision it is firstly of central importance 1) to create the *structures* that make collaboration within organizations and at their interfaces possible. Secondly 2) the goal of management is to recognize and encourage *processes* that are central to service provision both within organizations and at their interfaces. 3) From the perspective of *personnel management* it is necessary to develop the personnel's opportunities for collaboration, knowledge creation and their skills. The manager plays a significant role in the totality of guidance services. I have reported the activity of the manager particularly as a part of personnel management since the manager has a place in the multi-professional and multi-administrative division of work and responsibility alongside other professionals. 4) As far as questions related to client service are concerned, the research results yield information only from the viewpoint of experts because I did not collect data from clients. In the Finnish context the networking of guidance varies, for example, according to

the organization in educational institutions. In Table 2 I have collected together examples of the networking needs of training organizations.

Table 2. *Examples of the guidance service networking needs of various educational organizations in Finland*

Educational organization	Networking need
1. Large vocational corporation-run college	Displaying the diversity of collaboration within the concern, disseminating this information within the organization and regionally, coordination responsibilities in the guidance network
2. Private college	Ensuring its survival by networking, dismantling an isolated culture by means of internal team work
3. Small vocational college	Survival depends on getting students and publicizing its existence
4. Large senior secondary school	Because of limited resources it needs support services from the network: has to create contacts with student welfare personnel outside the school since it does not have its own employees
5. State-owned senior secondary school	Using the network to make contact with other colleges in the area, no common ownership basis or administrative collaboration with other regional colleges/schools
6. Adult senior secondary school	Client-seeking, recruitment, publicity, contact with other adult senior secondary schools, network with regular senior secondary schools via shared staff and e.g. distance education
7. Basic education, primary and secondary school	Constructing unitary basic education without shared facilities between classes 1–6 and 7–9
8. Collaboration among many educational institutions, guidance service maintained by two municipalities (a shared study counsellor post combining the guidance services of one municipality's secondary and senior secondary school with those of a small municipality school teaching classes 1–9)	An opportunity for small municipalities to successfully stretch their resources
9. Small special school offering basic education	Networking in order to ensure that special needs teachers have guidance and counselling skills

Networking needs would seem to arise from special features of the organization. For example, a large secondary-level vocational college run by a corporation has been created through the amalgamation of several colleges. In such a case guidance services are organized collaboratively on the basis of the culture and operational modes of several colleges. Practitioners in institutions, e.g. private schools, whose

ownership base differs from that of other colleges in the region, may experience a sense of isolation in their work if they have no connection with the network of other equivalent practitioners in the region. For example, educational institutions run by a municipality automatically network in meetings arranged by their organizer.

There would seem to be a shortage of senior secondary school student guidance and counselling resources and practitioners. Senior secondary schools have to solicit student counselling services from special nursing or social services when school welfare and psychology services do not exist in their own organization. In Finland uniform basic education is often achieved by having students transfer from several primary-level schools to a secondary-level school. A basic network is established between these schools which integrates, for example, student welfare services and links with working life. Between small municipalities it is possible for guidance services to be delivered jointly by two municipal schools. Special needs teachers often take care of guidance in special schools.

Because of its role, an educational organization may take part in several networks. An adult senior secondary school, for example, may be linked into the corresponding national distance learning network, the collaborative network of regional day-time senior secondary schools and with other bodies organizing secondary level education and training in the region.

Collaborative relations at organizational interfaces mainly involve two or a small number of bodies. In the regions studied, there is for the present no guidance network that covers the entire region. Networks are put together, for example, as internal networks among large corporate colleges, in collaborative networks involving adult senior secondary schools, or a network is created in order to develop information exchange and activities related to transfers between basic education and secondary-level education. I present some of the other main results of my study in Tables 3–6.

5.1 Managing the structures of guidance service provision

The structures of guidance service provision are made up of three elements.

1. *Defining the area of guidance collaboration* is defining the context of guidance. Defining the area of collaboration structures the work of those delivering services. The area can be defined geographically and operationally.
2. *A guidance service provision network* is envisaged as a network forming inside an organization and at organizational interfaces. It can be vertical, horizontal or vertical-horizontal.
3. *The operational prerequisites for guidance service provision* are both economic resources as well as intellectual requirements, such as attitudes, willingness, skill and ability.

In Table 3 I describe the structural management needs and objectives of guidance service provision as well as conceptions of managerial activity. On the left of the table are the management needs and objectives. At centre right I present the various ways in which service managerial activity appeared to those interviewed. According to where services are produced, the table is divided into organizations and the management taking place at their interfaces.

Table 3. Variations in subjects' conceptions of the structural management needs and objectives of guidance service provision and of managerial activity

Service provision structures: Management objectives and needs	Management in organizations or at organizational interfaces	Conceptions of structure management		
		Isolated managerial activity	Collaboration sought	Networked managerial activity
Area of collaboration	Organization	Organization not represented in regional work.	Organization resorts to collaboration to ensure its survival.	Organization takes part in contract-based regional collaboration.
	Organizational interface	Regional partners are not known and sphere of collaboration cannot be defined.	Collaborative relationship between two or more administrative areas or organizations and outlining of management arrangements.	Area defined geographically and operationally. Representatives of regional government, organizations and actors take part in guidance collaboration.

Table 3. (continued)

Table 3. (continued)

Structure of network	Organization	No systematic structure in the organization's internal collaboration and distribution of work and responsibility. As part of the curriculum a plan for guidance service provided by the organization which structures guidance collaboration, but which is nevertheless not adhered to in allocating guidance work.	Work of the student welfare group is divided up in the organization. In parallel, however, work of the school welfare officer, institution's social workers and school/ college psychologists is separate from the network of other guidance services.	The organization's internal division of work and responsibility is defined in the guidance plan and it works. The division of work and responsibility is clear to those involved and it functions. Responsibilities are known and they are taken care of. Manager takes part in planning of guidance services alongside other actors.
	Organizational interface	Regional guidance service provision actors present their wishes concerning the structure of a regional network to managers and local government officials.	Horizontal networks function in the regions at organizational interfaces. They are based on collaboration between actors in one professional field. The aim is the multi-professional horizontal and vertical networking of guidance service providers. In order to resolve the sub-processes of guidance, networks have been formed, such as collaboration on guidance for study transitions.	A regional vertical and horizontal network is built on the basis of joint agreements. Need for networking is assessed collaboratively between organizations. Development work project networks are a part of the region's service network. The network is not static, rather change in the functioning of the network alters the collaborative relationship between organizations and facilitates learning.
Operational prerequisites	Organization	Guidance resources are insufficient. Manager does not encourage and disregards innovative suggestions made by employees working as individual workers in the network. Economic resources cause constant adaptation.	Organizations make an active effort to develop distribution of work and responsibility. Development projects produce innovations.	Distribution of work and responsibility works and meets clients' service needs. Managers are active in accepting and developing innovations. Ability to use skills in tacit knowledge and its display. Dissemination of information takes place in common widely known forums and network structures are regarded as resources.

Table 3. (continued)

Table 3. (continued)

	Organizational interface	Meagre economic resources are distributed sectorwise and guidance work is fragmented.	Teaching and guidance are arranged together among various organizations in order to guarantee resources. Organizations jointly seek project funding. Regional in-service training is organized jointly among various organizations.	Resource synergy is found in multi-professional and multi-administrative regional collaboration. Skills of those involved are ensured via network work. Managers show good will and the ability to promote networking activity in administering the region, those providing training and organizations.
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In Table 3 the familiarity of an area of guidance collaboration varies according to the actors involved and the organization. Within a region and between regions there are differences in how regional guidance work is perceived. In innovative organizations information is passed on and collaborative partners in other organizations in the region are widely known within the organization. Organizational guidance practitioners working in isolation, such as study and student counsellors, work alone and do not know the area of collaboration nor their potential partners. Collaboration in regional guidance and its management has still to find its final form.

Area of collaboration

In determining the interfaces of a regional guidance network there is a need to define the area of collaboration more precisely than at present. In the study results the area of collaboration in fact stands out as a geographical, operational, historical and cultural concept.

Changes in society, such as the reorganization of service provision, alter the way we learn about a culture. According to Kaikkonen (1994, 68) a culture is learned through interaction and activity with others and in communities. Kaikkonen thus believes there is a sociological and communicative theoretical perspective present in the creation of culture. Sampson (2006) sees as significant the development of culture particularly in new organizational situations. He stresses the involvement of personnel in decision-making, client-centredness, carrying responsibility, evaluation and reinforcing an attitude supportive of development.

The area of collaboration in arranging services should also be described in changing situations as a historical and cultural concept. From the viewpoint of how well services function, what becomes important in amalgamations of areas or municipalities is the cultural change taking place alongside the technical-administrative and geographical definition of the area.

In planning service provision increasing attention has begun to be paid to the regional or contextual dimension of guidance service provision. This means mapping the character, location, population, economic structure and service providers of the operational area as well as developing existing services on the basis of the service needs of all citizens.

Network structure

There are gaps in guidance networks. The research results show signs of organizational isolation. A private or state educational institution working in the Finnish guidance context may remain outside a guidance service network. The reason for this is that the organization does not have direct administrative contact with other organizers of publicly administered schooling in the region. Even though strategic policy lines stress comprehensive services and adequate resourcing, there is still a gulf between the planning of services and their implementation. The managers of organizations providing guidance services, such as headteachers and principals of schools and colleges as well as directors of employment and economy offices, develop guidance processes together with guidance practitioners. Guidance experts value collaboration with managers. They are the link to local government and a point of contact with the political decision-makers in the bodies maintaining services. In this way a continuous chain is formed between the creation of knowledge and skills in the service network.

In my results the functionality of the division of work and responsibility in network services varies. On the one hand, it represents networking that functions well, while on the other the division of work and responsibility can be random, existing merely on paper and marked by energetic solo efforts. The shortcomings in operational structures make the services look like amateurish bumbling. It would seem that the division of work and responsibility between organizations producing guidance services should be made more effective at the transition points in students' studies. This means that guidance responsibilities should be clarified.

Moving the client from one service to another was described as "window-queuing". According to the interviewees this means advising the client to move from one service to another. Conditions may be such that the workers do not know the service chains. If they are obliged to exclude the client's service need from their own area of responsibility, the service providers do not necessarily have information about who could help the client or where. In such cases an expert tries to assume responsibility even for services for which he or she is unqualified. This type of service provision can be called charlatanism.

Networks also have their dark and dormant side and a network in itself does not lead to optimal work organization. Networking does not necessarily increase the evenness of quality and equity of services. It would appear that the most active and progressive organizations also network. (O'Toole & Meier 2004.) The challenges of network structures, operations and knowledge creation can be specified, for example, according to the vertical levels of the network. There is a connection between national and international policy on education and guidance. Networking changes the presentation, management and political decision-making related to public services.

From a citizen's perspective the need for services exists irrespective of how they are organized. Selznick's (1949) principle of organizational dependence relationships can also be applied to guidance services. According to it, the multi-administrative service providers in public administration are always dependent on each other and they must find ways to build mutual support in order to guarantee the future of their activity. They look for support especially from those who have influence and the right to allocate resources. Those working in guidance service provision wished for the participation of government and management and their support in defining the boundary conditions and collaborative relations of their work.

Operational prerequisites

Networking can increase the operational opportunities of an individual actor. Experiencing economic difficulties, for example, would seem to push organizations into internal collaboration and regional network relations. The result is the beginning of a more conscious definition of regional guidance activity as well. In the regions there are organizations with actors who actively seek network collaboration and draw other organizations in the region into it.

At transitional stages of activity, networks must be led to perceive changes together. A change in network activity alters inter-organizational collaborative relationships. This also has an impact on operational resources. There are also project networks in the regions which may be only loosely connected to the regional service network, but they bring added value to service supply and even interim resources. Linking the activities of development projects to the activities of permanent organizations is a management challenge.

The operational prerequisites for guidance service provision vary by region and organization. Where regional collaboration is flourishing, there is already a sense that collaboration brings operational and economic synergy.

5.2 Managing the processes of guidance service provision

Guidance service provision management processes are strategic planning, collaboration, management of knowledge creation, and evaluation and monitoring of services.

1. *Strategic planning* of guidance means the planning that structures the entire range of guidance services. In Finland guidance plans are drawn up at organization level, for example in schools or colleges. As a result of development work there is an increasing move towards production of regional guidance strategies. This allows planning guidance service provision to be linked to the planning of other training and services in the region.
2. The issues related to management of *collaboration* are how the objectives of guidance collaboration are defined, how services are developed so as to guarantee guidance services for every citizen, how to improve collaboration between different sections of the educational system and manage transitions to work or from work to training. The coordination and organization of multi-administratively produced services are also management questions.
3. The conceptions related to *information, public relations and communication* in the context of guidance service provision acquire many meanings. These include the information service providers have about education and training, working life and

vocations, information about the client’s service needs, about regional guidance services, developing publicity for clients, and producing, distributing and updating information that makes it easier for the client to act autonomously.

4. *Evaluation* of the quality of guidance service provision presupposes the definition of objectives both at the organizational and regional level. The objective of guidance is to ensure access to services for all client groups. In arranging guidance regionally it is important to define the quality assessment criteria. This presupposes determining the evaluation data for the guidance provided in the region and in organizations. Monitoring means both the monitoring of service provision and the monitoring of how the continuum of clients’ educational and employment careers takes shape.

In Table 4 I have collected together the management processes related to guidance service provision. In the table I describe the management objectives and needs in organizations and at their interfaces. Table 4 also includes variations in the management of service provision, ranging from isolated activity to networked services.

Table 4. *Variations in subjects’ conceptions of the management needs, objectives and managerial activity related to the processes of guidance service provision*

Guidance processes: management objectives and needs	Management in organizations or at organizational interfaces	Conceptions of process management		
		Isolated managerial activity	Collaboration sought	Networked managerial activity
Strategic planning	Organization	Guidance plan is scantily defined, but it has not taken root in their form of action.	Distribution of work is included in the guidance plan, and is being put into practice.	Work is allocated In line with the guidance plan and service provision is taken care of collaboratively.
	Organizational interfaces	Guidance is not perceived as a part of regional collaboration or regional collaboration occurs only with some partners.	There is awareness in the region of the need for guidance collaboration and partnerships are sought.	The region has a strategic guidance plan where the necessary actors have been defined, and they are actively cooperating. The regional guidance planning group and activity coordinator cooperate.

Table 4. (continued)

Table 4. (continued)

Collaboration	Organization	Collaborative relationships based on personal relationships of individual workers.	Work and responsibility is divided among the professional groups taking part in guidance.	Discussion between professional groups and shared objectives dispel tensions, such as jealousy and friction caused by work distribution. Guidance collaboration occurs extensively at organization level. Services - student welfare, counselling, school welfare officer, psychology services – are seen as a totality and services are coordinated.
	Organizational interfaces	Collaborative work required by student's study phase transfer between schools/ colleges occurs.	Needs for guidance collaboration are recognized. There are many collaborative relationships. Collaboration is still seen as collaboration between two organizations and not as collaboration affecting the whole region.	The necessary guidance actors in the region are collected into a collaborative network.
Information and publicity	Organization	In guidance for students in basic education emphasis is laid on further studies in both general and vocational education, but information directed at parents may be selective, e.g. vocational colleges do not an opportunity to present their training programmes to parents with children in basic education.	Counsellors and teachers obtain current information about training/ education programmes and working life, and communicate this to pupils and students as well as parents.	Information about the organization's services is widely disseminated in that organization. Information about services available spreads extensively reaching clients and other service providers. Up-to-date information about training/education courses and working life is available at guidance points. Students are given support in accessing ICT channels.
	Organizational interfaces	Breaks in information flow between study stages affecting pupil's and student's learning and studying. Individual workers endeavour to meet clients' service needs alone relying on their own professional knowledge.	Information transfer affecting pupil's and student's learning and studying is developed by experts in the region. Services are produced together. Multi-professional information is collected in order to develop services and for problem-solving situations.	Guidance service descriptions as well as information on education/training and working life is produced and collected regionally on a shared network platform. The information transfer system related to pupil's and student's learning and studying has been designed in collaboration with experts and clients.

Table 4. (continued)

Table 4. (continued)

				Information is produced by combining various skills and abilities into a new type of service.
Monitoring and evaluation	Organization	Evaluation of services is superficial.	Client feedback is collected and there is concern about quality of services.	Self-evaluation and external evaluation of services is favoured but the problem is still how to utilize evaluation data as a part of development.
	Organizational interfaces	A need for multi-administrative evaluation of services. In Finland no official whatsoever is obliged to monitor the study path of a student at study phase transfer points.	Only limited monitoring of study path.	Regional multi-administrative need for evaluation data is recognized. Regions intent on collaboration envisage monitoring arrangements together and provide follow-up guidance to young people who have completed basic education and who are not in training.

Strategic planning

In Table 4 strategic planning can mean the strategic scope of regional educational, welfare and employment and economic services. This type of need for strategic development was noticeable in the research results. In many regions of Finland there is already a trend towards this kind of collaboration. Guidance is linked to the entire innovative activity of the region. Strategic work thus resembles the production of a joint manuscript for the development of services.

For example, with regard to guidance provided within the educational system, strategic planning means drawing up guidance plans as part of curricula. According to the interviewees a part of the guidance activity of organizations and regions can be isolated, in which case the distribution of work and responsibility for guidance written into the guidance plan is inoperable.

Collaboration

Inevitably there is competition for students between educational institutions. Competition for resources may be damaging. It may prevent flexibility and the introduction of innovations in the region's education and training arrangements, or it may

hinder collaboration. For example, there was resistance to the distance learning senior secondary school as a form of education because of fears that a new educational alternative would take students and funding from other types of school. A distance learning senior secondary school means that students can complete part of their studies through e-learning. The service only targets part of students' studies and it allows flexibility in the options a client has for receiving educational services.

There are slim opportunities for all citizens of all ages to take up the education and training on offer without collaboration in guidance service provision. Young people without vocational training need flexible services, for example workshop employment. Regional services in Finland should be structured as a entity. It is especially young people not in education and training that are left to queue up at the desks of employment and economic services offices.

Two early researchers of network organizations, Miles and Snow (1992), listed as reasons for the failure of networks the problems of reconciling the goals of management organizations working at the centre of the network and the joint planning of network tasks. In addition they considered that it is difficult to find a starting point for development in networks when there are a number of matters needing attention. In such cases the allocation of resources also becomes problematic.

Hulkari and Mahlamäki-Kultanen (2009) find that the obstacles to the networking of adult education organizations in Finland are the lack of common objectives and trust, and vagueness about commitment and distribution of responsibility. Networking is a profound change, in activity and in underlying mindset (Mandell 1999). Competition, envy and lack of experience in working together can be obstacles to networking.

Information and publicity

In the results the information element of guidance service provision was seen as a broad concept. In addition to information about education/training and working life, clients and guidance workers would need information about the entity of regional services. In guidance situations there may be a need for multi-professional collaboration or the resources of a single actor are alone inadequate for service provision. In such cases regional information is required about services in order to build synergy.

In all forms of publicity, such as in disseminating information about education/training to clients, or informing other actors or clients about services, there may be

interruptions that can affect the availability of services. The representatives of adult senior secondary schools I interviewed raised as a challenge to adult guidance the fact that, for example, information about education/training does not reach all adults because, despite the strategy of creating an information society, not all adults in Finland are able to use or access the Internet.

Monitoring and evaluation

The arrangements for monitoring transitions between study phases are still waiting to be resolved in Finland. According to my research results, efforts are being made to arrange monitoring as an individual, almost hand-crafted, service. Interviewees regarded monitoring work as a significant means of preventing marginalization. Their view was that in order to handle this special practitioners are needed for the transitional stages of students' study paths. They would accompany young people from one stage of their education/training to the next. Such people could be, for example, youth leaders or social workers specially trained for the task. The proposal includes the idea that this task cannot be handled in a network at the moment and with the present number of staff.

In Finland, alongside education/training and guidance systems, there are services emerging of the type described above, which may well say something about the non-functionality of institutional services, such as existing education/training and guidance services. It has been possible to meet the resource needs of auxiliary services in, for example, projects supported by the European Social Fund. The services are effective in supporting individual young people making transitions, but they cannot change the operating methods of organizations that function in isolation. Operating in isolation may produce a need for additional compensatory services. Thanks to the projects, however, it has been possible to improve collaborative relationships and dismantle some of the multi-administrative bureaucracy. Consequently there has also been a decrease in the excessive protection of the interests of professional groups working in an organization or guidance.

Evaluation work is developed both within organizations and in collaboration at their interfaces. Multi-administrative evaluation should be developed, as should methods of process control, by means of which the evaluation data produced could be utilized in developing services. This means that, in addition to the networking of administrative areas, there is a need for social and administrative guidance and evaluation as well as, according to O'Toole and Meier (2004), control. The aim of

this is that society is aware of the opportunities in the services received by citizens and the state of those services (O'Toole & Meier 2004).

5.3 Managing personnel in guidance service provision

Here the elements of personnel management are the evaluation of the activity of both personnel and manager, as well as the development opportunities in terms of skills and learning. I shall first describe these concepts on the basis of my research data.

1. Managerial activities. As concepts, management and managerial activity should be distinguished from each other. Participants in the management of guidance service provision are, for example, managers in the following sectors: service-producing organizations, various municipal administrative offices, education/training conglomerates, private educational institutions and regional government. In addition, many of the experts planning and coordinating network tasks have managerial duties even though their profession would not be classified as a managerial profession.

2. Personnel activities. Producing services in networks changes practitioners' conceptions of their profession and role. A multi-professional approach to work challenges their attitudes, skills and working methods. Participating in a multi-professional network is felt to be rewarding but demanding. Working in a network includes an opportunity for learning and the experience has some of the characteristics of supervisory work and in-service training.

3. Skills and learning. When work is networked, employees have to learn new skills. An expert working alone on a job can imagine that he/she will cope by dint of independent problem-solving, regardless of whether he/she alone will be able to meet all the service needs of clients. In a network things must be analyzed and evaluated, coping strategies must be drawn up together, information defined on a multi-professional base, concepts shaped so that they can help in coping with a multi-contextual operational environment. This kind of activity is needed in solving complex problems. In such cases communication increases and becomes more

complex. The change in activity is a challenge for people to learn. In Table 5 I have collected issues related to personnel management and the variations in conceptions describing the functionality of their management.

Table 5. Variations in subjects' conceptions of personnel management needs, objectives and managerial activity related to guidance service provision

Personnel management: objectives and needs	Management in the organization and at organizational interfaces	Conceptions of personnel management		
		Isolated managerial activity	Collaboration sought	Networked managerial activity
Managerial activity	Organization	<p>Manager does not see the significance of multi-professional or multi-administrative collaboration from the viewpoint of own organization or of its clients.</p> <p>Manager does not have the tools to delegate work.</p>	<p>Manager stresses own process control skills as a part of developing collaboration.</p>	<p>Manager has consciously created a functioning work allocation system and multi-professional collaboration within the organization.</p>
	Organizational interfaces	<p>Managers find it challenging to think of guidance service provision multi-administratively and do not see it as necessary. Meagre resources prevent manager from fulfilling the organization's basic tasks. The allocation of resources does not support management. Not all of the actors want to take part in networking activity. Management is subject to hurry and stress.</p>	<p>Managers feel that they are themselves working as ambassadors at the interface of the regional network and the organization. Managers put innovations to good use in developing collaboration.</p>	<p>Upper management in regional administration and colleges has the will and ability for strategic collaboration that will boost regional services. They themselves take part in guidance groups involved in development work.</p>

Table 5. (continued)

Table 5. (continued)

Personnel activity	Organization	In operating cultures that are reclusive and emphasize the distinctiveness of professions, the employee is able to immerse him/herself in work to be performed alone. All employees do not want and are not required to participate in intra-organizational collaboration or in-service training on offer. Employees do not know collaborative partners in the region. Employees working in inter-organizational collaboration are envied or undervalued.	Services are coordinated and management is shared. Clients' service needs are recognized early. Clients' independent activity is valued and support and guidance are available. Collaboration is a source of strength and employees have the energy to participate in development work as well. Work is seen as an opportunity rather than a problem.	In the organization there is operational reliability, good will and functioning collaborative relationships. Those working in inter-organizational collaboration receive support for their activities. Employees and manager create a client-caring atmosphere. Clients can take part in decision-making.
	Organizational interfaces	In the region there are strong personalities or organizations that compete with each other.	Personnel receive training. Service development is on the region's common agenda.	Representatives of various organizations develop strategic innovations together with organizations and political leadership. These are passed on to actors in various organizations in joint in-service training sessions. Service provision is marked by collaboration and the desire for synergy.
Skills and learning	Organization	Distribution of work is inflexible and it is regarded as a supporting structure ensuring permanence. Age and sex differences among workers are seen in how easily they assume guidance tasks as part of their own role.	Guidance practitioners' starting point for their own learning is a commitment to collaboration. Guidance employees want to acquire current information to develop their work.	Networked employees work in collaborative teams. Responsibilities are assigned and people commit to the allocation of work. Evaluation work is at a developed stage. Employees take part in management work as, e.g., planners or coordinators. Development is structured using evaluation data.
	Organizational interfaces	Regional norms and ways of acting are tied to an earlier way of working. There are few innovators in the region who will get things moving. If the region has permanent, reasonably good structures and resources, traditions may determine working methods.	The need for collaboration in the region is generally noted when innovative activity takes off. For example, the experience of a crisis may be the push towards a new working style.	The regional guidance plan is produced together. It is regarded as a manuscript for collaboration. In-service training is offered multi-administratively. In-service training methods are developed, services are coordinated.

Managerial activity

In Table 5 the emphasis in managerial activity is on participation, respect and encouraging innovation. If management is isolated and withdrawn, the manager does not give sufficient support to the creation of internal collaboration nor does he/she see the role of multi-administrative collaboration as central to the network relationships of his/her own organization.

In management that seeks collaboration the manager him/herself takes part in building collaboration within the organization and works actively at network interfaces. If management is networked, organizational managers support the activity of his/her organization's ambassadors working in networks. Managers at various levels of regional collaboration, for example, principals of corporate colleges, provincial leaders, managers of Centres for Economic Development, Transport and the Environment (ELY-centres), promote strategic collaboration among regional services and participate themselves in or send representatives to steering groups working on strategy.

Central to *personnel activities* is commitment and experiencing one's own role as community- and collaboration-oriented. From the personnel viewpoint, the source of isolation may, on the one hand, be an overly narrow interpretation of their work and role. On the other hand, the isolated operating culture in the organization may prevent employees developing in their work or their participating in collaboration that is, in terms of the objectives of the activity, sufficiently broad. Isolated activity does not promote a learning atmosphere. In such cases, rather, the goal is to preserve the existing state of affairs and activity.

Learning and skills

Without active management, information acquired in a network does not spread sufficiently to affect the activity of the organizations participating in the network. The positive attitude of managers promotes the creation of collaborative contacts and the development of the skills required for working at interfaces. (Bradshaw 1999; Goodman 2003, 175). Goodman (2003) notes that the more positive the attitudes that principals and headteachers had to multi-administrative collaboration, the better the collaboration succeeded and the better the space that multi-administrative collaborative partners obtained for working in the college or school together with its employees. The principal's or headteacher's participation in coordinating service provision had a positive impact on the success of multi-administrative work.

Learning to operate in a way appropriate to networking is a challenge in developing regional guidance services. According to interviewees, current in-service training in Finland is mostly targeted at specific professional groups. By means of joint in-service training the entire guidance personnel in a region would receive information about guidance development plans. According to Mahlamäki-Kultanen and Hulkari (2009) flexible and networked guidance requires that in adult education every instructor should have sufficient guidance skills and that there are study counsellors adequately trained in specific questions to do with guidance.

As far as guidance is concerned, process-based education/training would mean, according to my results, the use of education/training themes allowing answers to be sought to questions of how, for example:

- there could be a shift from working alone to a joint search for synergy and solutions
- concrete tools could be developed for new networking purposes
- there could be a shift from disconnected working practices to a perception of totalities
- problems could be solved by means of information networks
- education/training could be arranged with different scientific fields as a starting point
- a systematic in-service training programme could be created that would take into account, for example, the in-service training needs/demand that would meet the guidance and support needs of students who are at different stages of their study path and of prospective students as well as of students transferring at transitional points.

According to the interviewees, dialogue and multi-vocality are processes in the multi-professional activities of personnel. In multi-professional encounters it is easy for people to talk past each other. Another difficulty lies in how problems are seen and how solutions to them are sought. In Table 6 I have collected together conceptions of management and learning which help in reaching a common understanding, i.e., dialogue. Combining these processes helps in learning problem-solving habits in multi-professional work.

Management plays a significant role in generating dialogical collaboration. Through management permanent forums for collaboration are created and main-

Table 6. *Elements in the creation of dialogue*

Management process	Personnel collaborative learning process	Dialogical outcomes of collaboration
<ul style="list-style-type: none"> • Opening up of dialogue forums in organizations and between them • Participation resources • Coordination • Supporting participation • Defining action policy 	<ul style="list-style-type: none"> • Listening • Encountering • Discussion • Familiarization • Opening up of concepts • Creating confidence • Courage • Commitment • Shared understanding 	<ul style="list-style-type: none"> • Learning problem-solving skills • Taking part in suggesting solutions • Planning skills • Decisions • Shared outcomes • Functionality of division of work and responsibility • Collaboration

tained. Resources for participation include working time and salary resources. Collaboration requires an assessment of who is needed in it. Policy definitions for the required plans are devised in management processes with the participation of managers, coordinators and actors. It is in collaborative relationships that partners get to know each other. The task of management processes is to bring partners together.

Interviewees highlighted listening and taking part in discussion as learning processes in dialogical work. Confidence to engage in a deeper sharing comes from longer-term collaboration or from education/training where partners get to know each other. Familiarity encourages people to discuss and draws them into collaboration. Central to learning is the time required to open up the concepts. The outcomes of the dialogical process are the learning of problem-solving skills, suggestions for solving problems, decisions and plans.

Uniform working methods and the sharing of good practices and materials simplify the work of individual employees, who are part of the innovative work of a learning network. Initially networking demands a lot of time because building up confidential collaborative relationships does not happen instantly. Working time is saved if modes of activity and partner relations are established on a solid, long-lasting basis. Emphasis on an excessively independent or solitary approach to work hinders opportunities for networking because networking is always based on the activity of people.

5.4 Questions of client service from a management perspective

My research data was collected from actors working in guidance service provision. Clients did not take part in the interviews. The actors nevertheless did bring up the client perspective and considered management questions from the clients' point of view. Underlying the client-oriented service attitude there would seem to be a broad interpretation of services. There is then a wish to see the functionality of guidance services and connections between education/training and working life as an enrichment in the region. Below I have collected together management questions from the client perspective as seen by those actors I interviewed.

Management from the client's viewpoint

In Table 7 isolated managerial activity may even be a contributing factor in the marginalization of some young people since the services probably do not take holistic account of all their clients' service needs. Isolation may perpetuate the type of expert activity that prevents clients from receiving services. In such cases service providers, for example, do not know each other nor do they know each other's services. Out of ignorance clients are not referred to other services, even though the client's service needs would make it necessary. Service providers do not work together and, in fact, their relationship is marked by tension, competition and over-emphasis on their own sector of activity. These factors may in themselves be what pushes a client towards incipient marginalization. In such cases we may even be talking about discriminatory structures hiding behind the inactivity of services. As an example of this interviewees showed signs of undesirable working methods and various ways for driving away clients who are not seen as central to the range of services included in the organization's basic role, such as students who, uncertain of their career choices, have applied for education/training courses, or students who have got bogged down in their studies.

In management and service cultures oriented to collaboration emphasis is placed on the clients' initiative and opportunities for participation are created. The client's service needs are recognized early on, which in itself prevents the spiral of marginalization from starting. Collaboration is carried on in order to provide support and guidance, and clients receive relevant information about services and, when required, service.

Table 7. Variations in subjects' conceptions of client service management needs, objectives and managerial activity related to guidance service provision

Client service management objectives and needs	Management in an organization or at inter-organizational interfaces	Management conceptions of special questions related to client service		
		Isolated managerial activity	Collaboration sought	Networked managerial activity
Management from client's viewpoint	Organization	Client's service needs are not taken into account as a totality. Client service is produced in isolation in separate professions. The organization has means to reject clients who are not seen as central to the range of services included in the organization's basic role.	Client's service needs are recognized early. Collaboration takes place in client service in order to provide support and guidance. Clients receive relevant information about services as well as timely service.	Client takes part in planning of services. Good collaborative practices between home and school/college.
	Organizational interface	Clients' service needs are not recognized as a joint task nor as a totality. Clients are transferred from one service to another. Young people at risk of marginalization outside education/training and work are not reached.	Guidance at transition points is structured and service providers know each other. Information works and services are visible throughout the region both to clients and guidance personnel. Electronic service maps are available for both clients and actors.	Regional guidance plan covers service needs of all clients. Representatives of client groups take part in planning of services. Service production is structured.

In networked service management the emphasis is on methodicalness, ethicalness and inclusiveness. Services are made visible to clients as well as to other actors, and information about them reaches a wide audience. Information and Communication Technology (ICT) means help in spreading information and making services accessible. In such cases activities are networked and management supports networking. It would seem that collaboration is easier within the same administrative field and also in organizations among people doing the same work. It is possible to move from this towards a networked way of working with the help of coordination, distributed management and the time and space freed up for collaboration.

6

Discussion

In this study I asked what the management objectives and needs for guidance service provision are in organizations offering guidance services. I examined conceptions of how management functions in organizations and at their interfaces. My research task was to describe collaboration and its management among guidance service providers, as well as to clarify the conceptions held by network personnel and managers of managing collaboration among guidance service provision systems required by students on their study path. In Chapter 5 I focused on my central research findings, which included four conceptual dimensions related to management objectives, needs and activities. These were structures, processes, personnel management and questions of client service from a managerial perspective.

I shall now examine the research results as relations between the dimensions and introduce these conceptions of guidance service provision management objectives, needs and activities into *a theoretical dialogue with the existing research literature*. This meant positioning management both within organizations and at their interfaces as follows:

- 1) The relationships of structures and personnel management are crystallized into the *changing structures of multi-professional and multi-administrative collaboration*. It is then by means of defining the area of collaboration, constructing the network and the operational preconditions that personnel can be led from working alone into network activity. I describe this in Section 6.1.
- 2) In the relationships between personnel management and processes there is an emphasis on the *construction of a network on the basis of multi-disciplinary information*. The information basis of guidance can then be interpreted from a multi-disciplinary starting point. I consider this matter in Section 6.2.
- 3) I outline the relationships between processes and client service in Section 6.3 as the *development of processes from the viewpoint of the functionality of provision*.
- 4) Under the heading *meeting a client's service needs in a regional context*, Section 6.4. I describe the relationships between client service and structures.
- 5) The structures and processes of service provision would appear, on the one hand, to link together guidance service provision in organizations and at their interfaces. On the other hand, they promote the continuum of the citizens' study path, as I show in Section 6.5.
- 6) In Section 6.6. I collect the relationships of the dimensions into a collaborative management model. Initially, however, in Figure 4 I illustrate the relationships of all the managerial dimensions involved in guidance service provision management.

At the centre of Figure 4 are the organizations providing services, and their interfaces. The service management objectives and needs are shown with thick arrows. The conceptions of how structures are managed described the need to define the area of collaboration, the creation of preconditions and the constructing of the network. The processes of guidance service provision were understood to be strategic planning, collaboration, information-linked elements and monitoring and evaluation processes. The activities of the manager and personnel as well as their learning and skill needs are emphasized in conceptions of personnel management. As particular questions and goals related to client service management, guidance network actors and managers raised the issue of meeting the service needs of all client groups.

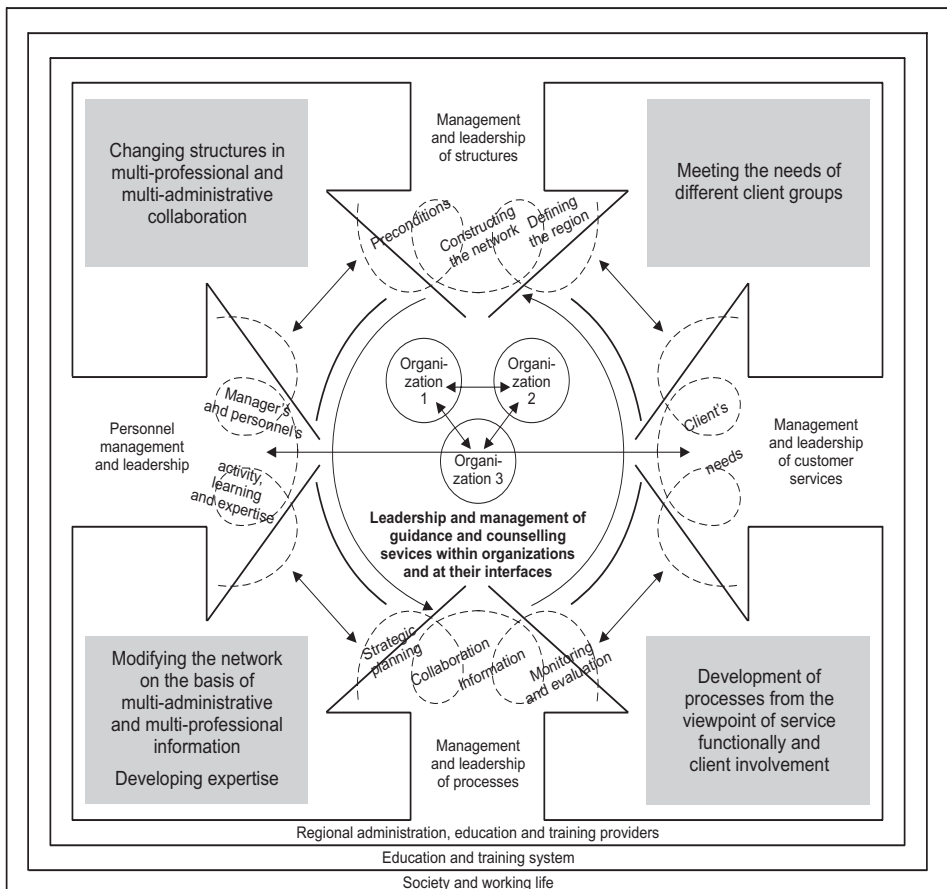


Figure 4. *Leading and managing guidance and counselling services in organizations and at their interfaces*

6.1 Changes in guidance service provision: moving from individual to networked information and activity

In multi-administrative collaborative relationships the various practitioner groups and individual personnel members often understand the concepts used at work and the language of others from their own starting points. Generating information is an instrument belonging to the area involved in collaborative guidance provision

and to the networking taking place within it. Knowledge creation is a challenge for the network in developing its expertise. Collaboration offers opportunities for the creation of new knowledge. The circles of learning of the region, organizations and practitioners are made up of what is heard, developed, distributed and learned from the network. In Figure 5 I present a chain intended to change activities which extends from individual learning to communal knowledge creation and learning. The creation of knowledge has as its aim envisioning and new strategic work as well as changing and developing historical activities. I combine the knowledge creation model of Hitt et al. (2007) and the netlearning model of Vesalainen and Strömmer (1999) with my own research findings.

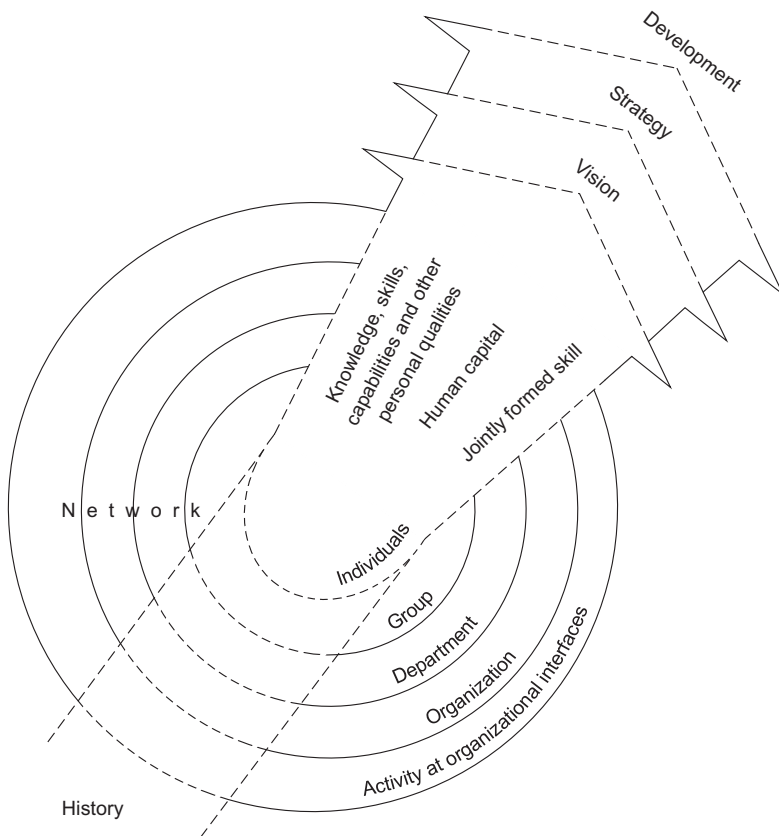


Figure 5. Multi-level circles in the creation of knowledge in guidance service provision and activity change, adapted from Vesalainen and Strömmer (1999) and Hitt et al. (2007)

Hitt et al. (2007) construct a theoretical and empirical bridge to knowledge creation and management discussion at various levels. Hitt and his co-authors stress that traditionally only single-level analyses are sought for multi-level problems. From the perspective of guidance service provision this means that guidance is thought of as something detached from its operational context and from the other activities of organizations providing guidance. Hitt et al. (2007) emphasize that multi-level theory formation, evaluation data as well as analysis of that data are necessary. Vesalainen and Strömmer (1999) describe the stages in knowledge creation from historical situation to vision as processes of knowledge creation and interaction between levels of activity, such as the individual, group, organization and network. In this individual knowledge creation is always at the core.

According to Vesalainen and Strömmer (1999) network learning aims to create a common vision. Knight (2002) takes the view that cognitive change, knowledge creation and learning are keys to changing behaviour and activity. In Figure 5 I extend the model of knowledge creation towards strategic planning and activity development. A common vision alone is not enough to develop activity. In addition there is a need for joint planning and strategic work. Evaluation data on the current state of affairs to be used as a starting point for strategies should be collated from all levels of activity. In this way strategic work would create a base for development and commitment to that development (Nykänen et al. 2007a, b; Nykänen 2010).

Planning, implementation and evaluation are a part of both an individual and a communal learning process (Vesalainen & Strömmer 1999, 122–137). In addition to teams and organizations being forums of learning for individuals, the team and the organization learn through their individuals (Senge 1990, Senge et al. 2000; Sahlberg 1997; Vesalainen & Strömmer 1999, 122–137; Salojärvi et al. 2010)

A mere vision, even supported by a well designed curriculum, does not produce learning that leads to reflective participation and thus to social change (Heaney & Horton 1995, 106). Heaney and Horton also stress the importance of changing structures if there is a wish to act differently. Their characterization indicates that structures are significant in how managers and personnel can act, and in the kind of processes that can be generated for the development of guidance services. Based on the structures, i.e., knowledge of the region, mental and material resources, i.e., prerequisites, and the network, it is possible to plan, develop collaboration and create new knowledge.

6.2 Constructing a guidance network on a multi-disciplinary basis

Next I shall examine the management of guidance service provision from the perspective of the functions of guidance. According to my results guidance functions include, for example, the development of guidance service provision as a part of the change taking place in society. In the results one of the conceptions of change that emerged especially was the need for deeper collaboration between education/training and working life for young people and for the more equitable provision of guidance for all citizens. Locating guidance as a part of welfare policy became apparent especially in my interviewees' conceptions of the need to prevent marginalization and their concern with prevention of youth morbidity and increased psychic disorders. This raises guidance as a multidisciplinary research field alongside educational, welfare and employment and economic policy. In addition to research fields associated with educational science and psychology, guidance probably also positions itself among research in the social sciences, sociology, futurology and philosophy. (Sinisalo 2000; Vuorinen 2006; Nykänen & Vuorinen 1991.)

According to Collin (2007) there is also a need for a new kind of unified multi-disciplinary knowledge creation. *Transdisciplinarity* is, in Collin's view, a more extensive change in theories, concepts and approaches, such as the total remodelling of arrangements. In order to achieve *transdisciplinary* collaboration there may be a need for network management. The management of change could be helped by the phasing of knowledge production management I have drawn up on the basis of Hargreaves (1999). In this

- together a culture is created which encourages enthusiasm for continuous development
- there is an awareness of the knowledge creation needs required by the organization's operational environment (for example, in relation to students, parents and guardians, and management)
- there is a need for flexible and coherent planning
- delegating and sharing of responsibility are developed
- special skills are recognized and valued
- all members of the organization are offered continual opportunities for reflection, dialogue and confrontation of difference

- collaborative structures are resourced and created
- networks are given visibility and there is encouragement to establish network relationships.

I have positioned the management needs and functions of guidance as a total analysis of the encounter of individual and culture (Kaikkonen 1994, 81; 2004). I highlight the various explanatory repertoires between the individual, community and cultures. Professionals working in multi-professional and multi-administrative guidance work and their clients live in different realities where the effects and meanings of guidance vary. Guidance is generally studied as a *psychological and educational phenomenon* where the concepts related to guidance management are constructed as part of guidance and management theories, pedagogical concepts, language and culture as well as their *philosophical* roots.

In Figure 6 I assume that the basic relationship of guidance service provision is constructed around the interaction of counsellor and client. The starting point for this relationship is the counsellor's psychological knowledge of development, career orientation and guidance theories in the sphere of *psychology*. Young people's ill-being, seen for example in lack of concentration, drifting from one training course to another and drug use, introduces *health and medical* viewpoints into the group of sciences underlying guidance. In such cases managing guidance service provision must take into account the concepts and culture of human science, care and welfare.

According to my results underlying multi-professional and multi-administrative work there exists the knowledge that various professional groups and fields of administration possess about, for example, social relation networks. These include, for example, the network relations of those doing guidance work as part of the organizations' activities and employees' own relational networks. Furthermore, the results describe the connection that guidance has to employment and economic policy, as in, for example, the information passing between training and work and the necessity for collaboration. It is here that the social interpretation of guidance becomes prominent. The viewpoint then becomes the language and culture of *politics*. This introduces *social science* as a background discipline for guidance. My interviewees' conceptions of the resourcing problems in multi-administrative work and of funding support services position guidance as a part of educational and the rest of social economy. As such, it comes close to questions to do with *national*

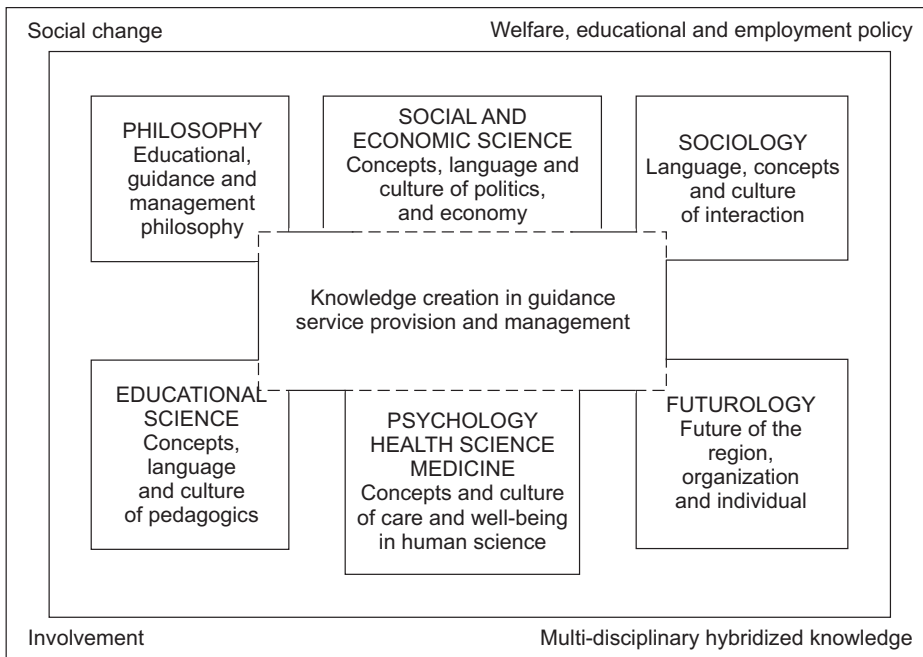


Figure 6. The need for extending the scientific basis of guidance service provision management, adapted from Sinisalo (2000), Vuorinen (2006), Nykänen and Vuorinen (1991) and Kaikkonen (1994, 2004)

economics and economic science. According to Mahlamäki-Kultanen (1998) the challenges facing the pedagogical management of vocational colleges are the funding system, the rapid administrative and cultural changes in the college context, and the need to discuss the interactive relationship between education and economics, especially at a time of a weak economy.

Guidance processes include a future orientation from the viewpoint of both individual citizen and society. These future perspectives are *futurological* phenomena.

6.3 Developing processes with regard to the functionality of guidance service provision

In guidance networks in Finland guidance experts stress regional strategic planning, the distribution of work and responsibility in service provision, and the development of collaboration. The goal of the regional network is to meet the service needs of all client groups. On the one hand, guidance experts working in networks emphasize the importance of guidance in the change affecting working life. On the other hand, guidance experts stress the fact that networks are needed since it makes no sense for all services to be produced in all organizations. A regional network is a synergetic resource and despite its problems it can probably respond to clients' service needs better than an individual staff member or organization.

According to Baruch (2003) the personnel policy of organizations is undergoing change which involves an effort to strategically match and harmonize the capabilities and life situations of personnel and the future prospects of working life and the enterprise. In Amundson's (2005) view the development and practices of career theories have been following the global change in work. Careers have changed into short-term placements and tracks. In managing the multi-professional and multi-administrative work of guidance this trend makes a twofold appearance. Firstly the challenge facing guidance service managers is how they can advance the skills of their guidance practitioners during the continuous changes affecting working life at the same time as, in consequence of the change in working life, personnel working with clients are facing an enormous challenge in coping with the increasing need for client services. On the other hand, with the increased closeness of working life collaboration, education/training and guidance professionals could be better informed as to which career conceptions are practicable and possible in constantly changing working life.

Continuous change in the world of work and the consequent needs for change in guidance are probably challenges for guidance professionals to maintain their skills even more intensely. This may bring training/education and working life even closer together.

Multi-professional service chain thinking

Multi-professional service chain thinking in guidance would mean a change of direction in thinking about organization-sourced service provision towards a

more client-oriented approach. Support and guidance services that are resourced separately and are disconnected in their operating modes probably do not meet the guidance needs of all citizens. Decision-makers and managers of regional guidance networks are obliged to consider the planning and financing of services on a new basis. This being so, service chain thinking in guidance is comparable to the construction of care chains for health care. In these health care officials produce new information and organize services in collaboration between special nursing care and basic health care. The key idea in service chain thinking is the common conception among those working in different organizations of providing care and managing patients in extended care networks. (Engeström 2004.)

6.4 Meeting the client's guidance needs through multi-professional and multi-administrative collaboration

My results suggest that guidance service clienthood is a broad concept. According to the interviewees, guidance clients are, in addition to citizens, other service providers working in various organizations, for instance representatives of industry, business and public sector, media, youth careworkers and parents. According to my findings the interpretation of services in the Finnish guidance context appears to originate to a large extent in information provided by experts. Interpretations of service provision also vary according to professional group. Each and every expert would also appear to have their own interpretation of the information in their professional field. According to the interviewees, experts may have the idea that students and careworkers do not know what is best for them when they do not necessarily interpret the services provided on the basis of expert knowledge in the same way that the experts expect. The result may be a crisis of confidence between experts and clients. Services do not necessarily reach customers because expert knowledge and the client's knowledge about his or her needs may differ.

It would appear that in Finland guidance clients are not sufficiently involved in planning services. Clients are not necessarily asked what kind of teaching, guidance and learning support they would need, with services being planned in planning processes among experts. This may be part of the reason that clients may experience services as detached and they do not always commit to the service processes.

The Finnish guidance system covers all levels of the educational system and is written into curricula. Yet, according to the interviewees, one of the reasons for discontinuation of studies may be that the decisions made by young people about their education/training are based on limited information about further training and working life.

According to the ELGPN (2008, 2010), integrated marketing of services and presentation of clients' entitlements, for example, are related to the use of services. In this way the client becomes aware of what services exist and what he or she can expect from them.

6.5 Work at study stage transitions: refining structures and processes into a study path

The context of guidance service provision in Finland is made up particularly of services in the fields of education, social care, health, employment and economics, as well as youth and leisure services. The strategic link between service arrangements is constructed through the interaction and collaboration of political decision-makers and the administration, management and actors in organizations. In this way the relationships of the strategic work of various administrative fields is seen as an integrated whole.

In Figure 7 I present the continuum of the student's study path. The figure forms a guidance service provision structure where individual study paths are formed from various study stages. With the figure I simultaneously outline the services provided and the clients' options in a regional context, for which I have added regional multi-administrative strategies. Transfers between study stages present particular guidance challenges.

Network management brings us back to the change affecting specialization, work distribution and professionalism. As far as guidance is concerned, these changes are additionally connected to social and educational change. Changes in the laws, statutes, strategies and core curriculum that affect the provision of educational and guidance services in Finland follow global and European changes in society, economy and internationalization. It seems that we are experiencing a transitional stage in the management of guidance service provision from isolated actions towards a holistic view of things and a more networked approach. In Fin-

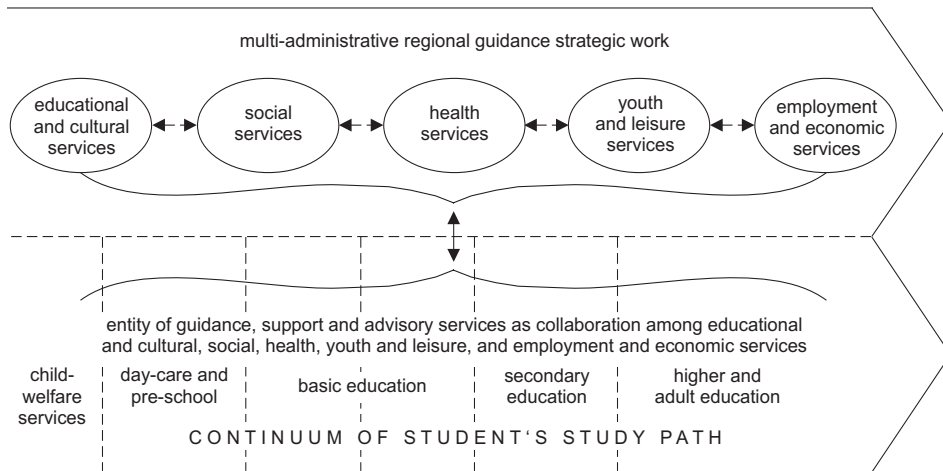


Figure 7. Strategic collaboration in multi-administrative and multi-professional guidance service provision and the student's study path

land this, for example, has meant the appointment of an inter-ministerial strategic working group which has drafted a proposal for a national lifelong guidance strategy and its implementation. Guidance policy development in Finland will become a part of the broad collaboration involving educational, welfare and employment and economic policy, as well as public economy and various ministries. (Appointment of lifelong guidance collaborative group 2010.)

With respect to implementing guidance strategies, organizational research is probably inadequate as an approach. Organizations, however, offer the prerequisites for delivering guidance services and for the social interaction needed during activity. Because of the collaboration taking place at the interfaces between service-producing organizations, I extend the traditional unit-centred management concept existing in organizations providing training and guidance services in the direction of network management. (Nykänen 2010.)

In Finland, because of decisions to decentralize administration, the actors in a guidance service provision network are not in a hierarchical relationship to each other. Although there are relationships between actors and levels of activity, they are not, at least not completely, relationships subordinate to authority and mandate. In consequence of their basic task, skills and expertise, every actor and level of

activity has independent power of both decision-making and jurisdiction related to knowledge creation. (Laitila 1999; see Gronn 2008.)

The term heterarchy that I presented earlier is suitable for describing relationships in network-type activity. In this mode of organizing 1) operations are constructed interdependently and 2) information is disseminated, shaped and created in horizontal and vertical network relationships, whereby what emerges from relationships of influence, knowledge and activity is more like a hybrid, a third way of acting rather than just the sum of two parts. (Kontopolous 1993; Gronn 2008.) Instead of dialogical, Lallimo et al. (2007) call the creation of knowledge in hybrid activity triological learning. In this the goal of learning and activity is to *predominantly shape new shared objects of activity* rather than objects that are already known.

6.6 A networked management model for guidance service provision

The new key questions in management are as follows. How should management be changed when services are being structured to conform with the continuum of the citizen's study path? How can the transitional processes on the pupil's and student's study path be supported by means of management and guidance? What changes in management processes when organizations work together at transitions on the study path? What agreements should be struck between organizations that remain independent so that the study path can be constructed regionally on the basis of individual needs and yet function as an interwoven web of service arrangements? How can guidance service provision be used to make it possible for various individual study paths to take shape in a broad training network? How can management help in making guidance service provision coordination more flexible?

The limits of the guidance service provision context in the Finnish educational system are already moveable since flexible educational structures at transitional points on the study path facilitate individual solutions for proceeding. These include, for example, the one-year vocational start package that precedes vocational studies (Jäppinen 2011). During that time the student can specify more precisely his or her choice of profession by means of training experiments and periods spent at work.

A group of researchers has predicted a paradigm shift whereby alongside the traditional hierarchic-organizational and bureaucratic paradigm there is appearing the paradigm of multi-administrative network management of public administration. It takes as its starting point the meta questions of network management: 1) the solving of complex social problems by networking political decision-making, 2) the formation and implementation of strategies in networks, 3) the use of instruments of action policy in government institutional networks and multi-organizational activity. In this way bureaucracy and administration do not disappear, but collaboration changes its form. (Cooke & Morgan 1993; O'Toole 1997; Linnamaa & Sotarauta 2000; Agranoff 2001, 2006; Agranoff & McGuire 2001b, 2003; Keast, Mandell, Brown & Woolcock 2004; Goerdel 2005; McGuire 2006; Saz-Carranza & Vernis 2006.) The paradigm shift is explained by the fact that conventional organization theories do not take into account the network's various levels, the interactions between them, decision-making, nor the operational and knowledge creation needs at inter-organizational interfaces. Researchers are seeking answers in models of dispersed matrix management and collaborative management. (Agranoff 2001, 2006; Agranoff & McGuire 2001b, 2003.)

Many guidance experts who coordinate and plan services take part in service management work alongside managers. The interviewees were also of the opinion that this development is having an impact on the operating culture of guidance. I have collected the variations in the discourse indicating a change in operating culture and management into three cultural stages of guidance service provision. I have used the three terms *isolated*, *collaboration-seeking* and *networked* for these conceptual amalgamations describing the culture of guidance service provision management.

An *isolated management culture* is part of an isolated service culture. It is challenge to guidance provision at all levels. Interaction in an isolated hierarchic mode of working may be linked to power. Power is not something connected only to management. In expert organizations it may be manifested as obstacles to collaboration between experts and as negative attitudes.

Collaboration seeking is seen in the networking of active experts internal to a particular field or fields. In such cases actors may have difficulty in getting their development ideas to take root in organizational or regional collaborative relations. Administration representatives have a dynamic hold on the development of services and administrative managers and decision-makers take part in guidance strategy and planning work. The attitude of administration is seen as a support for

organizational managers. Collaborative relationships are actively created and the management of service producers and the actors know each other.

Management of *network collaboration* and the change in operating culture can be seen in the multi-administrative development of regional services. Strategies are devised in regional government, education and training concerns, and in the collaboration taking place within and between municipal federations, communities and organizations. The top management of these regional organs sees networking as necessary and supports it. Regional development is viewed as innovative. Collaboration in training services and the world of work constitute an integral whole with guidance services, which guarantees the region's vitality and innovativeness. The central goal is taken to be citizens' welfare. A multi-administrative and multi-professional collaborative group coordinates guidance service provision on the basis of strategic work.

Distributed leadership and management means developing the management of an organization's internal network. According to the interpretation of shared management there is a need for evaluating and opening up structures and practices. Defining the distribution of work and responsibility means the cleaning up of actions and contents. Sharing is inclusive. This means that in collaboration all members are included in planning and activity. The goals and direction of the activity should be defined together. Assuming responsibility and making a commitment are probably easier if there are opportunities to influence. In making a commitment there is also a need for familiarity with decision-making and the background to the activity and alternatives to it. Commitment then occurs by means of a deepening understanding. Nikkanen and Lyytinen (1996), Agranoff and McGuire (2001b), Mandell (1999) and Jäppinen (2011) obtained similar results.

According to the conceptions of the interviewees in my study, we are still seeking an analysis of guidance actors' distribution of work and responsibility and of their collaboration. In the change in guidance service provision there is a reorientation from an isolated work culture to networking. The structure of activity affects processes and the demands of collaboration intensify. The prerequisites for action have to be in place so that new challenges can be met. In parallel with the results of this study, Hulkari and Mahlamäki-Kultanen (2009) come up with the idea that the capacity of networks to produce innovations has to do with the creation of structures and relationships, leadership, expertise and the envisioning of entire processes.

The model. In Figure 8 I present the collaborative model for networked guidance service provision management. In it I combine the concepts of multi-administrative strategic work and network management. As elements of the model I use levels of the network-generated guidance service provision model (Nykänen et al. 2007a, b) and some of the dimensions of guidance service provision management that have arisen in this study, namely *structure, processes, personnel management and consideration of client service needs*. In addition underlying the model is Agranoff and McGuire’s (2001b, 2003) theory of collaborative management.

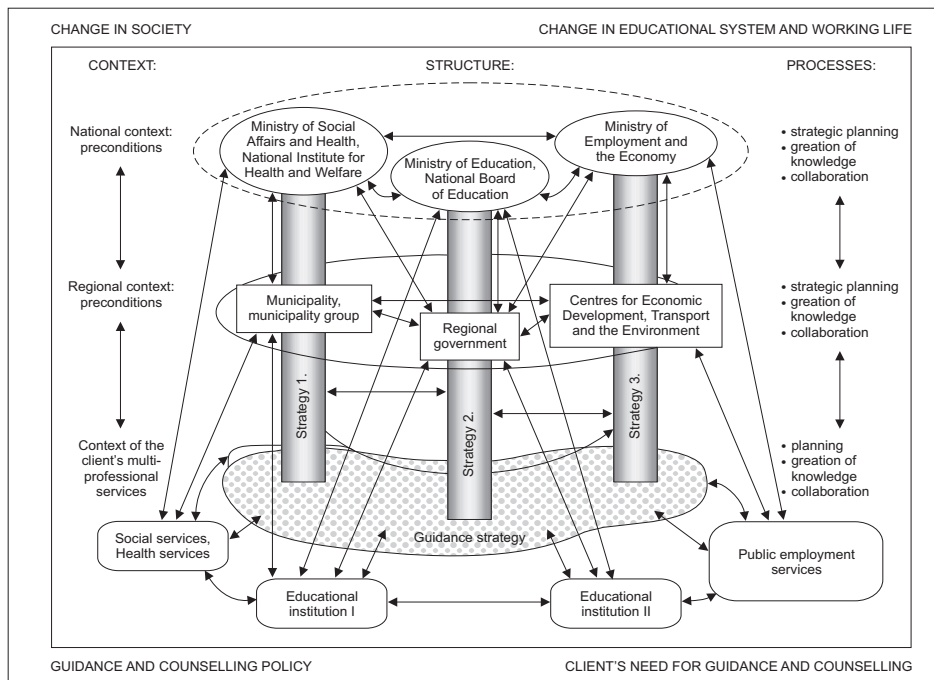


Figure 8. A collaborative leadership and management model for guidance and counselling services

Connections are formed between service strategies if service providers take account of the client’s life in its entirety. There are synergic, multi-administrative connections between strategies. The model includes guidance provision network strategy processes related to policies on education and training, health, social care and wel-

fare, as well as employment and economy. These have been considered in conjunction with each other, for example, in the strategies for marginalization prevention included among my areas of research.

According to Agranoff and McGuire (2001a, 676) a network is a structure that brings together public and private actors who have their own goals and strategy, as I show in Figure 7 (see page 74). Those working in a network are linked by bonds and collaboration. Then resources are combined, common goals are formulated, communication is increased and activities are community-based.

Responsibility for strategic work on guidance policy lies at national and regional level. In the model I describe national guidance collaboration in the upper circle of Figure 8. In Finland, because of their legislative power, the actors belonging to this circle are, for example, the following ministries: education, employment and economy, social affairs and health, interior and finance. Central agencies, such as the National Board of Education and the National Institute for Health and Welfare in Finland, also have strategic authority, planning and executive power.

The model of collaborative guidance service provision management illustrates the multi-layeredness of multi-administrative strategic work, of networking and of management. Multi-administrative strategic work is likely to become increasingly networked also in the regions. The power of decision in this lies with, for example, regional administration offices, provincial federations, municipal federations and municipalities as well as with private organizations like schools and colleges, employment and economic services and social service units.

For the sake of clarity I have added to the figure just some of the guidance service provision actors who have responsibility for providing services. Nevertheless, the model assumes that all necessary and jointly defined groups central to the achievement of goals are involved in regional collaboration. The model makes plain the challenges of network management raised by O'Toole (1997) whereby managers in collaboration shape the service context in which others, such as employees responsible for coordination, also make decisions. This means making the principle of distributed leadership a part of network management.

At the core of the model and shown by arrows are the interactive relationships between the various actors through which information moves. The fragmented nature of the vertical and horizontal collaborative relationships in public administration challenge actors to engage in evaluation and development work and knowledge generation with a top-down and bottom-up orientation. (Agranoff &

McGuire 2003.) From the point of view of the quality, availability and adequacy of the service received by the client, there is a need for multi-level collaboration.

One instrument for managing networks is evaluation (Agranoff & McGuire 2001b, 2003). Evaluation data helps managers and actors in public administration to understand the complexity of multi-administrative and multi-professional processes and to act in vertical and horizontal networks.

The collaborative model for the networked management of guidance service provision would appear to meet the criteria of the heterarchic administration and management model defined by Kontopoulos (1993). There the levels of activity are constructed interdependently. Between them information is communicated and, with the deepening of collaborative relationships, there is jointly produced evaluation and new information. On the basis of these collaboration can be built.

7

Implications and further perspectives

I am examining *guidance service provision management as intra- and inter-organizational multi-professional and multi-administrative activity*. These services include guidance related to growth and development, study and learning to learn as well as career and life planning. From the multi-professional viewpoint changes in the theoretical field of activity of guidance open up as follows:

Guidance services can be seen as an integrated intra-organizational and regional totality which is led and coordinated. In planning and producing guidance services it is necessary to anticipate. The guidance and support needs of the individual are the springboard for the entire development of guidance services. The comprehensiveness and availability of services would increase with collaboration among employees in colleges and employment and economic administration responsible for guidance service provision with service producers in other administrative fields, such as education, social and health services. With the change in the backgrounds of the young people and adults requiring guidance services and in educational histories and the demands of working life, integrated services would better match the guidance needs of all clients.

Guidance can be seen as service provision where all-age clients have the opportunity to become aware of their own service needs and where guidance needs are

met through multi-professional and multi-administrative collaboration. The network is a metaphor that I have used to describe service provision as collaboration evolving from one organization and several organizations. This study has produced instruments for defining concepts associated with a guidance service provision network and its management.

The collaborative leadership and management model for guidance and counselling services has implications for the training of leaders and managers, leadership and management research and theories as well as for public policy development. Multi-professional and multi-administrative collaboration seems to meet the challenges of individual learning and challenges in the delivery of client support services. Networking and leadership and management in multi-professional and multi-administrative contexts should be emphasized more in the training of leaders and managers. Key features in a well functioning service network are collaborative and dialogical creation of knowledge, inclusive collaboration and emergent development of leadership and management in networks.

There is a need to examine what the potential of network management is in addition to the existing hierarchical-organizational authority paradigm of bureaucratic management (see Agranoff & McGuire 2001b). This type of research should also be conducted among leaders and managers. The research could focus on their perceptions of the preconditions of leadership and management in networks and on perceived further training needs. Multi-administrative strategy development exists at national and regional levels. On the organizational level multi-professional collaboration is emerging. There is a lack of consistent multi-disciplinary creation of knowledge to support these actions. In Finland there is also a need for a national strategy for educational leadership and management, more coherent collaboration between educational leadership and management, administration, teacher training and training of guidance practitioners.

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WHAT IS THE ROLE of guidance in a changing society? How are guidance services linked to other services that promote lifelong learning and social inclusion? How can guidance be viewed as a part of a multiprofessional network? How are guidance services managed?

The book analyzes the significance of guidance for individuals and society in a Finnish context. Career education for children and adolescents is mainly organized at educational institutions. Young people and adults outside of education have access to guidance at employment and economic development offices. In the 2000s, a new approach to guidance has been adopted in Finland: it is viewed within the context of other parallel services enhancing lifelong learning and social inclusion. The creation of networks is necessary, as a single practitioner, professional group or organization can no longer alone respond to the clients' increasingly diverse needs for guidance and learning support. The service network has indeed become a focal area for development and research in Finland.

The book presents a Finnish perspective on the development of guidance. It tells the international readers how guidance networks can contribute to individual well-being and the lifelong learning strategy, as well as to the enhancement of guidance quality and resource efficiency.

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