



Future of Well-being Services at a Crossroads – Towards Outcomes Contracting?

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Abstract

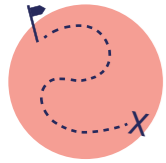
The idea of outcomes contracting and the Social Impact Bond (SIB) operating model represent a new way of thinking. A Social Impact Bond, i.e. a payment-by-results financing agreement, is one form of impact investing. It combines the public sector (municipality or state), private investors, a measurable social issue and service providers that offer a solution to the issue. The investor's profit is tied to the measurable outcomes of the measures.

This report is based on a study that examines the following key questions: 1. How has the SIB model affected the operators' notions of effective interventions? 2. In what manner is the significance of the integration of services and operators being talked about in the cities that are implementing SIB projects? 3. How well has the SIB model succeeded in strengthening the shifting of the focus from corrective services to preventive services?

Municipalities have identified a need for preventive work, but allocating resources to this work is challenging in municipalities. With the help of outcomes contracting and the SIB model, municipalities have been able to fund preventive work. The study shows that implementing the SIB model is a demanding and multidimensional process for municipalities, which also requires a coordination resource within the municipality. However, the model can be used to cross pitfalls related to the layered governance system of municipalities. The model allows for a genuinely child- and family-oriented approach in the implementation of preventive work. For municipalities, the SIB process is also a learning experience that can be summed up into four areas: impact procurement, leading with data, crossing silos and systemic change.

Despite the implementation being at an early stage in municipalities, we can see that the new operating model can, in many ways, affect municipal service culture and its principles, procurement practices and costs, as well as the well-being of children and young people through prevention and by identifying service gaps.

This study examines the SIB operating model from the perspective of the administration system of municipalities in particular. The research data was gathered in Hämeenlinna and Vantaa. The research sample is qualitative, and the research method used was realistic evaluation. The research data comprises 20 interviews conducted in the cities studied as well as expert organisations related to the theme.



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Introduction 1

A Social Impact Bond (SIB), i.e. a payment-by-results financing agreement, is one form of impact investing. It combines the public sector (municipality or state), private investors, a measurable social issue and service providers that offer a solution to the issue. The investor's profit is tied to the measurable outcomes of the measures.

In the last few years, municipalities have been wrestling with bleak financial figures and complicated issues. Some of the most complicated issues are social in nature, and social issues are known to accumulate. For many years, experts have emphasised that social issues should be addressed as early on as possible. (Cf. e.g. Hilli, Ståhl, Merikukka & Ristikari, 2017.) Despite this knowledge, however, municipal services seem to be focused on corrective work. It appears that issues are not addressed until they have already progressed far. Municipalities have relatively few tools and low financial resources for preventive and proactive work at their disposal. The SIB model offers one method for this purpose. Private capital allows funds to be invested in preventive work without cutting them away from corrective work.

The SIB model came to Finland through the Finnish Innovation Fund Sitra in 2014. The first SIB in Finland and the Nordic countries was launched in 2015, focusing on promoting occupational well-being in the public sector (Occupational Well-being SIB). Other SIB agreements launched in Finland include Integration and Rapid Employment of Immigrants (Integration SIB) in 2017 and the subject of our study, Promotion of the Well-being of Children, Families with Children and Young People (Children SIB I), in 2018. The Children SIB II was launched in 2019. Additionally, the following SIBs are currently being planned: Support for the Independent Functional Capacity of the Elderly, Prevention of Type 2 Diabetes and the Environmental Fund (EIB). (Sitra, 2020.)

The Children SIB was chosen as the subject of review in this report due to its special nature. The Children SIB operating model is multidimensional, and its subject, the social exclusion of children and young people, can be classified as a wicked problem. Solving wicked problems is particularly challenging and requires many types of cooperation between operators. (Cf. e.g. Head, 2008; Rittel & Webber, 1973.) The Children SIB seeks, by means of early support, to prevent anticipated issues that involve a need for child welfare services or the risk of social exclusion, for example.

From a municipality's point of view, the SIB model offers a new type of financing mechanism and way of thinking for implementing services. The SIB model is all about impact investing or, more broadly, procurement of outcomes. It includes two revolutionary elements compared to traditional service thinking. First of all, municipalities only pay for the results achieved, i.e. the impact of the services. In the SIB model, investors bear the financial risk. Second, a careful background investigation and modelling of the societal benefit are carried out for the intervention chosen in the SIB model. In other words, the activities are based on data and the utilisation of this existing data in a new way in preventive work.

In this report, we examine the Children SIB project as a whole. We approach the SIB model specifically from the perspective of municipal administration and two cities in particular. The questions to which answers are sought in the work are: 1. How has the operating model affected the operators' notions of effective interventions? 2. In what manner is the significance of the integration of services and operators being talked about in the cities that are implementing SIB projects? 3. How well has the SIB model succeeded in strengthening the shifting of the focus from corrective services to preventive services? The research sample is qualitative, and the research method used was realistic evaluation. The research data was gathered in the Cities of Hämeenlinna and Vantaa as well as expert organisations related to the SIB model.

The report was written by Jenni Airaksinen (DSc (Admin)) and Anni Kyyösti (MSc (Admin)) from Tampere University. The research work was coached by Chief Specialist Timo Ståhl from the Finnish Institute for Health and Welfare (THL). The work was funded by Itla Children's Foundation.

A review of the activities of two cities



In this report, we will describe the experiences of the Cities of Vantaa and Hämeenlinna in the first stages of the planning and implementation of the SIB model. In both cities, the models are focused on supporting children and young people and walking side by side with children and families. The essential thing in the models is supporting everyday life and solving the individual challenges of families. We have compiled basic information about the SIB model at the start of this chapter.

2.1. THE SIB, OPERATORS AND CONCEPTS IN A NUTSHELL

Impact investing is an operating model in which private capital is allocated to solving social issues or issues related to the environment, for example. The objective is to produce both financial profit and measurable social benefit. Impact investments break barriers by combining the resources and expertise of different operators (public, private and third sectors) to solve a common issue. (Pehkonen, Horppu, Turunen, Ojajärvi, Toivio & Juvonen-Posti, 2019, 15–16.) A Social Impact Bond (SIB) is a payment-by-results financing agreement that falls under the broader category of impact investing. With SIB agreements, municipalities are seeking to prevent various issues and support the well-being of the residents. The core of the SIB model is formed by preventive and proactive work. SIB projects are funded with private capital (investors). The objectives of each SIB project are set together with the various operators involved, based on measurable financial results and increasing well-being. The repayment of the capital (by the municipality to the investors) is based on the impact of the activities, which manifests itself as savings and financial benefit produced for the public sector. (Heliskoski, Humala, Kopola, Tonteri & Tyk-

kyläinen, 2018, 4.)

The SIB operating model is a multi-party process. The new operating model has also required new consistent concepts for naming the different operators and facilitating discussion about the model. These concepts are related to the different roles and the evaluation of the activities. The key operators of the SIB model and their roles, as well as the key concepts, are compiled in the following figure (Figure 1).

2.2. CHILDREN SIB VANTAA

The Vantaa model supports families whose child has complex challenges related to their concentration, behaviour, social interaction and emotional life. Additionally, the parents have their own challenges, such as a long-term illness or problems related to livelihood. In Vantaa, the families are supported by a Family Partner who walks side by side with the family and helps them move forwards. These activities are based on the Family Partner model developed by SOS Children's Village Finland. The child and parents are also supported by a wide group of other operators as necessary (Central Union for Child Welfare (CUCW), 2020).

SIB lexicon

THE AGENT (Sitra in the Children SIB project) in a SIB project is often the public sector or a body subordinate to it. The agent identifies the set of issues that the SIB project will set out to solve (in this case, prevention of the social exclusion of children and young people). The agent promotes the project planning and agreements based on which the SIB will be created.

IN A SIB PROJECT, THE PROJECT MANAGER (FIM in the Children SIB project) is in charge of organising activities in line with the objectives, such as recruiting service providers and building and administering the financing instrument required to provide resources for the activities.

In a SIB project, **THE INVESTORS** invest in a well-being service falling under the public sector's responsibility and bear the financial risk. When the specified objectives are met, the capital invested is paid back to the investor, in addition to a share of the profits as agreed upon.

SERVICE PROVIDER refers to the companies that provide the municipalities with services related to the Children SIB project. The projects have a chosen **MAIN IMPLEMENTING PARTNER** (Icehearts and SOS Children's Village Finland), in addition to which other additional services may be procured from other service providers as necessary.

IN A LINEARLY PROGRESSING IMPACT EVALUATION MODEL, INPUT refers to the resources incorporated into the project (e.g. monetary investments, number of hours worked).

IN THE SAME TYPE OF MODEL, OUTPUT refers to the direct consequences that result from the intervention.

IN A LINEARLY PROGRESSING IMPACT EVALUATION MODEL, OUTCOMES, or results, refer to concrete changes in organisations and the target group. Immediate outcomes refer to the changes that can be examined immediately after the implementation of the intervention.

IN A LINEARLY PROGRESSING IMPACT EVALUATION MODEL, IMPACT refers to a change in line with the objective, which is achieved thanks to certain measures. In this model, the concept of impact is based on the following logic chain: input, output, outcome and impact.

FIGURE 1. SIB concepts and operators. (Adapted from Pehkonen, Horppu, Turunen, Ojajärvi, Toivio & Juvonen-Posti, 2019, 10–11.)

THE FAMILY PARTNER MODEL OF SOS CHILDREN'S VILLAGE FINLAND (MAIN IMPLEMENTING PARTNER)

Family Partners provide families with early support in situations in which the family has not received the services they need or the service network does not meet the family's needs. The objective of the work is to identify the root causes of the family's challenges and the family's needs early enough and respond to them before the challenges can pile up. The service prevents expensive corrective services in the future. (SOS Children's Village Finland, 2020.)

A Family Partner from the family's point of view (SOS Children's Village Finland, 2020):

- walks side by side with the family as a companion and creates trust
- identifies reasons that have led to the services not working
- looks for things that can be taken forwards in the cooperation between the family and service system
- helps arrange and organise services for the family.

A Family Partner from the municipality's point of view (SOS Children's Village Finland, 2020):

- helps organise an effective set of services for the family
- produces information on the need for support together with the family
- can serve as one of the methods with which parties such as social workers can help the family
- provides information on changes in the family's well-being.

2.3. CHILDREN SIB HÄMEENLINNA

The Hämeenlinna model supports children whose parents are experiencing challenges in their life due to their livelihood or single parenthood, for example. The children are supported with the help of team sports, emphasising social and educational work. The boys aged 6–7 form a team with whom an educator will work for the next 12 years. These team activities are based on the Icehearts operating model, and the Children SIB model of Hämeenlinna also includes a vast number of oth-

er operators who support the children and families with the educator. Among other things, the children and families are offered psychological services, support/family work at home and support for learning (Central Union for Child Welfare, 2020).

Icehearts model (main implementing partner)

'Together from childhood to the cusp of adulthood.'

The Icehearts operating model is a comprehensive, long-term tool for social work targeting children. The activities are long-term, as the Icehearts educator commits to the activities with the child for 12 years. The philosophy of the Icehearts activities is based on supporting the child's growth (e.g. self-confidence and consideration of others) with the help of team activities. The objective of these activities is to prevent social exclusion, promote social skills and ensure the safe, long-term presence of an adult throughout the different stages of the child's growth. (Icehearts, 2020.)

Icehearts educators and instructors are involved in the children's lives both at school and in their free time. The educators participate in everyday life at school by encouraging and helping children and maintaining a peaceful study environment during lessons, for example. These activities support the studies of the entire class and the work of the teacher. The educators are present in the children's lives for 12 years, supporting the transition phases in their growth. The adults provide security and support for children in their normal everyday life, ensure the children's ability to study and also look after the children in situations in which an external concern could hinder their normal life and schooling. Icehearts educators work in close cooperation with social and education services for the child's benefit. (Icehearts, 2020.)

The operating model has yielded good experiences, particularly with regard to work with boys at risk of social exclusion and men participating in social and educational work. It has been noted during the activities that a large number of the boys are interested in physical activity and like to participate in instructor-led sports hobbies. (Icehearts, 2020.)

Beneath the surface with research

In this chapter, we will introduce the implementation method and research data in more detail. We have examined the research data with the help of the realistic evaluation research framework. Our perspective on the data is system-oriented, i.e. we will examine the research subject as part of the municipal administration system. In this chapter, we will present a concise review of previous research related to the SIB model as well as the criticism against it. As the theoretical background to the study, we will also examine the layered nature of municipal administration to better understand the prevailing operating environment.

3.1. THE STUDY'S IMPLEMENTATION AND RESEARCH DATA

This study takes a qualitative approach, and the research data was collected from different sources. The primary data comprises interviews. The interview data was gathered in the cities studied, i.e. Vantaa and Hämeenlinna, as well as expert organisations related to the Children SIB. In addition to the interview data, the study also used various documents and international debate related to the subject in the form of reports and scientific articles, among other things.

We interviewed a total of 20 people for the study. These interviews were conducted in December 2019 and January 2020. The interviews were transcribed for analysis. They were theme interviews that followed a common interview framework. The interview themes were as follows: The background factors, the SIB & the organisation, the Children SIB operating model in the municipality, integration thinking, prevention and measurement, leading with data, awareness of the SIB and the practices.

The research method used was realistic evaluation. The basic question in realistic evaluation is: why is a particular in-

tervention effective? Realistic evaluation makes it possible to develop future work. In order for future work to be developed, current work must be documented systematically. Understanding how the results and outcomes form is essential. (Lindqvist, 2005, 13-14.)

Realistic evaluation can be described as 'an evaluation cycle' that examines 1) the current situation/starting point, 2) the assumptions/hypotheses, 3) the observations and 4) the realised operating model. In the first phase, we examine the question of what might work, for whom and in what circumstances? In the second phase, we obtain information about the mechanisms, circumstances and outcomes. In the third phase, we discover which mechanisms contribute to the desired change in the clients' situation and how they contribute to it and in what circumstances. (Pawson & Tilley, 1997; Rostila & Tornainen, 1999.)

3.2. KEY THEMES AND CRITICISM OF THE SIB STUDY

Research and evaluation data related to SIB models is available in the international research scene, and scientific discussion on the topic has only just started in Finland. However, it should be

The realistic evaluation cycle.

3. Discovering which mechanisms contribute to the desired change in the clients' situation and how they contribute to it and in what circumstances.

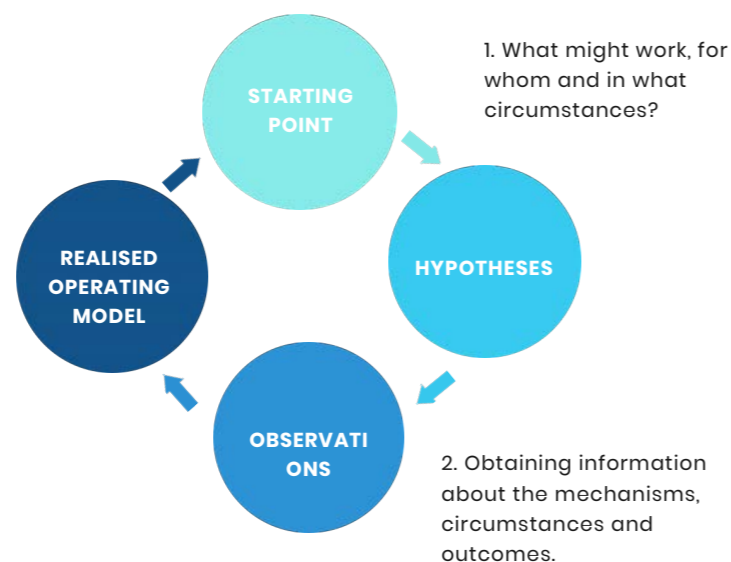


FIGURE 2. The realistic evaluation cycle.

taken into account in international discussion in particular that each country has implemented their SIB models in their own way at the practical level. This is affected by local governance systems and the roles of different levels of administration in the service provision. Due to this, the implementations in different countries are not always directly comparable.

The core of the SIB model comprises preventive work on the one hand, and gathering, analysing and utilising existing data with the help of modelling on the other hand. As an operating model, the SIB is based on the assumed costs that are believed to be realised without preventive work. In their article, Hilli, Ståhl, Merikukka & Ristikari (2017) present how data can be used to identify the circumstances, risk factors and variables that expose people to social exclusion. The model makes it possible to calculate the assumed price of social exclusion and make cost-benefit calculations on preventive investments. Pennanen's (2019) review of the SIB model relies on NPM (New Public Management) thinking and a new type of financing model, in which the risk is borne by investors alongside municipalities. The review also identifies attempts to implement a systemic change in the Finnish well-being system. The SIB model has been examined from the perspective of social policy changes in a welfare state (Pennanen & Liukko, 2019). The new operating model has also been examined from a critical perspective (see e.g. Pennanen & Liukko, 2019; Fraser, Tan, Lagarde & Mays, 2016; McHugh, Sinclair, Roy, Huckfield, Donaldson, 2013; Sinclair, McHugh & Roy, 2019).

Three key research themes can be identified in international SIB research. The first key theme in literature is the discussion on public and private values. Both theoretical and ideological

concepts have been examined from this perspective. Private and public values have been analysed in organisations from various perspectives, including what differences and similarities can be identified in them. (Cf. Noordegraaf & Abma, 2003; Beck, Jørgensen & Bozeman, 2007; Watson, Papamarcos, Teague & Bean, 2004; Van der Wal, De Graaf & Lasthuizen, 2008; Fraser, Tan, Lagarde & Mays, 2016.) The second theme discussed is the measurement of the outcome of public service agreements in a financing mechanism like the SIB model. Literature offers perspectives into what kinds of benefits and outcomes the model can yield. There is some degree of broad consensus that certain benefits can be achieved with a payment-by-results agreement. The third theme identified is the sharing of the risk between different operators in the SIB model. (Fraser & al., 2016, 5.)

Research literature also describes three essential narratives related to the model. These narratives are 1) reforming the public sector, 2) reforming the private financing sector and 3) a cautionary narrative. The first narrative links the SIB model to New Public Management (NPM), in which management and incentive practices from the corporate world are incorporated into the public sector. The second narrative is rooted in the idea that mixing public and private values provides private sector operators with an opportunity to influence a socially beneficial change through social entrepreneurship while simultaneously pursuing commercial objectives. (Fraser & al., 2016; Liebman, 2011; Mosenson, 2013; Nicholls and Murdock, 2012; Moore & al., 2012.) The third narrative questions the suitability of private sector values and mechanisms for the public sector. (Fraser, 2016; Warner, 2013; Whitfield, 2012; McHugh et al., 2013; Mal-

colmson, 2014; Sinclair et al., 2014.) The significance of theorising about the SIB was brought up in the most recent study (Albertson, Fox, O'Leary & Painter, 2020). Governance thinking and innovation theories have been raised as new theoretical approaches alongside the aforementioned NPM theory.

The SIB model has been criticised in research literature, with the criticism focusing on three main aspects. The first of these concerns modelling and agreements. The piece of criticism delves into how the results can be reliably evaluated and how a causal connection model, the outcomes of which are then evaluated, can be built from complex, individual cases. The nature of social processes compared to mechanical processes also raises questions. The second piece of criticism focuses on the unwanted outcomes of the SIB model in the third sector. This piece of criticism targets the fact that the operating model would drive the third sector to operate towards measurable results instead of focusing on the people who need help the most. Focusing on the desired results at the expense of the clients' interests is considered to be a risk. On the other hand, the model has also been seen as a tool for privatisation. The third perspective in the criticism is the crumbling of public and democratic responsibility. The critics fear a lack of a direct connection between the service provider and public sector, which would lead to an imbalance in information for the service provider's benefit. The public sector's role as overseer and its ability to intervene in the activities in the event of abuse, for example, has also been brought up. The final perspective raised is the moral question about the role of the market in solving the social issues that occur in society. (Cf. e.g. Sinclair, Roy, Huckfield, Donaldson, 2013; Fraser, Tan, Lagarde & Mays, 2016.)

3.3. LAYERED GOVERNANCE SYSTEM AS A BACKGROUND FACTOR

In order to understand the SIB operating model and particularly its application to the activities of municipalities, we must understand the great trends in the development of the municipalities to some degree. The current service system of the municipalities was built as a result of decades of development. The changes in and development of public management are not detached from the past; instead, new models are built on top of old operating models. (Cf. e.g. Osborne, 2006; Peters, 2011; Salamon, 2002, 9.) The different layers of the service system are still reflected in the activities in part, even though evolution is constantly taking place in the systems at many levels.

Examining the SIB operating model from the perspective of the administration of municipalities reveals, in an interesting way and through different waves of reform, the layered structures that guide the activities of municipalities. Examining the layers of the system also helps us understand the current situation. The Finnish governance system has long relied on the traditional public administration model that still forms the foundation on which our public administration is built. Essential guiding principles include adherence to legislation, bureaucracy, the power of professions in providing services as well as the separation of politics and administration. (Cf. e.g. Osborne, 2010, 2–3.)

New Public Management has brought a new layer to this that includes a business-like management culture, pursuit of effi-

ciency and the realisation that the public sector does not have to be the service provider and that being the client is enough. The aim was to use operating methods that follow the market terms to raise the position of the administration (lawyers and financial officers) in relation to professions and politicians. The business-like operating method spread rapidly and was visible in the control of input and output as well as the measurement of performance, among other things. The NPM reforms led to the market, clients, competition and agreement control becoming part of the municipalities' activities for good – at least for the time being. (Cf. e.g. Gruening, 2001; Bryson, Crosby & Bloomberg, 2014.)

These phases were followed by the era of New Public Governance at the turn of the 2000s. New Public Governance relies on societies and network-like arrangements in the implementation of politics. Service provision thinking utilises networks both within and outside the administration. Compared to previous public management thinking, governance thinking pays more attention to external processes than internal processes and involves the clients. (Osborne, 2006, 378–382; Hakari, 2013, 40–41.)

The SIB operating method has been analysed as part of the implementation of NPM-style reforms (see Pennanen, 2019, 518; Fraser et al., 2016), but our own observations highlight all three layers of the Finnish administration system. The SIB operating model seems to be the least compatible with the foundation of our legislative-bureaucratic administration system, which features contractuality and the procurement procedure as its second layer. In some respects, it even seems that the system, which is based on statutory activities and was created for the protection of individuals and clients, may, in some cases, lead to a situation that slows down or prevents early intervention and provision of support for children and families, for example. In contrast, the networks in our system that were formed based on the principles of New Public Governance seem to provide a good foundation for cooperation in the SIB operating model. From the perspective of this framework, we can identify three special characteristics that represent the operating methods related to the SIB model considerably better than NPM thinking does. These characteristics are 1) client-oriented service logic in both the development and organisation of services, 2) payment-by-results procurement of services and 3) diverse, partnership-based service provision. (Hakari, 2013, 66–67.) In partnership-based service provision networks, the coordination mechanisms are common objectives and trust. The activities are based on a coalition formed by fairly independent operators that benefits everyone.

The networked structure and combining of the expertise and operating models of different sectors (public, private and third sectors) allow for an entirely new angle of approach. Different financing solutions, procurement logic and the re-adjustment of the focus of the activities are the first steps that can lead to a systemic change in the municipalities' service and procurement logic in the long term. At the core of the cooperation structures is the experience that all parties get value for their input from the joint activities. The client-oriented service model that SIB operating models represent breaks the notions that the clients' needs are determined by the economy, professions, administration or politics alone. This may lead to a situ-

ation in which the prevailing norms and operating culture, as well as the objectives of the activities, conflict with each other (cf. e.g. Osborne, Radnor & Nasi, 2013).

Hakari (2013, 60) identifies a broader ongoing change from profession-driven service logic towards an operating method based on defining the clients' needs. A process that combines the clients' experiences and the professionals' skills requires trust building and good cooperation between operators. It is not simple for professions to yield to this, and the essential thing is to find a balance between public services based on professionalism and operating models that pursue client orientation and partnership. (See Tuurnas, 2016.) For a few years now, there has been discussion in the municipalities about switching from performance-based procurement (NPM logic) to payment-by-results procurement (see e.g. Hakari, 2013, 76–77; Tuurnas, Stenvall, Rannisto, Harisalo & Hakari, 2014, 11). The implementation of the Children SIB model in the municipalities has meant a practical switch to using a procurement method that is based on payment-by-results, i.e. impact, for these particular groups of clients.

Our administration system is fragmented. This has led to conflicting and overlapping functions as well as narrow angles of approach with regard to the client. (See Airaksinen, 2009; Anttiroiko, 2009; Stenvall & Airaksinen, 2009.) When examining the services for children and families and their need for support, as well as particularly layered and complex phenomena, the administration system identifies individual problems, but forming an overall understanding of the situation of the child and the whole family is very difficult, the activities are guided through various laws and degrees, and the families' problems cannot very often be solved with interventions by one professional group or even one sector. The aim is to use SIB models to place the everyday life and coping of children and families back into the centre of the activities and implement service models that cross the boundaries of service areas and are functional for children and families. Crossing boundaries and operating

at the boundaries of functions is essential in this context. Tuurnas (2016, 83) has identified some of these diverse administrative interfaces from the perspective of professionals working in the services: a) the resident/client/community, b) the horizontal network of professionals and c) the vertical link between the management and professions. These interfaces reflect the operating environment in which the professions work and in which common reality is produced. These interfaces are also where the obstacles that hinder joint activities occur.

In the SIB model, one of the objectives is to identify and rectify service gaps in the system. Because of this, the main implementing partners in the interventions have been chosen from among third sector operators that are not tied to a single sector. This introduces new types of operating models, which cross traditional organisational boundaries, alongside the activities of the municipality's public authorities. What has particularly been seen as an advantage in these network-like operators is their ability to identify and make visible different sides that may be overlooked in a sector- or hierarchy-oriented organisation. (Cf. e.g. Klijn, 2010; Koppenjan & Klijn, 2002; Pierre & Peters, 2000; Rhodes, 1997.) This is also particularly important because it is very difficult for clients to translate their everyday problems into service needs and seek out the right party that offers help. We can talk about a service maze that requires clients to understand the logic of the administration system in order to navigate the services. If people and families are only examined from the point of view of one sector, it is possible for certain areas and support needs to be left completely unidentified or for the process to lead to a fragmented service entity. A fragmented service system breaks service paths down into pieces and families' lives down into problems that can be defined on a sector-by-sector basis. In practice, this may also manifest itself as structural service gaps or endless switching from service to service. (Cf. Tuurnas et al., 2014, 8–10; Ahuja, 2000).

New structures and operating processes

In this chapter, we will examine the SIB ecosystem, i.e. the operators that have played their part in creating and implementing the SIB model in Finland. Reconciling the SIB model with the Finnish administration system has required cooperation between many parties as well as planning and implementation of entirely new processes. In this chapter, we will also present three key SIB process models: the programme, municipal and client processes.

4.1. THE SIB ECOSYSTEM IN FINLAND

Launching and implementing SIB activities in Finland has required persistent efforts. Sitra has played a key role in spreading information and creating the operating model. The SIB model originates from the United Kingdom and has required quite a lot of adaptation, as the administrative traditions, conditions, systems and structures are very different in Finland. We describe the network formed by SIB operators with the term SIB ecosystem. On the one hand, the SIB ecosystem tells us which parties had to be informed in order for the processes to be launched, and on the other hand it shows what types of networks are needed for the activities. Sitra's role in building the Finnish SIB ecosystem has been essential. The adoption of the SIB model also required forerunners: municipalities, financiers, implementers and experts who had the courage to set out to implement and pilot the launch of the SIB model in Finland.

The SIB ecosystem comprises various operators and experts. The following members of the SIB ecosystem were identified in conjunction with this study: Sitra, ministries, municipalities and joint municipal authorities, the project administrator, service providers, investors, experts and the network of researchers. Sitra served as the unifying body for the SIB

model until the end of 2019. At the start of 2020, the responsibility for matters related to the SIB was transferred to Centre of Expertise (for Impact Investing) under the Ministry of Economic Affairs and Employment.

4.2. FROM PLAN TO ACTION – THREE PROCESS PERSPECTIVES

The launch of the Children SIB activities has required particular effort from the municipalities, as the operating model is completely new. It has required the participating municipalities to create the processes almost from scratch. Ready processes, models and examples are data that the municipalities needed but did not have to support the implementation. For this reason, we have considered it to be important that we make various processes visible and describe them specifically from the perspective of supporting municipalities and the learning of operators.

We have compiled three key processes related to the implementation of the Children SIB projects. These processes were named as follows: 1) the programme process, which represents the Children SIB process comprehensively, 2) the municipal process, which represents the steps taken in the process with-

The SIB ecosystem in Finland until 2019



The SIB ecosystem in Finland as of 2020

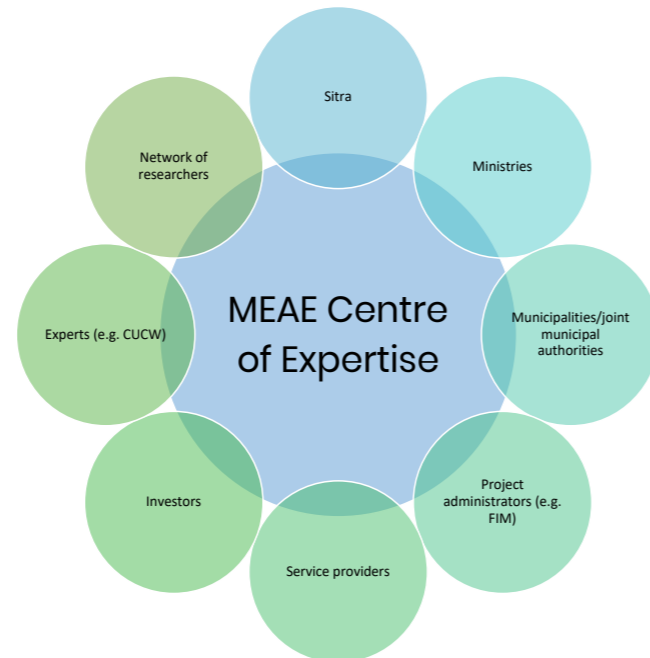


FIGURE 3. The SIB ecosystems in Finland.

in the municipality, and 3) the client process, which represents the steps in the client process.

The process descriptions were compiled from different data sets, and they are 'average' descriptions of the processes. It is not expedient to describe all the different processes as separate processes; instead, it is important to present the main guidelines and key milestones of the processes to allow the next implementers to continue on this road of evolution and develop processes suitable for their own activities.

The Children SIB has served as a demonstration of a new way of thinking and working in the prevention of the problems of children and young people. The first round of implementation has been challenging for the implementers. It is not that the operators lacked the skills or good will but that they did

not have experience-based knowledge of previous similar implementations. The interviewees identified an important transition phase between the planning phase of the process and the start of the implementation. The process planning phase appears to be a phase that requires an exceptional amount of time and effort, and the municipalities have not been able to assess the resources required for it accurately in advance. A broad preparation team has been considered to be an important way to increase knowledge and, for its part, prepare the launch of the model in different sectors. In the preparation phase, the planning and preparation of the launch of the concrete activities was considered to be important alongside modelling and agreements.

FIGURE 4. The SIB programme process.

SIB AS A PROGRAMME PROCESS

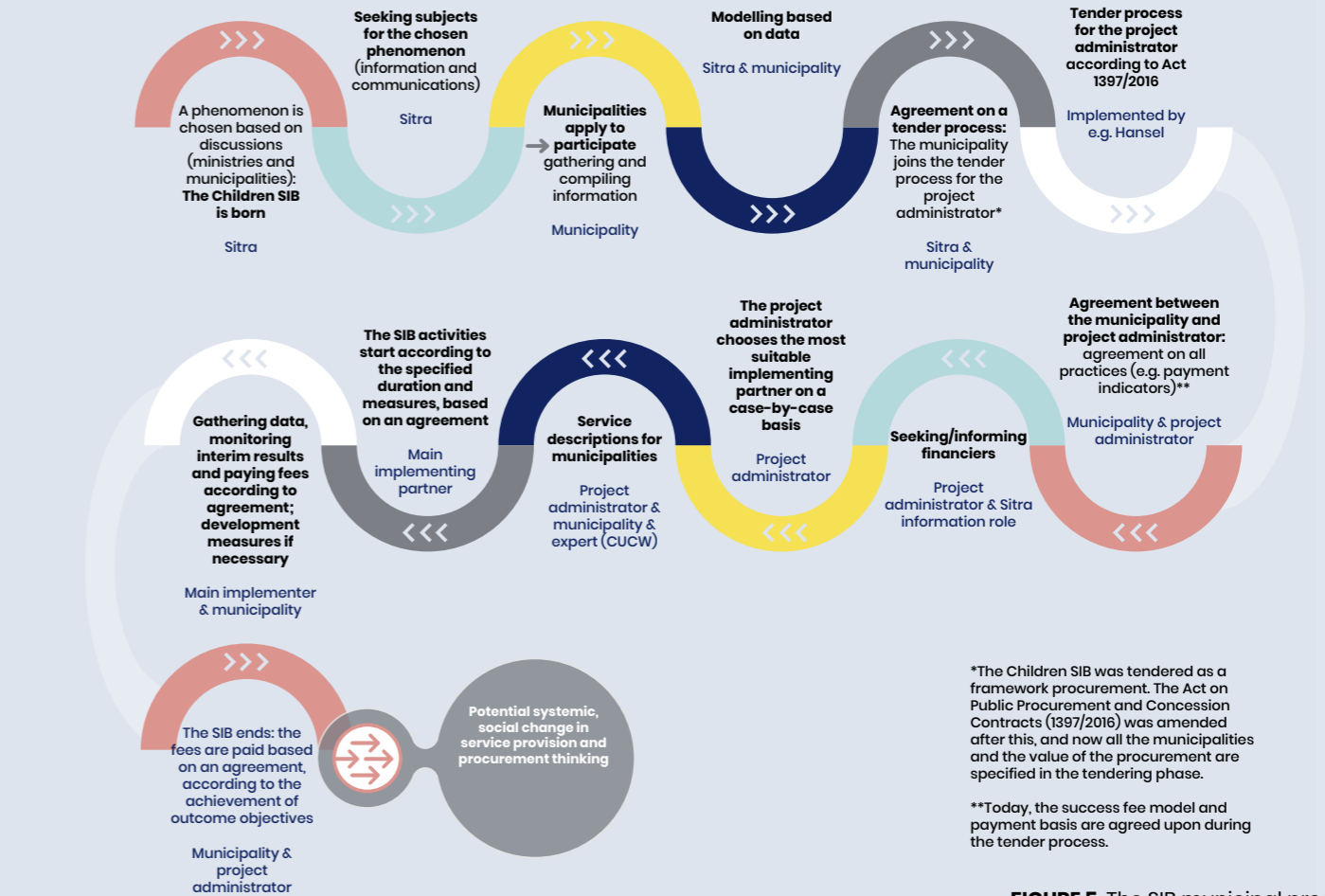
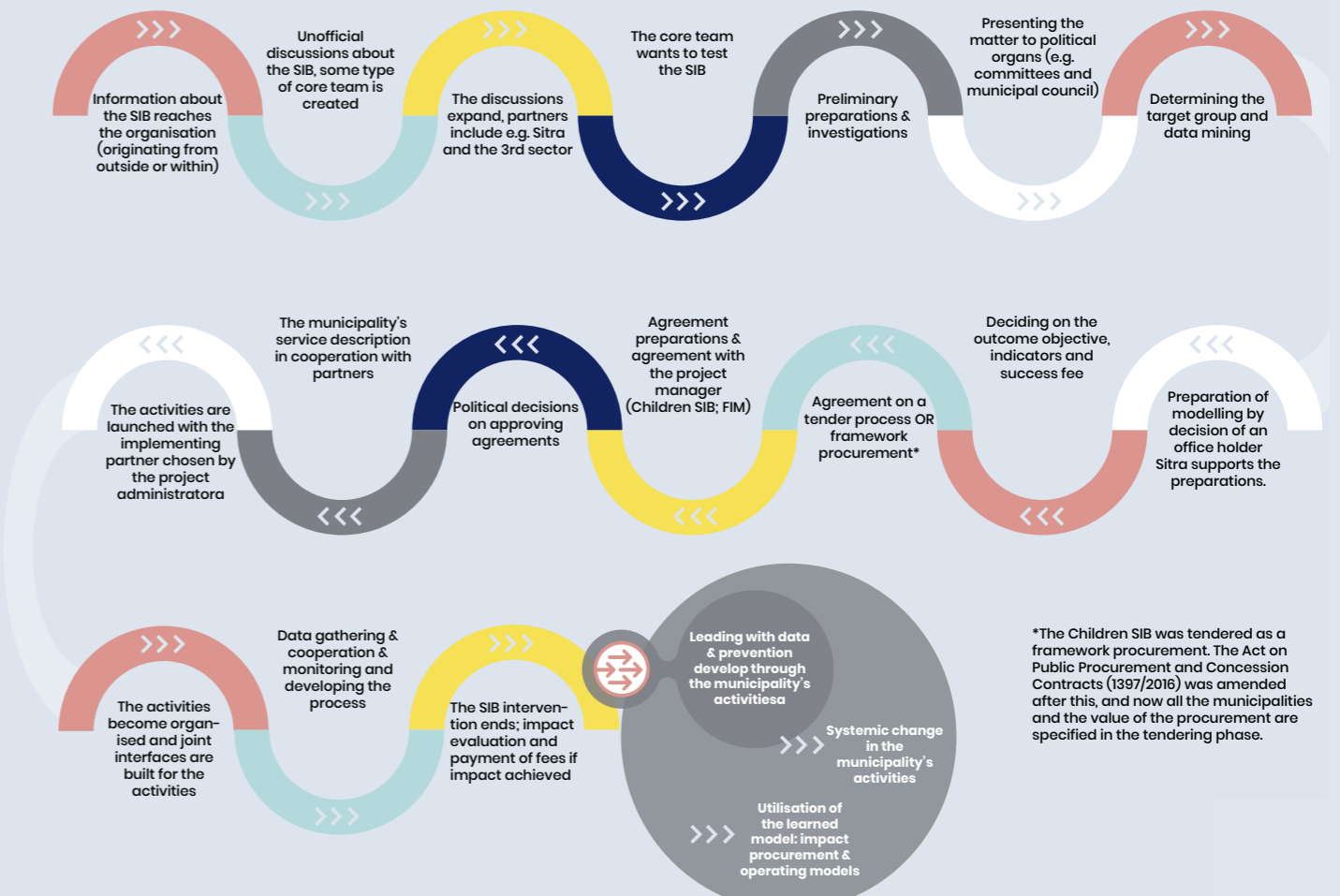


FIGURE 5. The SIB municipal process.

THE SIB PROCESS FROM THE MUNICIPALITY'S POINT OF VIEW



CHILDREN SIB CLIENT PROCESS

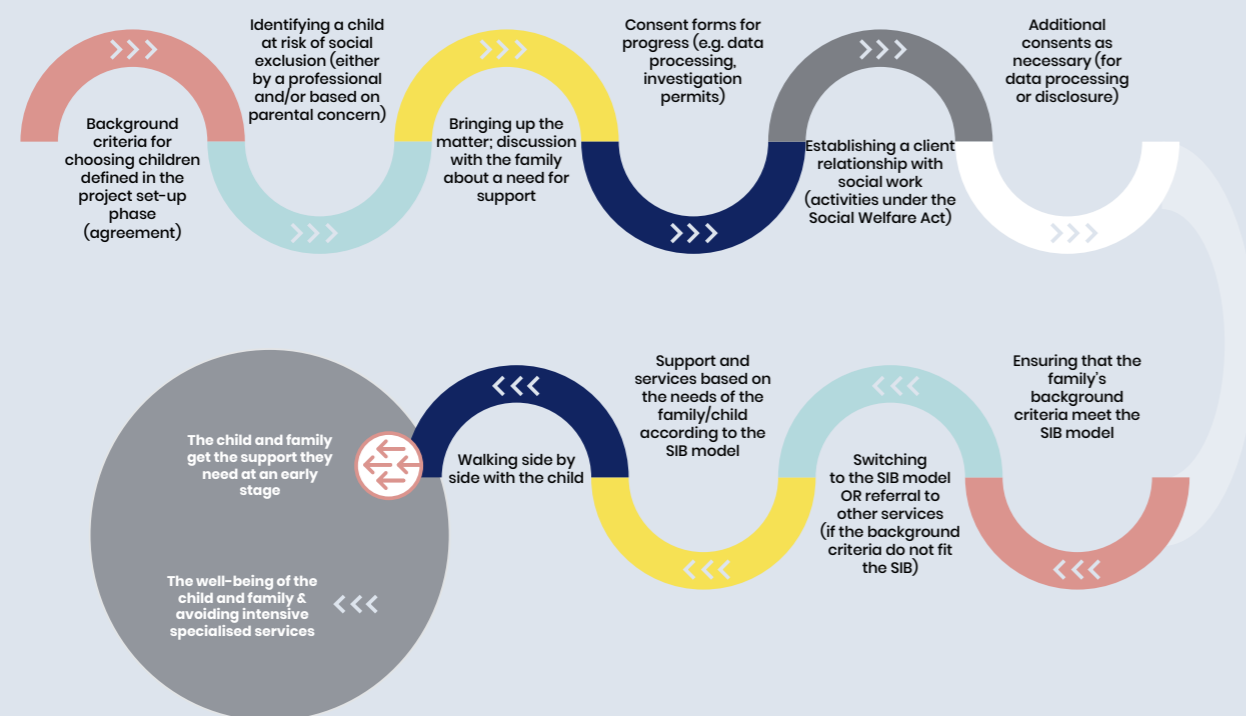


FIGURE 6. The SIB client process.

Observations about the implementation: an empirical analysis

In light of empiricism, we have examined the SIB operating model from the perspective of the Finnish administration system. We asked the data what special characteristics can be identified in the activities of municipalities and how they affect the implementation of the SIB operating model. Based on the analysis, we have divided these characteristics into four categories (Table 1): enablers, hindering factors, expectations and fears. First, we will bring up the factors that have allowed the SIB operating model to be applied to the Finnish welfare system. Next, we will focus on the hindering factors and elements that have hindered the application of the SIB operating model. The third category will compile the expectations for the operating model, while the fourth category will compile the fears and threats that came up during the interviews.

After these, we will examine the data from the perspective of enterprise resource planning (ERP). The review will first examine how the ERP-related problems of municipalities can be solved with the SIB model. Next, we will break down the problems that the implementation of the SIB model brings with it from the perspective of ERP. These perspectives are compiled in Table 2. Finally, we will elaborate on the criticism arising from the data as well as the concerns regarding the SIB model (Table 3).

Partly overlapping elements will come up in the review from different perspectives. However, the intention was to examine the observations according to the data, from different perspectives, and bring them up in different contexts.

5.1. ENABLERS

Ability to experiment: Regardless of the strongly regulated activities of municipalities, the SIB operating model shows that municipalities are prepared and willing to test new operating methods and service models. Municipalities want to develop their activities and understand that matters must be examined broadly. The growing social and health care service expenses of municipalities in particular place the municipalities in a situation in which they must seek out new ways of intervening in problems at an earlier stage. On the one hand, the adoption of the SIB model is a demonstration of the municipal system adapting to new types of service solutions, and on the other

hand it is a demonstration that municipal decision-makers (office holders and political decision-makers) are prepared to try out new types of financing and implementation models for services.

Committed developers: The SIB process is neither simple nor easy to implement. SIB processes require strong and long-term commitment from the operators. The municipalities typically have a core team that is in charge of the matters related to the project. Launching the SIB model requires data mining, creation of new processes, cooperation in different directions, communications throughout the organisation, problem-solving skills and long-term preparedness to promote common objectives, among other things. Launching and carrying out the

process requires broad cross-administrative understanding of the municipality's operating environment. It also requires preparedness to look into matters and engage in multidisciplinary cooperation to solve the questions related to the implementation.

Understanding change management: On the one hand, the implementation of the process is a major system-oriented effort that involves solving many practical questions about the implementation. On the other hand, it is a major change management process that delves deep into the organisation's operating and thinking models. These types of processes do not occur by themselves; instead, they require a special management and coordination resource. It has also been noted that SIB processes have a continuous need for this type of resource. The processes live and evolve constantly, and the parties involved must be able to respond to any needs for change. From the perspective of the municipalities, it is essential to understand that, regardless of the implementing partner, the SIB model requires a work contribution within the municipality, particularly from the perspectives of coordination, communication and cooperation. Another particularly important element in relation to change management is understanding the slowness of the change. Implementing a new type of operating culture throughout the organisation is possible in the long term.

Client-oriented perspective: The traditional operating method of the municipalities relies on the tradition of public administration, in which the key subjects of examination are statutory requirements and the municipality's financial leeway. Through various layered phases and sectoral divisions, the service logic of municipalities has ended up in a situation in which matters are examined from a sectoral perspective rather than a client-oriented perspective. One of the key ideas in the SIB model is putting the client-oriented perspective back into the centre of the activities and offering comprehensive, cross-sectoral support according to the client's needs. Another aim is to make the support processes more agile to allow support and help to be provided faster and more easily.

Systemic change: The SIB model is all about incorporating a new operating method and model into the operating environment of municipalities. This model is considered to provide an opportunity for a broader change in operating methods in municipal service provision. The model implemented during the SIB process (client orientation, early support, prevention) is seen as an operating method that can be incorporated into the municipality's own activities in the future. Municipalities have the ability to see new operating methods as platforms for a systemic change.

Network skills: The SIB process requires municipalities to possess a broad range of network skills. The implementation of the model involves a large group of operators and experts. The process manifests itself both as a broad, internal network process (different sectors horizontally and vertically) and as a model that reaches out beyond the municipality (third sector, project administrator, expert organisations, SIB networks). The flow of information between operators is a demonstration of the fact that municipalities possess network skills that make it possible to implement these types of multidisciplinary processes.

The municipality's strong role: Although a main imple-

menting partner is chosen for the service from among third sector operators in the SIB model, this does not eliminate the municipality's responsibility for the activities from a legal perspective. The municipality retains a strong link to the activities through its role as overseer.

5.2. HINDERING FACTORS

Fragmented structures: Service gaps have been identified in the Children SIB processes, and cross-sectoral operating models are required to fill them. At present, the structures of providing help are fragmented, and the processes of different sectors are not linked to each other. The support needs of the chosen client groups do not recognise the sectoral boundaries. In order to be functional, support and services must be able to cross these boundaries.

System orientation and language used by officials: At present, the service logic appears to be system-oriented. The services are broken down between certain sectors and crossing their boundaries is difficult. In contrast, the client's needs cannot be compartmentalised according to these sectors, particularly in complex situations. This situation lends itself to hinder the provision of support. The language used by officials may also be considered to be difficult to understand or too formal (e.g. an official pays a visit to a client versus a Family Partner visits a client). The terminology is often system-oriented rather than client-oriented.

Individual-centric and diagnosis-driven approach: Focusing on the individual is typical for the service system. The SIB model expands the field of helping. The whole family's situation is taken into account in the activities and the aim is to take it into consideration as much as possible and seek comprehensive solutions. The diagnosis-driven approach of the system has been identified as another problem in preventive work. Certain diagnoses are a condition for the provision of some services. In contrast, rather than a precise diagnosis, preventive work is focused on an identified concern, based on which the system wants to offer support and help. The diagnosis-driven operating model and the logic of preventive work are on a crash course.

Employee turnover: Employee turnover occurs for many reasons, and it is not something that can be changed. However, frequent employee turnover during client processes has been considered to be partly detrimental in support processes. On the one hand, it may slow down helping processes if it leads to a long waiting line for the official decisions required. On the other hand, it breaks the cooperation process between different operators (e.g. implementing partner/social worker) and between the client and the employee. Starting a new client relationship and partnership requires trust to be built anew between the operators.

Flow of information in organisations: Strong sectoral boundaries also manifest themselves in the flow of information and referrals to services. Implementing the SIB model in the organisation requires broad familiarisation with the subject. In order for the model to operate optimally, the information about the model, its target group and the criteria for selecting clients must first be communicated throughout the organisation. This is followed by the creation of the processes that allow clients to

be referred to support services in a controlled manner, and this information must, of course, be relayed throughout the organisation, from the management level to performance-oriented work. The flow of information between the different areas of cities is considered to be important to ensure that clients are referred to services evenly.

Allocation of resources to preventive work: Investing in preventive work has proven to be very difficult for resource-related reasons. The resources are spent on the provision of statutory services, which is why resources cannot be allocated to preventive work in the desired manner. As a financing model, the SIB has offered an opportunity to invest in preventive work.

Traditional procurement logic: The traditional procurement method for municipalities is performance-oriented. This procurement method does not recognise evaluation of the impact of the activities. Shifting the procurement activities towards a procurement model that is based on the impact requires a new type of procurement logic.

Annual budgeting logic: The municipality's activities and finances are steered with a financial plan prepared for a period of at least three years, and the first year of the financial plan is the budget year (Association of Finnish Local and Regional Authorities, 2020). The time window for financial planning is relatively short from the perspective of preventive work. When talking about the financial impacts of preventive work, this time window may stretch to decades. The current budgeting logic does not support longer-term work. From this perspective, changing financial planning would require a change in both the activities and ways of thinking in the work of office holders and political decision-making alike.

Service gaps: Service gaps were identified in municipalities during the launch of the SIB model. These types of gaps exist in the areas between universal services and specialised services, for example. The early support model and responding based on concerns are often difficult, as the forms of support may not necessarily exist or there is insufficient information about them. The system is able to respond to problems when people's well-being is low 'enough'. Service gaps that are identified and sought to be filled by establishing early intervention models and support play a key role in ensuring that clients are not referred to intensive specialised services with considerable costs.

Client data systems and leading with data: What is essential in SIB processes is gathering information on the activities targeted by the model. This information is used in assessing the cost impacts and as indicators of the impact of the work. In a municipal operating environment, it is not particularly common to gather information about these types of activities. Through SIB activities, municipalities also come in contact with new ways of using data and examining the impact of services with indicators. This provides a perspective and tools for a new model of leading with data. However, it has also been noted that the data systems of municipalities rarely meet this type of need for data.

5.3. EXPECTATIONS

Operating environment with multiple voices: Projects and new pilots are excellent platforms for testing new operating models. What makes the SIB model special is that the munic-

ipality has many experts as partners and assistants. SIB activities feature many things that are new to the municipal sector (e.g. impact procurement) and require special expertise to implement. Expertise and support have been available in different phases (e.g. Sitra, Central Union for Child Welfare and FIM). The model makes learning possible at different levels of the municipal organisation and shakes up old operating methods.

Win-win-win setting: When successful, a SIB project creates a setting in which all parties to the project are winners. 1) With preventive work, the municipality has an opportunity to save in the major costs incurred from intensive services, 2) the client receives help in an early stage, leading to health benefits, and 3) the investor receives value for their input and it becomes possible to fund new SIB models.

Creating new interfaces: Through SIB activities, the traditional model that is based on sectors ('silos') is joined by new activities that yield cooperation and joint interfaces between sectors. The model offers a structured connection and clear goal for the cooperation.

Modelling based on the emergence pattern of problems: When successful, the SIB model can be used to identify early signs and operating methods with which major problems can be prevented. The activities provide an opportunity to learn to identify early signs of needs for support and find methods and ways to support children, young people and families.

Impact of preventive work: When successful, the SIB model makes the model's health benefits and cost impacts visible and proves them with research results. This type of research data plays a very significant role from the perspective of preventive work and costs.

More flexible services and change in social work: The model provides an opportunity to establish preventive service models alongside corrective services, switching from a diagnosis-driven approach to responding at an early stage based on concerns, and changing the notions and ideas about a client relationship with social work being a stigma for the family. This change requires legislation and activities to be streamlined and an overall budgeting model that does not only examine expenses separately for each sector.

New way of operating and thinking: In the long term, the model makes it possible for new ways of operating and thinking to take root in the preventive work and social work of municipalities as well as cross-sectoral cooperation, client orientation and service provision.

5.4. FEARS

The SIB model is not a quick solution to problems: The model is not a quick solution to problems. It requires a great deal of preparation, internal resources, data mining in different phases and very strong commitment to the activities throughout the organisation. The fear is that not enough time is given to the change and that it will be abandoned too early.

The SIB model will remain separate: There is a risk that the SIB model will remain a separate project and fail to integrate into the municipality's activities to a sufficient degree. The fears include insufficient flow of information and acquisition of knowledge throughout different sectors as well as the cross-sectoral cooperation carried out in the project being for-

Enablers

- **The ability to try out** new operating methods and models, political preparedness included
- Municipalities have **committed developers** who have the desire and ability to advance processes like the SIB
- **Understanding change management** and responding to needs for change
 - coordination resources
 - long-term changes
- **Placing the client-oriented perspective** back into the centre, and pursuit of agile support measures
- The ability to see new operating methods as platforms for **a systemic change**
- The network skills **of municipalities**: Information sharing internally, among municipalities and experts, and nationally (SIB ecosystem)
- The municipality's **strong role** in defining services. The municipality's role as overseer in the SIB model, even though the implementer is the third sector

Expectations

- Pilots and projects: **operating environment with multiple voices** that allows things such as expert partners to be utilised
 - new financing models & impact procurement
 - enables learning at different levels
 - shaking up and changing the system
- At best, the SIB operating model leads to a **win-win-win** setting (municipality-client-investor)
- **Creating new interfaces** between sectors and operators
 - More structured connection between sectors, e.g. social and health care sector and education and well-being sector
- **Modelling and developing the emergence pattern of major problems**. How are the earliest signs of a need for support identified?
- The SIB model makes **the impact of preventive work visible and increases knowledge**
- **More flexible services** for clients
 - from a diagnosis-driven approach to responding based on concerns
 - streamlining legislation & activities
 - overall budgeting model
- **A change in social work** (eliminating the stigma of being a client) and new preventive service models
- In the long term, consolidating **a new way of operating and thinking** in the municipality

Hindering factors

- **Fragmented** structures and processes of helping
- **System orientation and language used by officials**
 - poor client friendliness/orientation
- **Individual-centric approach** (cf. the family orientation of the SIB) and **diagnosis-driven approach**
- **Employee turnover** breaks chains of help
- **Flow of information throughout the organisation**, at all levels. Referrals from different areas – is it balanced?
- **Allocating resources to preventive work** is difficult, but resources have been successfully allocated to preventive work through the SIB
- **Traditional procurement logic** that is based on performance does not evaluate the impact
- **Annual budgeting logic** does not support longer-term work (also requires a change in the activities and ways of thinking in the political system)
- **Service gaps** between universal and specialised services (people's well-being must be low 'enough' in order to get help)
- The **client data systems** of municipalities do not always meet the need for information and **leading with data**

Fears

- **The SIB model is not a quick solution to problems**; it requires a great deal of preparation, resources and data mining as well as strong commitment
- **The SIB model will remain a separate** 'project' instead of being integrated into the municipality's activities
 - flow of information (is it sufficient throughout different sectors?)
 - return to silos after the project
- **Due to the requirements of bureaucracy and legislation** (data protection), **municipality residents who need help are excluded** (failure to get all the required consents from the client)
- **There is a lack of operating models for preventive work**. Intensive services have clear operating models, but when employees notice something that they cannot immediately define in 'the grey area', they may not necessarily know what to do or they may refer the client to several services

TABLE 1: Which aspects of our system does the SIB model make visible?

gotten and the sectors reverting back to operating in silos.

Bureaucracy and legislation: The threat scenario is that the requirements of bureaucracy and legislation (particularly the Data Protection Act) will chip away at the agility of the model and leave municipality residents in need of help outside the model due to the requirements concerning various types of consents being difficult to understand.

There is a lack of operating models for preventive work: Municipalities have clear operating models for intensive services (e.g. child welfare services). There is no clear operating model for 'the grey area' (someone is concerned about a child but is unable to define this concern in more detail). This type of situation may lead to the client being referred to many different services 'just in case' or the case being put on hold because the right provider of help cannot be identified. A new type of approach (e.g. the Family Partner model) that involves using the client's needs as a starting point and working together to find solutions and things that facilitate everyday life places less of a burden on both the client and the system when the measures are focused correctly.

5.5. SOLUTIONS TO PROBLEMS IN ENTERPRISE RESOURCE PLANNING

Which problems in municipal ERP can be solved with the SIB model? In this subchapter, we will examine what types of problems in our current system the SIB operating model could solve, in light of the data.

Lack of data: Municipalities provide a great variety of services, but very little data is being gathered about them. Or, if such data is being gathered or is available, it is being used and analysed very little. The SIB model strongly involves a knowledge base, modelling, and analysing and utilising the data gathered about the activities. The model provides capabilities both for gathering data and utilising it in management.

From corrective to preventive: The model provides an opportunity to examine the impact of preventive work and gain new knowledge about it. This allows the focus to be shifted from corrective services to preventing problems.

Problems in working alone: A broad group of experts and cross-administrative cooperation tackle the problem of matters falling on the shoulders of a single employee. The model provides support for mapping and identifying the right support channel(s). The model brings various operators of different sectors (municipality, third sector, expert organisations) together, and the special cooperation structure allows a new type of information sharing, with the main implementing partners working closely together with the municipality's employees.

Differentiated processes: The SIB model unites the differentiated helping processes of different sectors. The model crosses sectoral boundaries and simultaneously unites operators in different fields.

Fragmented structure and short-term duration: The SIB model forces the different sectors of municipalities to cooperate and commits operators to common activities with a long-term model.

Accumulating problems: It is typical for clients' problems to accumulate and become complicated, without simple solutions, if the situation is prolonged. Timely provision of services

and support is at the core of the SIB model. Early intervention can prevent problems from accumulating.

High costs: Increasing costs have become a prevailing state, particularly in child welfare services. In the long term, the preventive work model is seen as a solution to halting the increase in costs if the assumed outcomes of preventive work are realised.

High threshold for seeking support: In the SIB model, the purpose is to provide low-threshold help for children and families. It is easier for families to accept this help because third sector operators are not labelled as 'authorities', they have more time per family (significance of meetings), the help and support provided are child- and family-oriented, and the forms of work are freer and more flexible.

5.6. PROBLEMS IN THE IMPLEMENTATION

What types of problems related to the adoption and implementation of the SIB model have been solved in municipalities? As we have stated several times in this report, the SIB operating model has been an effort for the participating municipalities. This is partly due to the fact that there were no ready models or processes to be found but also because the layered nature of the Finnish system has created an excellent environment for hindering factors. Skills and will are required to overcome these factors. In this subchapter, we will examine the problems that municipalities have solved in conjunction with the adoption and implementation of the model.

Budgeting: Reconciling the SIB model with municipal budgeting has given rise to consideration, as the implementation and agreement periods are long, which is not a good fit with the logic of annual budgeting or sectoral budgeting.

Processes and resources: As the SIB model is a new type of operating model, it has required processes to be created from scratch. Municipalities have considered how they can organise the work, what they must take into account and from where they can get the coordination resources required to advance the model.

Practical questions: The implementation of the SIB model has caused a great number of practical problems and questions that municipalities have tackled because a similar model has not previously been in use. In many cases, these questions have concerned practical matters that have required investigative work and a coordination resource. The case has not been about there not being a solution to the matters but rather the fact that the new model involves several questions that must be solved. Another thing that makes the Children SIB model exceptional is that all municipalities have their own problems that they have set out to resolve with a SIB model tailored to each municipality. Because of this, even peer-to-peer support does not always offer solutions to practical questions.

Bureaucracy and regulation: The municipal service system is a bureaucratic and strongly regulated sector. In relation to this, municipalities have had to look into the terms under which people can be helped from the perspective of the Data Protection Act, for example, and what types of consents must be gathered from clients. Reconciling legislation and practice has required a great deal of work in SIB models.

Communications: As a whole, the SIB model is complex,

and understanding it requires successful communications. This information sharing is needed in different phases of the process, targeted at different parties. In the initial phase, the need for communications is highlighted in decision-making and committing the operators to the process. In the launch phase of the activities, it is important for the information and message to be passed on to all the sectors and operators involved, across sectoral boundaries. What is needed in the implementation phase is communication between the steering and implementing parties, information sharing for the purpose of evaluation, as well as communication about the progress of the entire project for the purpose of political decision-making, among other things.

Ethical questions: The SIB model is based on modelling and the chosen background criteria, based on which the clients (children) are chosen. There has been ethical debate in relation to these criteria regarding the grounds on which children are being chosen and whether there is any flexibility in the criteria.

Monitoring and reporting: There are no ready models for monitoring and reporting on projects. This has given rise to consideration of what type of internal reporting municipalities should carry out in relation to the implementation. And what level of reporting is sufficient when thinking about the future? There are no ready answers to these questions.

5.7. CRITICISM AND THREATS

The SIB model has also evoked criticism, concerns and threat scenarios related to the future. In the next subchapter, we will summarise the concerns related to the SIB model. The compilation below also includes the views that were brought up during the SIB model's preparation phase in order to also give visibility to the various concerns that were raised during the preparation of the process.

The municipality's own activities vs. the SIB: Particularly in the preparation phase of the SIB model, questions were raised regarding why similar activities will not be implemented as part of the municipality's own activities.

Ideological questions: The model gave rise to consideration of how the fees paid in the model will be dealt with if the objectives are achieved. There was also discussion about the attitudes towards services being provided in a way other than through the municipality's own service provision.

Impact and modelling: In relation to the impact, the question was raised about how we can be sure that the measures

in the SIB model have yielded the desired outcomes. What if the costs decrease for some other reason? Or what if the costs increase despite the SIB model and the target group does not cause costs after all? Another perspective raised is a piece of criticism regarding whether the modelling is based on a sufficient knowledge base and whether it can be trusted.

Financial risks: With regard to the financial risk, the views are at the opposite ends. Some feel that the model involves major financial risk. The risk scenario is that the municipality needs to pay the fees but the costs increase and no savings are generated. Others are of the view that the model provides an excellent opportunity to try out preventive work with low financial risk.

Selection of clients: Two themes have emerged in relation to the selection of clients. On the one hand, there has been consideration of what will happen if the 'wrong clients', who would not have caused high costs in any case, end up as clients. On the other hand, there may have been doubts, particularly in the early phase of the project, that 'cream skimming' will occur in client selection, i.e. that cases that can easily yield good results will be chosen as clients. However, it must be clarified in this context that the clients are chosen according to the background criteria of the modelling, meaning that not just anyone can become a client. Furthermore, the service provider does not receive a success fee, and the project manager only receives pseudonymised data about the clients.

Time window: From the perspective of a potential systemic change, there has been consideration of whether sufficient time has been reserved for the change, i.e. whether the time window for the SIB project is sufficient to launch a systemic change in the organisation.

Regional reform: With regard to the future, there was speculation about who would be left responsible for paying the fees and charges if the regional reform is implemented in the next few years. This is considered to pose the risk that the fees would fall to the municipality to pay, thereby undermining the municipality's financial situation.

What problems can be solved with the SIB model?

- **Lack of data:** Utilising existing data or data that can be collected & leading with data
- **From corrective to preventive:** The ability to invest in preventive work and prove its impact
- **Problems in working alone:** multiple voices and expert support network. The SIB model brings different operators (municipality & third sector & experts) together; the SIB model features a special cooperation structure with the service provider that involves working in the same space & joint development, among other things (cf. traditional purchased services separate)
- **Differentiated processes:** The SIB model unites differentiated (different sectors) helping processes and crosses sectoral boundaries
- **Fragmented structure and short-term duration:** Operating model for long-term commitment and continuity
- **Accumulating problems: Timeliness of services** and early intervention, which prevent problems from accumulating
- **High costs:** In the long term, cost savings from intensive services (impact of prevention)
- **High threshold for seeking support:** The SIB model offers low-threshold help. It is easier for families to accept help from the implementing partners
 - not labelled as authorities
 - more time for families
 - family- & child-oriented approach
 - freer forms of work (less specific job descriptions)

What problems does the SIB model bring with it?

- **Incorporating the SIB model into municipal budgeting** (short-term duration and sectoral budgeting): Costs and fees in the future
 - Exceptionally long agreement periods
- **Creating a process** from scratch and **employee resources:** How will the process be organised, from where will the resources/employees be obtained?
- Many **practical questions** to be solved (as all SIBs are unique)
- The municipality's **bureaucratic operating environment and strong regulation** (can people be helped? – Data Protection Act/Social Welfare Act) How can legislation and practical activities be reconciled and made to function seamlessly?
- Sufficient **communications:** The SIB model is complex, and understanding it requires successful communications
- **Ethical questions** about selecting children; criteria
- There are no models for **monitoring and reporting.** What qualifies as sufficient internal reporting for the future?

TABLE 2: Problem-solving and problems.

Criticism

- Why will the activities not be implemented as part of the municipality's own activities?
- Ideological questions about fees and things other than the municipality's own service provision
- How can the impact of the intervention be verified? What if we have to pay 'double' (the costs increase and fees have to be paid)?
- Criticism towards modelling
- Financial risks (Questions and speculation about the final cost to the municipality, as no one knows it yet. But some see it as an opportunity to experiment with a relatively low risk. Others consider the financial risks to be great. The same thing looks different to different people.)
- 'Cream skimming' in client selection (note that the fund only receives pseudonymised data about the clients and any success fee is paid to the fund, not the main implementing partner)
- What if the 'wrong' clients (who would not have caused major costs, even without an intervention) are referred to the activities?
- Is enough time being given for a systemic change?
- What if the regional reform takes place; who will have to pay the fees/costs?
- Criticism of the criticism: Not doing anything will certainly cause risks (better to try and stumble than not do anything at all)

TABLE 3: Criticism.

Insights into the Children SIB processes

The examination of the SIB processes has yielded many important insights, and the SIB processes of municipalities are interesting from the perspective of the municipal governance system. The processes deviate from the traditional ways of organising municipal services in many ways, and we are not claiming that applying these types of models is without problems. Additionally, there are many perspectives from which the SIB debate can be approached (see Figure 7). However, our empirical analysis shows that there are many factors in municipalities that enable a change and provide a foundation for building new operating methods. The SIB operating model not only exposes pitfalls that have formed within and at the edges of the layered Finnish municipal administration system but also offers tools for navigating around them. The most valuable part of the SIB operating model is the way in which the model crosses boundaries inside and outside organisations and creates an encouraging framework within which the network works towards the common objective and is able to solve problems.

From the perspective of governance thinking, one special characteristic of the SIB model is the structure of the joint activities, which ties the different operators (municipality, third sector, administrator/financier) together closely. The criticism against traditional network activities focuses on the fact that networks are not able to make decisions in difficult situations, and they unravel easily (see e.g. Kjær, 2011, 107). The SIB model has successfully created a network-like structure in which the commitment and joint goals of all the participants are so strong that the system remains functional and tight despite any difficult phases. In the SIB model, contractuality and the clear objective shared by all parties keep the network intact. The achievement of the objectives is monitored, and the activities are redirected in an active and solution-oriented manner based on this monitoring.

The Finnish municipal service system is layered, with the different layers resulting from long-term development (see e.g. Osborne, 2006; Hakari, 2013). An examination of these layered

When talking about the SIB model, we can refer to many different things. In different contexts, the term SIB model can refer to the following, among other things:

- a financing model in which preventive work is funded with investment funds allocated through a fund
- an operating model in which the service provider in preventive work is a third sector operator, i.e. the main implementing partner
- a new type of operating method based on impact, in which the operating logic (in the operational sense) can potentially be scaled to the municipality's own activities; a systemic change perspective.

FIGURE 7: SIB interpretations.

starting points shows that we did not end up with the emphases and operating methods represented by our administration system (e.g. legislation and economy) by chance. These emphases in the starting points and goals of the administration continue to affect the activities of municipalities, and new operating methods are built on top of – and under pressure by – these previous principles.

In client work and from the perspective of the client interface, the SIB model does not manifest itself as an exceptional operating method; instead, it manifests itself as a type of demonstration and method, among many others, to provide help and support for families. The special nature of the SIB model is primarily visible in the modelling of social benefit as well as the client selection criteria built based on it. In contrast, in municipal decision-making and administration the model manifests itself as a new type of operating method that requires both comprehensive information and preparation. The new type of procurement logic that is based on impact and results requires a knowledge base to be put together and evaluated. Additionally, from the perspective of administration the model's implementation requires a special coordination resource who simultaneously serves as an important link in the interaction between the municipality, project manager and implementing partner and, through this, in the evolution of interventions.

When the SIB model is examined in the interface between different professions, we must take into account four key elements (see Tuurnas, 2016, 83) that can be used to support the creation of the joint process. Elements such as evaluation and risk management are needed to support management. The municipality's internal evaluation data, data gathered in the implementation and external evaluation data are important from the perspective of process management. From the perspective of the organisation, the SIB model involves cross-sectoral cooperation, and it must be simultaneously ensured that there are horizontal responsibility structures in place. What is needed from the perspective of the process is expansion of the data platforms as well as responsibility structures focused on the process. The SIB model has shown that leading with data is only possible when there is sufficient data available. The various responsibilities in the processes must also be identified in order to clarify the different roles of the operators as part of the process. From the perspective of the operating culture, it is important to expand professional processes and take the values and norms into account. The SIB model forces and attracts different professions and sectors to cooperate. Additionally, it places the client, child or family back into the centre and as the starting point of the activities time and time again.

The SIB model has brought perspectives related to preventive interventions to the debate about the service provision of municipalities. The SIB model is one way to test the impact of early interventions on both well-being and cost development.

When examining the SIB model, it should be taken into account that the output yielded by the input can be evaluated in the first phase. After this, we can move on to evaluating the outcomes and finally, in the long term, to evaluating the impact. In other words, the data on the impact will not be obtained until years later, but the outcomes can be examined throughout the implementation process. The SIB process has revealed that municipalities have an internal desire to develop service integrations, but it is difficult for them to find the channels and resources (time, skills, funds) for this purpose. The SIB model has solved some of the problems related to sectoral budgeting. In the SIB model, the funding is obtained through the project manager (from investors in the SIB fund). The available budget is allocated in its entirety to preventive work, which, for its part, crosses sectoral boundaries. The budget for preventive work does not compete for the same resources with the other tasks of the sector. In the SIB model, the resources follow the client, and the helping process does not falter within the traditional budgetary framework of sectors. The SIB model is an operating platform that cuts through the boundaries between sectors and allows client-oriented interventions to cross these boundaries.

In the whole formed by municipalities' social and health care services, the Children SIB implementations are special interventions targeted at a particular selected client segment. When successful, a SIB implementation breaks the cycle of increasing costs for this targeted group. Encouraging experiences and successes are a way to find effective operating methods that can be scaled, leading to significant broader changes in cost development.

The SIB model is seen as an opportunity to consolidate a new, effective service model in municipalities that will increase the well-being of families and bring cost savings when the focus shifts from intensive, corrective services to supporting everyday life. The methods for achieving these goals include finding effective models for preventive work and generating more client value based on data.

6.1. OUR SIB SYSTEM CROSSES PITFALLS – KEY QUESTIONS IN THE CHANGE OF DIRECTION

We have identified five key questions relating to how the SIB model can be used to cross the pitfalls in the Finnish municipal administration system. These pitfalls have come about as part of the layered governance system, as a result of years of development. The SIB model has shaken up the system and is introducing new types of client-oriented operating methods into our service system. Next, we will present five key questions that are at the centre of the debate about changes to the Finnish administration system.

1. Key question: Is the focus on the individual or legislation?

The SIB model has revealed the greatest strengths and weaknesses in our system: the municipal operating model is centred around legal provisions. This starting point does not always serve people or families. Professions interpret client orientation through their profession-tinted glasses and not always from the individual's perspective. Meeting the minimum requirements of legislation is an illogical starting point for helping people, particularly in preventive work. The fact that the SIB model sets out to solve the client's problems together, from the perspective of the client's needs, is a new type of approach that serves the operating logic of preventive work.

2. Key question: Overall budgeting for preventive work or silo budgets?

The SIB model jumps over and circumvents the debate about silo budgets. Without the SIB model, we would be forced to discuss whose budget will be used to cover the costs of preventive work and whose budget will reflect the outcomes of this preventive work. The SIB model enables the implementation of preventive work that is independent of sectors from the perspective of finances.

3. Key question: The point of view of the client or the sector/profession?

In the SIB model, a core team comprising key individuals (representing different organisations) solves problems and questions encountered in the implementation of the model. The starting point of the activities of this team is the client's point of view. The activities tackle traditional processes and discussions limited by sectoral boundaries with the help of the core team. The SIB activities also require organisations to engage

in horizontal, vertical and cross-sectoral cooperation. They simultaneously offer an opportunity for joint learning experiences both within the organisation and with external operators.

4. Key question: Continuity and walking side by side with the client in everyday life or short-term diagnosis-driven care?

The main implementing partner's operating model (e.g. Ice-hearts or the Family Partner model of SOS Children's Village Finland) is not a solution to all the needs of preventive work as such. The models are excellent demonstrations of this new operating method. They reveal a human-oriented perspective that should be a matter of fact for us: everyday life and coping with it is everything, and sometimes you need someone to walk side by side with you. The models provide children and families with long-term companions who can, at best, patch up the lack of trust that may arise between the client and the authorities due to employee turnover, for example.

5. Key question: A long-term change or sticking to the old ways?

The SIB model also shows that slow progress must be accepted in complicated problems. There are no quick solutions that could change the direction of a long-term trend at lightning speed. Depending on the municipality, the SIB model provides a timeframe of several years for changing the operating methods and building a new human-oriented service model.

Lessons learned from outcomes contracting in municipalities

We know that there are no simple solutions to complicated problems. However, this does not have to mean that we should not try and solve them. The implementation of the Children SIB manifests itself as a bold first attempt to tackle 'wicked problems'. We have examined this from the perspective of the activities of municipalities specifically. Practical implementation of the Children SIB operating model requires a great deal from the municipality. In order for the process to succeed and results to be achieved, many changes must take place within the municipality in the ways of thinking, organisation, communications and cross-administration. The SIB model forces different professions to come to the same table to solve and prevent wicked problems. The processes are long, forcing different operators to work together and concentrate on the everyday life of the selected target groups and adapt the interventions based on the experiences obtained about them. We can already see that the new operating model can, in many ways, affect municipal service culture and its principles, procurement practices and costs, as well as the well-being of children and young people through prevention and by identifying service gaps. These outcomes, of course, become highlighted if the objectives defined in advance are achieved.

This study is based on the point of view of the municipal administration system. We have identified three key processes that overlap in the SIB model. These processes are called the programme process, municipal process and client process. We have examined the opportunities, hindering factors, expectations and fears related to the SIB model. From the point of view of the Finnish municipal administration system, we have elaborated on the perspectives into the types of problems that can be solved with the SIB model and what types of problems the model brings with it. With the help of the realistic evaluation framework, we have, at this stage, been able to examine the process from the first hypothesis phase to modelling, reflecting on what might work, for whom and in what circumstances. We have also been able to examine preliminary observations on the mechanisms, conditions and anticipated results of the implementation. The first stage of the implementation is well underway in the municipalities. Because of this, regular examina-

tion and further research on the subject is important in order for us to eventually reach the third phase of the realistic evaluation cycle, i.e. evaluation of the impact of the realised operating model. (Cf. Pawson & Tilley, 1997; Rostila & Torniaainen, 1999.)

The first key question in the study was: how has the operating model affected the operators' notions of effective interventions? The SIB model is an excellent and concrete example of an operating method that can be used to test and verify the significance of early intervention in the prevention of more serious problems in practice. It has provided a model that also allows for leading with the data available. What is particularly important in this is modelling the social benefit on which the whole model is based in Finland. With regard to the outcomes, the mood in the cities is expectant but fairly positive.

The second research question we examined was: in what manner is the significance of the integration of services and operators being talked about in the cities that are implementing

SIB projects? The cities that apply the SIB operating model had long identified a need for cross-administrative cooperation and a child- and family-oriented perspective. The difficulty posed by different sectors having separate helping processes and the problems in the flow of information between them are widely known, and all operating models that allow the matters of the child and family to be examined comprehensively and in the long term are welcome in cities. The SIB model has produced this type of operating model: in these processes, the third sector service provider maintains a child- and family-oriented perspective and works across sectoral boundaries.

The third research question was: how well has the SIB model succeeded in strengthening the shifting of the focus from corrective services to preventive services? There has been a clear need for preventive work, but the insufficiency of the funding for a preventive input has posed a problem. The SIB model ensures funding for cross-sectoral and family-oriented preventive work without taking away from necessary corrective activities. The implementation of the model is at a very early stage, which is why it is too early to talk about shifting the focus to prevention on a large scale. Nevertheless, the model is seen as an opportunity for shifting the focus from corrective actions to prevention. The SIB model has also evoked hopes for a potential systemic change in two ways. On the one hand, it has been seen as an opportunity for making outcome-based procurement logic more common. On the other hand, it has been seen as an opportunity to adopt a new type of operating method and service model that learns from the third sector's operating models with regard to family-centric and long-term, family-oriented helping processes as well as supporting the everyday life of families.

Our interpretation of the SIB model follows along the same lines as the most recent study (see Albertson, Fox, O' Leary & Painter, 2020). Instead of a model related to development under the market terms (NPM), we are, in fact, talking about an application that embodies the theory of governance (NPG) fairly well. The SIB model requires in-depth cooperation between various operators and with interest groups both within and outside the municipality. Although the responsibility for helping children and families falls to the partners in the model, it also requires very extensive input from the city in order to function. On the one hand, this input is required from office holders in social services due to the special nature of the Children SIB model, and on the other hand special input is also needed for coordinating the project and implementing it throughout the organisation. The model forces municipalities to engage in cross-administrative work. This also requires support from the management.

The SIB model is not simple, and it also involves risks and threat scenarios. Data on the impact of preventive work is gathered in conjunction with the activities. However, the results of this type of work can only be evaluated in the long term; in practice, we are talking about several years. From society's point of view, it is necessary to discuss the perspective of whether municipalities can afford to wait for the impact evaluations of preventive work for 15 years, for example, or whether it is better to try and curb the increasing costs of specialised services with preventive support measures, even though airtight evidence on their impact is not yet available.

When talking about the SIB model, people often ask on which horizon are the operators' eyes focused. Are the indicator and horizon of the activities linked to the current year of operation or term of office? Or are the operators gazing further into the future, at a time decades later, in which case the objective is to implement a systemic change in the municipal service logic and shift the focus from corrective, intensive services to early support and family-oriented, low-threshold companionship. At present, the costs of child welfare services are continuing to rise. The current system is unable to tackle the problems of children and young people sufficiently early, leading to the problems accumulating in a concerning manner. The examination of the SIB operating model shows, on the one hand, that there is room for development in our system, and, on the other hand, that changes are considered to be possible and desirable. If the results of the analysis described in this report had to be summarised in brief, we could say the following: modelling the benefit of society provides an excellent foundation for considering early-stage interventions and the procurement of outcomes, but, in the end, the most valuable thing is that the SIB operating model forces cooperation to always go back to the basic question of what would help this family.



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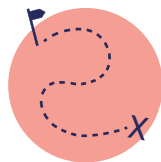
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