



Høgskulen
på Vestlandet

SAMSPEL
BEREKRAFT
NYSKAPING

Activation as integration: Changing
contexts for the street level in Norway

Kjetil G. Lundberg
Oslo
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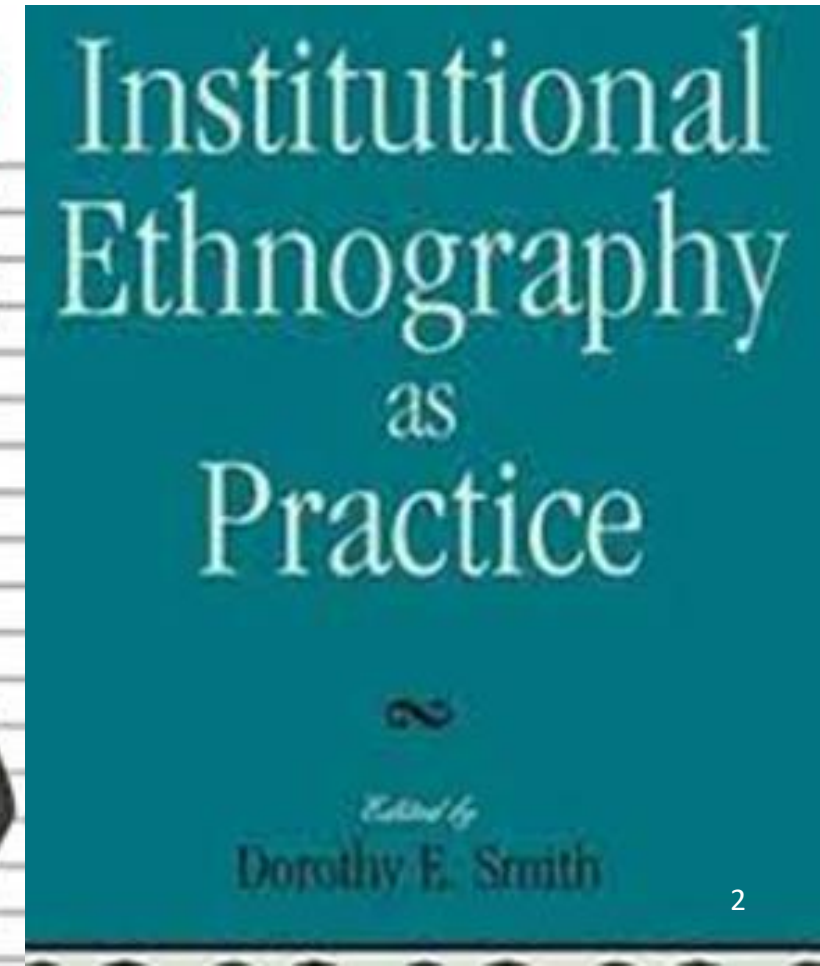
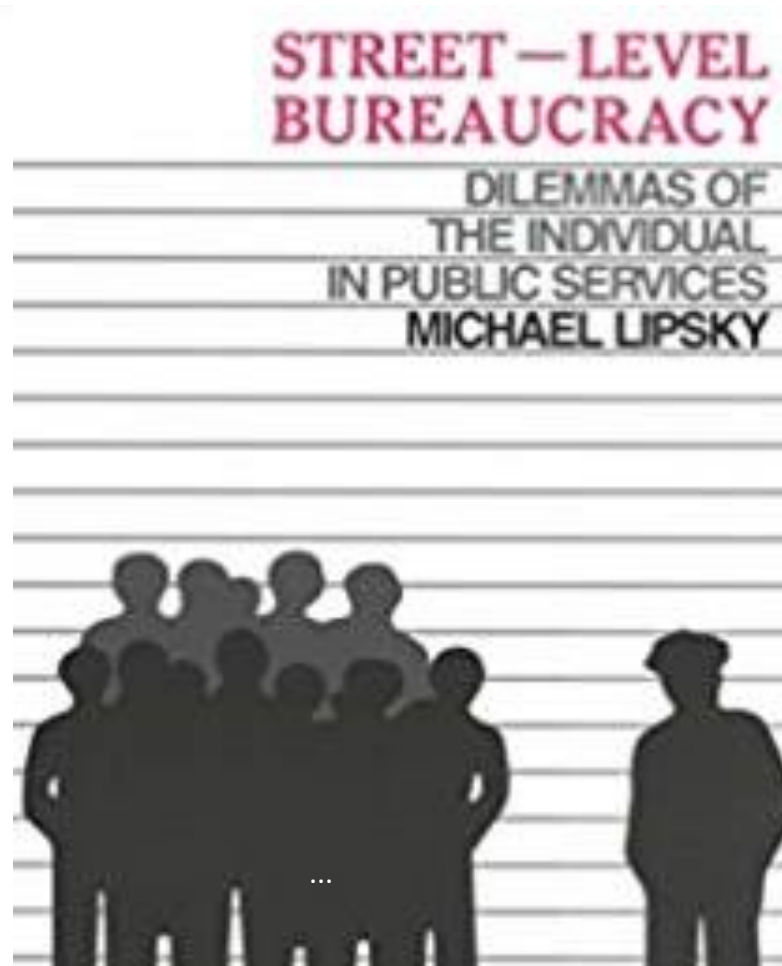


Theoretical and methodological orientations

SLB theory: Time-honored accounts of professional discretion and dilemmas in professional practice

IE: Methodology for researching the institutional complex from people's standpoint

(key words: standpoint, work, text, ruling relations)



Hidden messages in a digital form –social allowance application

You can read and write – in Norwegian and with digital tools

You have a residence, a bank account, citizenship and a phone

you may explain in your own words, but only briefly

You have 0, 1, 2, 3 or 4 children

Your economic challenges is likely to affect your childrne but that's not up to you to evaluate

You are only acknowledged as a job seeker if you are followed up by NAV



SØKNAD OM ØKONOMISK SOSIALHJELP I

Etternavn	Fornavn
Adresse	Fødselsnummer (11 siffer)
Postnr/Sted	Telefon
Statsborgerskap	Kontonummer

Det søkes hjelp til:
 Bidrag til livsopphold Bidrag til boutgifter Andre formål – spesifiser: økonomisk råd/veiledning:

Kort begrunnelse for søknaden:

Sivilstand	<input type="checkbox"/> Ugift <input type="checkbox"/> Gift <input type="checkbox"/> Samboer <input type="checkbox"/> Separert/skilt <input type="checkbox"/> Enke/enkemann <input type="checkbox"/> Registrert partner			
Ektefelle/samboer	Personnummer:		Navn:	
	Adresse			
Barn	NAVN	Fødselsnummer	Barnehage/skole/arbeid	Bor sammen med søker
				<input type="checkbox"/> Ja <input type="checkbox"/> Delt 50/50 <input type="checkbox"/> Nei
				<input type="checkbox"/> Ja <input type="checkbox"/> Delt 50/50 <input type="checkbox"/> Nei
				<input type="checkbox"/> Ja <input type="checkbox"/> Delt 50/50 <input type="checkbox"/> Nei
	<i>Skjema «kartlegging av barns situasjon» fylles ut i samtale med veileder</i>			
Boforhold	<input type="checkbox"/> eier bolig/leilighet <input type="checkbox"/> leier enebolig <input type="checkbox"/> bor med foreldre <input type="checkbox"/> andre personer som bor i boligen <input type="checkbox"/> uten fast bosted <input type="checkbox"/> leier leilighet/rekkehus <input type="checkbox"/> institusjon <input type="checkbox"/> omsorgsbolig <input type="checkbox"/> annet			
Bostøtte	Innvilget <input type="checkbox"/> Ja <input type="checkbox"/> Nei <input type="checkbox"/> Venter på svar			
Arbeids-/utdanningsforhold	SØKER		EKTEFELLE/SAMBOER	
	<input type="checkbox"/> arbeid heltid. Arbeidsgiver		<input type="checkbox"/> arbeid heltid. Arbeidsgiver	
	<input type="checkbox"/> arbeid deltid. Arbeidsgiver		<input type="checkbox"/> arbeid deltid. Arbeidsgiver	
	<input type="checkbox"/> skoleplass		<input type="checkbox"/> skoleplass	
	<input type="checkbox"/> arbeidssøker med oppfølging fra NAV		<input type="checkbox"/> arbeidssøker med oppfølging fra NAV	
<input type="checkbox"/> ikke arbeidssøker		<input type="checkbox"/> ikke arbeidssøker		
Trygd/Pensjon	SØKER		EKTEFELLE/SAMBOER	
	Venter på svar på krav om stønad etter folketrygdlov <input type="checkbox"/> Nei <input type="checkbox"/> Ja: spesifiser:		Venter på svar på krav om stønad etter folketrygdlov <input type="checkbox"/> Nei <input type="checkbox"/> Ja: spesifiser:	

Context

- Active labour market policies from 90-es and 00-es
- Between conditionality and personalisation
- The Nav reform (2007-2011); A major policy and organizational reform: work inclusion, service integration across state-level and municipal services, and service improvement for users as top priorities (see Andreassen & Aars; 2015).
- › Yet, later interest in co-creation and innovation in activation services (Larsen & Caswell, 2022; Clasen & Mascaro 2022; Breit et al, 2017)
- › 2015-present: a range of new work inclusion initiatives and programs within the Nav system that use methods and resources that are extended beyond the standard follow-up service (see e.g., Gjersøe 2021; Bakkeli & Breit, 2022; Bakken & van der Wel, 2022).
- Targeted groups: Immigrants, youth, people with mental illness
- Recent policy framing additions to work inclusion: child poverty, child orientation

Ideals, realities and dilemmas at the street level of NAV

- «I en arbeids- og velferdsforvaltning som setter brukeren i sentrum må organisering, arbeidsmåter, rutiner, ledelse, personalpolitikk og administrativ kultur *gjennomføres av respekt for brukeren som menneske og enkeltindivid.*» (St.Prp Nr. 46 (2004-2005):10).
- «Jeg vil forsterke plikten i mottet "Gjør din plikt, krev din rett" (...) Mitt budskap er derfor at sosialklienter også skal stå opp om morran. De skal ut å delta i samfunnet» (tidl. Arbeidsminister Bjarne Håkon Hanssen, i Dagbladet, 9.11.2005).



ORIGINAL ARTICLE

Digitalization, Street-Level Bureaucracy and Welfare Users' Experiences

Hans-Tore Hansen ✉, Kjetil Lundberg ✉, Liv Johanne Syltevik ✉



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Det digitale NAV kontor

Informasjonsnettsted → Tjenestekanal – det digitale NAV kontoret Tilgjengelig 24/7

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Iterations of Work Inclusion beyond the standard(ized) service

- Our definition of “standard service”: ...the minimum follow-up process of the work assessment allowance scheme and economic social assistance allowance. The standard service is characterized by high caseloads combined with scarce resources, and has a more generalist approach to case management, with strong elements of conditionality and enforcement of compliance.

‘New Patterns’

‘Norwegian & Work’ (NorA)

‘Extended follow-up’

‘Individual Placement and Support’ (IPS)





Accountability in personalised Supported Employment-based activation services

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Suzan Mbatudde Skjold and Kjetil Grimastad Lundberg

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Journal of Social Policy

Article contents

- Abstract
- Introduction
- Accountability and personalisation in frontline work
- Context: NAV's Extended Follow-up

Abstract

This article explores the accountability experiences and orientations of frontline workers implementing personalised activation services in the Norwegian Labour and Welfare Administration (NAV). The study draws on observations and interviews (2021), with three teams of employment specialists using Supported Employment as an approach to personalised service provision, in a national programme called Extended Follow-up. Adopting the theoretical lens of accountability as behaviour of accountability, three strategies on how to adapt

Family
coordinator
in 'New
Patterns'



Family coordinators at work - Building trust and change through a combination of administrative, practical and emotional support

- The start of the relationship: A hectic period for the family coordinator
- «When we enter... they may have built up a house rent delay, perhaps a warning on termination of the housing contract, a lot of unpaid bills and they have completely lost the overview (...) but I experience that for most of the families, it takes 6 months to a year...» (family coordinator)
- Mapping of the family's situation
- Practical help of many kind
- Coordinators come in position with the families – trust bulding
- Involving the different services around the family; activating rights and needs – establishing new objectives
- (e.g. children's needs, education, employment, health improvements, housing...)

Trust, timing and sensitivity

- «... we are not only coordinators on the system level, sometimes we are next of kin, social support, “friend”, mental nurse, taxi driver... we are a lot of things on the system level, coordinating and cooperation with the other services and get them going, enabling cooperation, but also down on the ground, help them with homework and get them through exams”
- Relationship, trust and knowledge is built over time; time sensitive work
- Family coordinators – available to the families over time
- “Those that struggle to get trust and that really hold their guard up, with those it is especially positive that we have so much time available, because they have often been a little critical and abrupt with the services and then they have been quickly dismissed, while in this project we can use some time with building trust. To take our time it takes, to allow some breaks, that they don’t show up... I feel that we can be very flexible in encounters with families” (family coordinator)
- Ongoing negotiations on focus and objectives

Experience of having a family coordinator: before and after

"The one that has been the best help for us is certainly (the name of the family coordinator)".

"I can't call it help, what I've been given by NAV. They treat me like I understand their routines, and I don't get it. They send me mail – I don't know what it says or where to turn to"

"Compared to that situation, life has gone from hell to heaven."

"I've left behind my suicidal thoughts."

The family coordinator is a human being for them, whom they have confidence in, not a system where they are powerless, they find that they have finally received help.

The five year intervention: Shifting focus over time; from mother to youth

- Development of focus and relationships over time
- It takes longer time to build relationships with children and youth
- Evolving knowledge on the family's needs

- “We start with landing some obvious things, such as living conditions or that they haven't paid housing rent for three months. When we have got those all-consuming things out of the way, we release resources to work with other things”. (family coordinator)
- “There's a lot of things in the family that we settle early (in the relationship/time span), like economics, **debt** counseling, online bank assistance and those things. Then it becomes calmer in the family and we get to become more focused on children and youth” (family coordinator)

Concluding discussion – New measures offer increased participation

- › The four measures place personalised service and relational aspects of social work and people processing at the core of service delivery through strengthening the service user- key worker relation, - dynamics between capability building and conditionality-based approaches to unemployment and social exclusion.
- › Key workers acted as bridge builders and advocates for service users, often going beyond their formal roles, to provide practical tips and information to service users, negotiating systemic barriers to enable users to access the benefits they are entitled to, and, in case of employment-related activities, edifying the resourcefulness of jobseekers to potential employees.
- In contrast to the standard service, the close cooperation between service workers and service users in the production of services in our measures has the potential to improve access to services, while also providing useful feedback for the overall service system. The input from service users, albeit at later stages of implementation, contribute to reducing the democratic deficit that is inherent in many activation policies; that of absence of service users' lived experiences in social policy design (Wright 2016; Speed & Reeves, 2023).

Concluding discussion – Limits to extending the standard service

- Yet, a cautionary dimension, is to what extent personalised service and its core ideals of relational work can be generalised and rolled into the mainstream service.
- Mixed signals regarding the implementation of personalised services at various offices, especially related to the context specific nature of interpretations that follow personalisation (variation from genuine participation towards processes of social inclusion to activation at all costs, producing minor variation from the standard service.
 - › The individual citizen cannot freely choose between the versions of personalised services offered.
 - › While all four measures emphasise voluntariness and aim to tailor services to individual circumstances, they exist within the institutional set up of Nav, where conditionality drives user interfaces.
- Although participatory, the arenas of bureaucratic decision-making cannot change the basic power relations.
- Risk of creaming – that the most employable are prioritized for follow-up at the expense of people with the greatest challenges (Gjersøe & Strand, 2021).

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