



TRONDHEIM KOMMUNE



A case presentation from Østbyen Public Service Office , Trondheim, Norway

# Poverty and social change in Norway

- when money is not the only solution



Foto: Carl-Erik Eriksson

# Facts about Norway

(January 2011, [www.ssb.no](http://www.ssb.no))

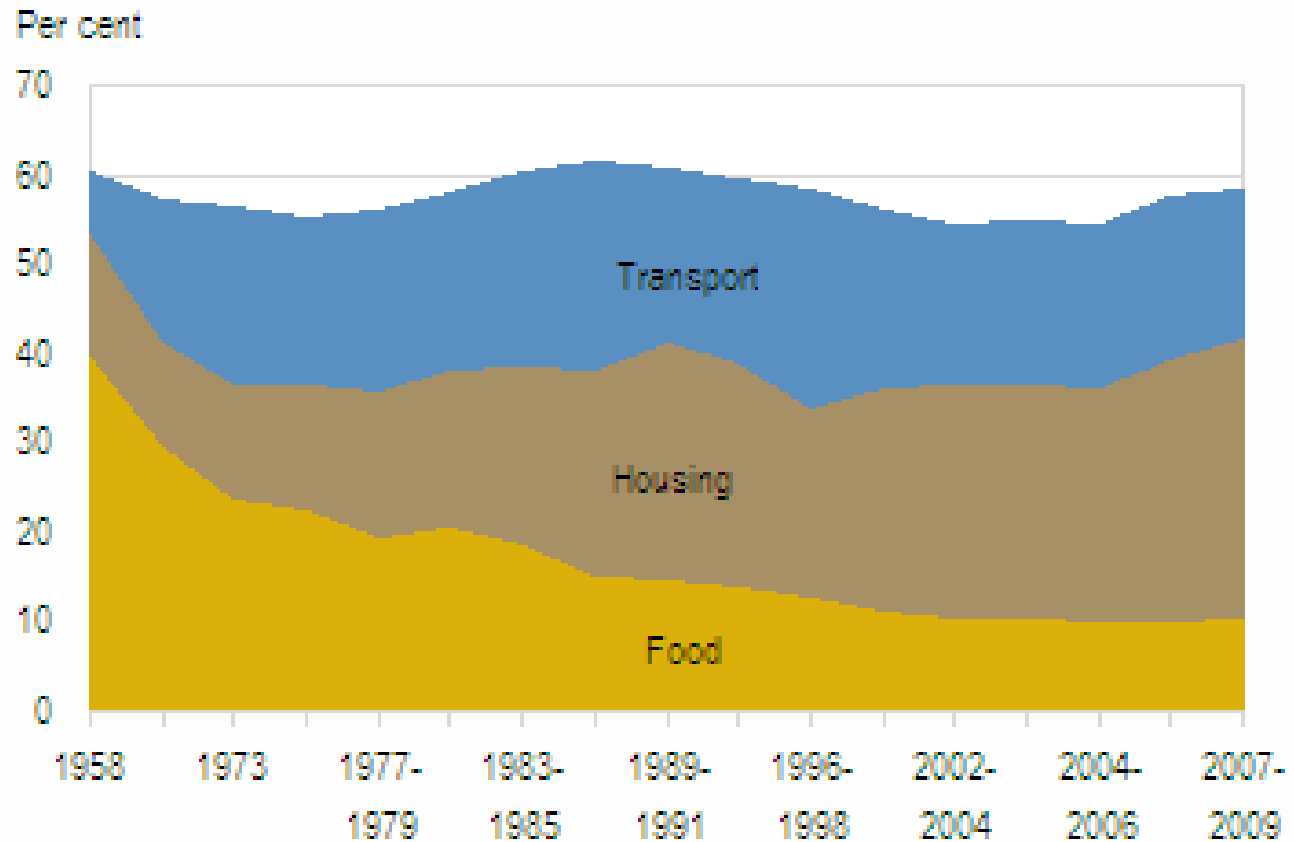
- **Official name**
- **System of government**
- **Population**
- **Currency**
- Kingdom of Norway
- Constitutional monarchy  
Parliamentary democracy
- 4 920 305 inhabitants
- 1 EUR = NOK 7.81 as of  
1 USD = NOK 5.86 as of
- 17 of May 1814  
constitution day



# Average annual expenditure per household. 1997-1999 and 2007-2009

Commodity and service category	1999 NOK	Per cent	2009 NOK	Per cent
Expenditures, total	268 500	100.0	395 100	100.0
Food and non-alcoholic beverages	32 400	11.5	46 500	11.8
Alcoholic beverages and tobacco	7 600	2.9	10 300	2.6
Clothing and footwear	15 200	5.3	20 900	5.3
Housing, lighting and heating	69 600	26.7	123 400	31.2
Furniture and household articles	16 800	7.0	23 300	5.9
Health	6 900	2.8	10 100	2.5
Transport	53 300	17.3	64 500	16.3
Postal and telecommunication services	5 100	2.5	7 600	1.9
Culture and leisure	31 600	12.6	49 300	12.5
Education	2 800	0.3	900	0.2
Restaurant and hotel services	10 900	3.9	13 600	3.4
Other	16 300	7.2	24 700	6.3

# Proportion of household expenditure on food, housing and transport



- Price level of goods and services for personal consumption in Norway is among Europe's highest.
- In 2009 the price level of food was 54 per cent higher than the average in EU



# Facts about unemployment and numbers on welfare

- 71 995 number of unemployed pr 26.05.11, 2,9%
- 6,0% sickness absence
- 175 204 recipients of work assessment allowance
- 301 000 recipients of disability pension



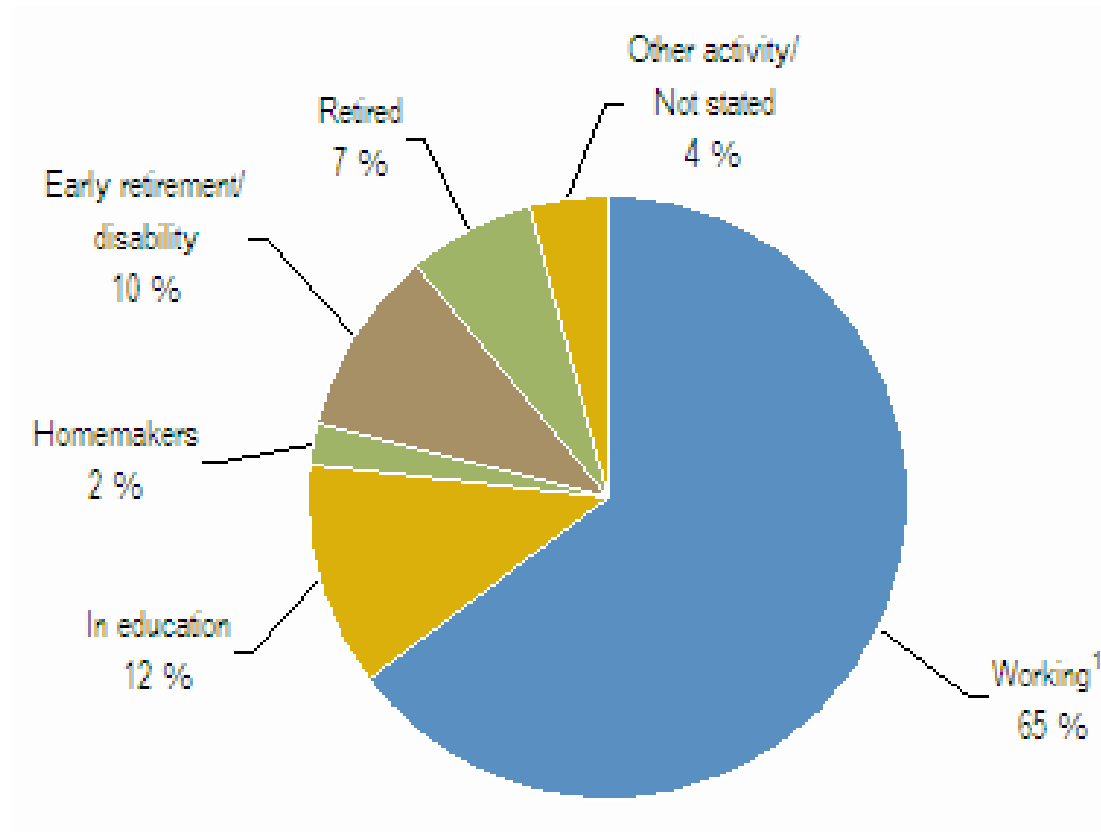
# Changing characteristics in unemployment group in Norway

- The trend shows few are unable to find work, but many do not have health to stay in the employment market.
- Increase in number of young people as disabled, drugs and mental health issues.
- Increase in number of people outside the employment market.



# Primary work status, persons aged 15-74. Average percentage 2009.

<sup>1</sup> Includes both full-time and part-time employment as primary activity.

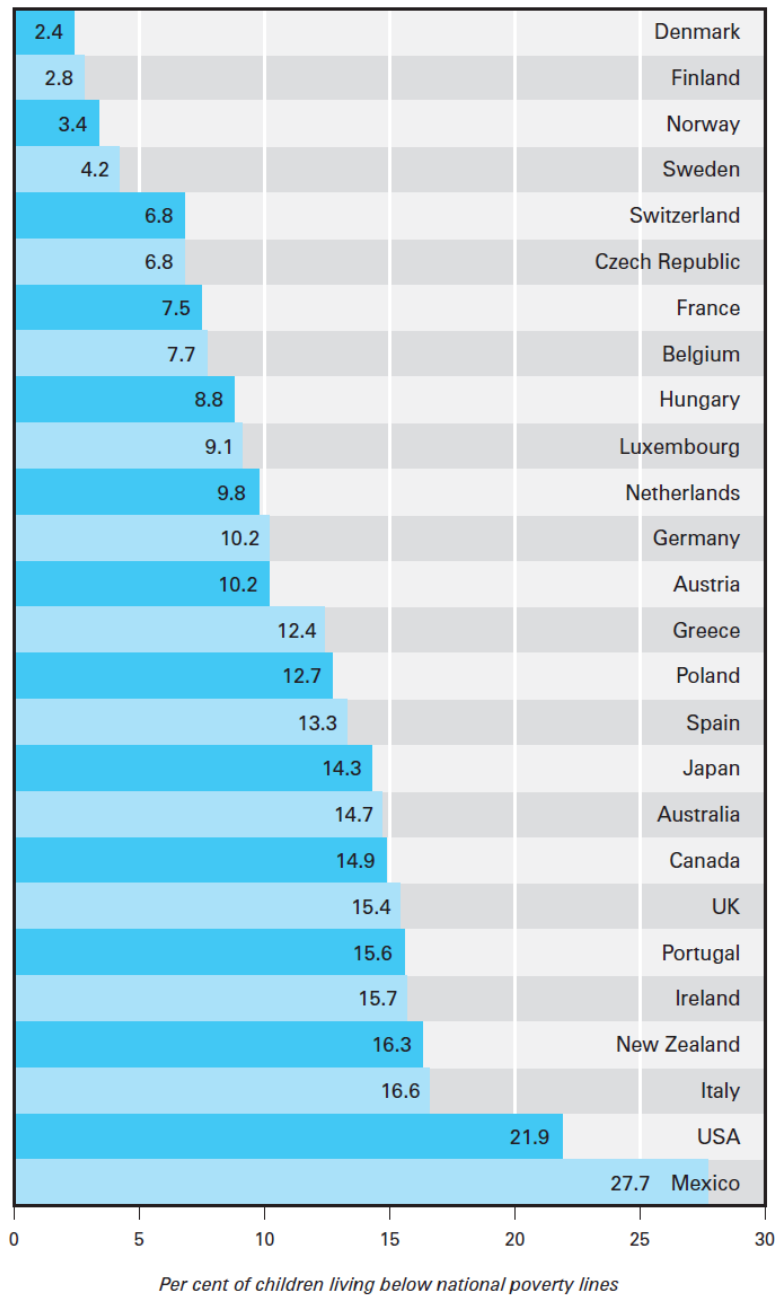


# Characteristics of labour market in Norway

- *Productivity: Norwegian work life is productive, efficient and competitive.* This yields a high degree of welfare creation and room for generous welfare schemes, but it also causes many people to drop out of the workforce.
- Many are unable to keep up the pace and tempo, especially those who lack sufficient formal or real competence.
- High productivity means there are high expectations among employers with regard to labour productivity and competence.
- Employing one person for a full year costs approximately half a million NOK(€64.000/\$84.000).

# Social welfare challenge

- ¼ of the population who are able to work are temporarily/permanently out of work
- Disability and sickness benefits on the increase, and among the highest in OECD-countries
- Many stay on for too long on temporary rehabilitation, occupational rehabilitation, and disability benefits, few join the work force
- Some immigrant groups have far lower participation in the work force and higher unemployment, sick leave and disability pensions
- 2% in long term poverty
- Nav administers a third of the national budget through benefits such as unemployment benefits, occupational rehabilitation, pensions, childcare, etc.



The bars show the percentage of children living in 'relative' poverty, defined as households with income below 50 per cent of the national median income

*UNICEF, Report Card No.6 : Child Poverty in Rich Countries 2005*



		Dimension 1	Dimension 2	Dimension 3	Dimension 4	Dimension 5	Dimension 6
Dimensions of child well-being	Average ranking position (for all 6 dimensions)	Material well-being	Health and safety	Educational well-being	Family and peer relationships	Behaviours and risks	Subjective well-being
Netherlands	4.2	10	2	6	3	3	1
Sweden	5.0	1	1	5	15	1	7
Denmark	7.2	4	4	8	9	6	12
Finland	7.5	3	3	4	17	7	11
Spain	8.0	12	6	15	8	5	2
Switzerland	8.3	5	9	14	4	12	6
Norway	8.7	2	8	11	10	13	8
Italy	10.0	14	5	20	1	10	10
Ireland	10.2	19	19	7	7	4	5
Belgium	10.7	7	16	1	5	19	16
Germany	11.2	13	11	10	13	11	9
Canada	11.8	6	13	2	18	17	15
Greece	11.8	15	18	16	11	8	3
Poland	12.3	21	15	3	14	2	19
Czech Republic	12.5	11	10	9	19	9	17
France	13.0	9	7	18	12	14	18
Portugal	13.7	16	14	21	2	15	14
Austria	13.8	8	20	19	16	16	4
Hungary	14.5	20	17	13	6	18	13
United States	18.0	17	21	12	20	20	–

# Norway different from other European countries

## - Budget Surplus

	2008	2009	2010 estim
Surplus on national budget before Transfer to State pension fund abroad	404,1 in billion NOK	183,2 in billion NOK	121,9 in billion NOK
	51,7 bill Euro	23,5 bill Euro	15,6 bill Euro

	2008 billion	2009 billion	2010 estim billion
Total surplus of national budget State pension fond	Euro 65,03	Euro 35,19	Euro 29,5
Market value of State pension fond abroad	Euro 292,26	Euro 338,72	Euro 380,31
Market value of State pension fond	Euro 303,51	Euro 353,72	Euro 396,21
State retirement pension pending in National Insurance	Euro 545,77	Euro 579,87	Euro 611,67

# Welfare trap by NHO

-Money is not the solution to all problems



# Welfare trap

- An aging population which demands increased pension costs and increased resources for health care services.
- Growing share of the working age population on health-related benefits
- Increasing migration, which may result in a doubling of the immigrant population in the next 15-16 years. This could increase the pressure on Norway's welfare system unless more immigrants secure gainful employment.

# Welfare trap

- NHO response:
  - Current Nav reform not enough
  - Many contradictory dilemmas in current social policy.
  - Need more incentives in social policy to increase labour participation



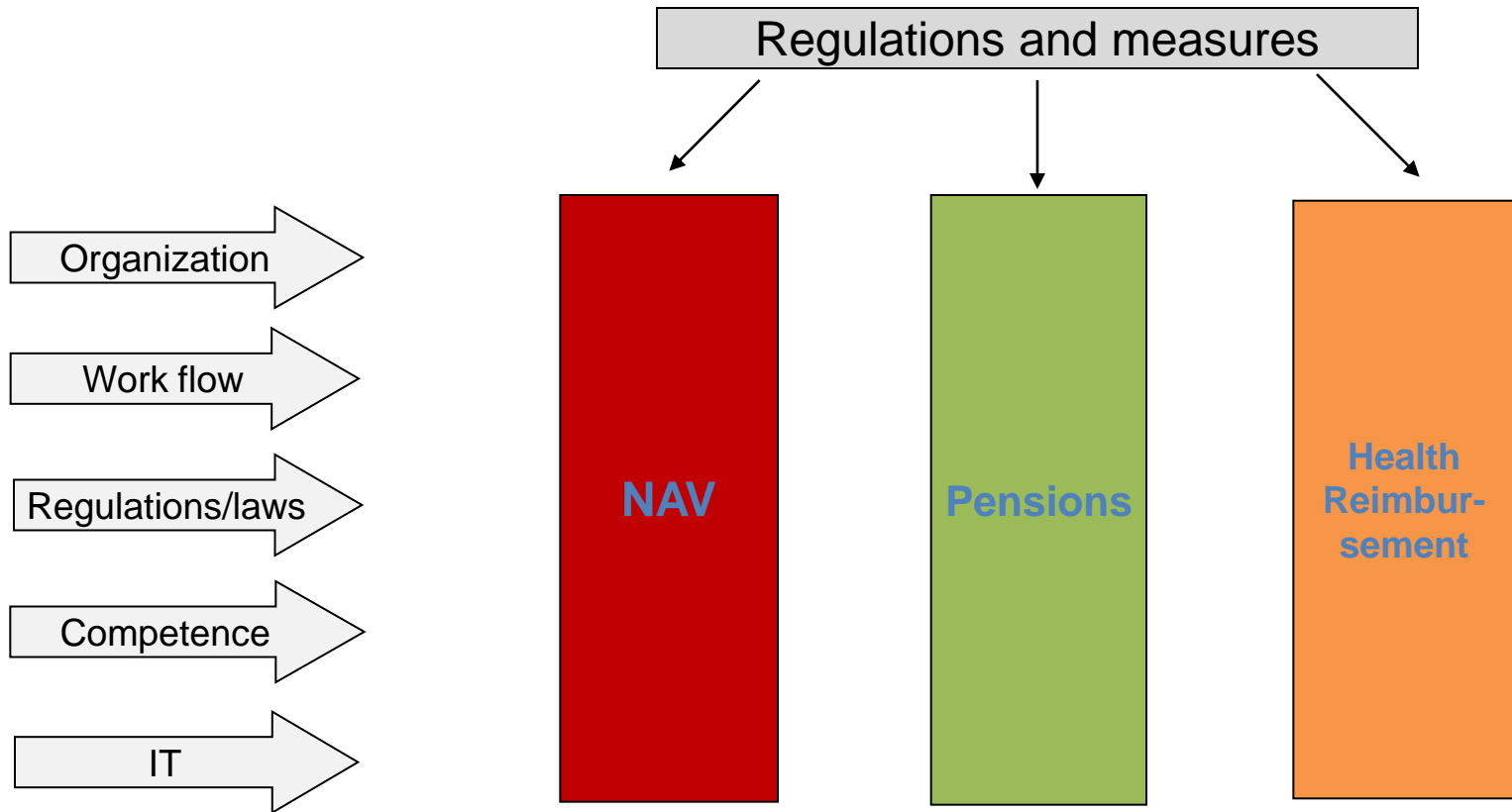
# Money is not the solution to all problems

- Agreed upon by Government and NHO
- In the next section we will present :
  - Content of Nav reform
  - Show a case study how a local Public Service Office tackles new ways of co-operation, knowledge development in order to fulfil Governments eradication of poverty in Norway.

# Nav –reform

- The Norwegian Labour and Welfare Administration
- Established July 1. 2006 as a merger of the Labour Administration and the Welfare Administration
- Carry out one of the largest public administration reforms in recorded history: Local partnership between state and the municipalities
- 14 000 employees (in the state run service)
- Ca 17 000 employees through partnerships with local communities
- Nearly the whole population as Nav users
- Administers a third of the national budget through benefits such as unemployment benefits, occupational rehabilitation, pensions, childcare, etc.
- Offices throughout the country

# Three reforms, not one



# The NAV Reform – The NAV Merger

National Insurance Organization  
(State)

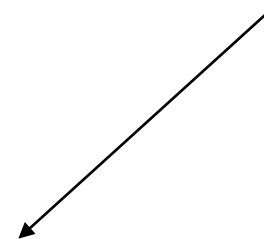
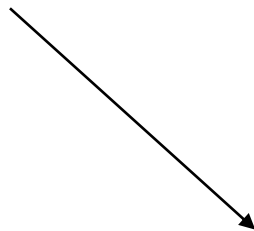
- National administration
- County administration
- Local offices
- Special units
- Approx. 9 000 employees

National Employment Service  
(State)

- National administration
- County administration
- Local offices
- Special units
- Approx. 3 500 employees

Social Welfare/Social Assistance  
(Local units)

- Units in all local municipalities
- Approx. 4 000 employees



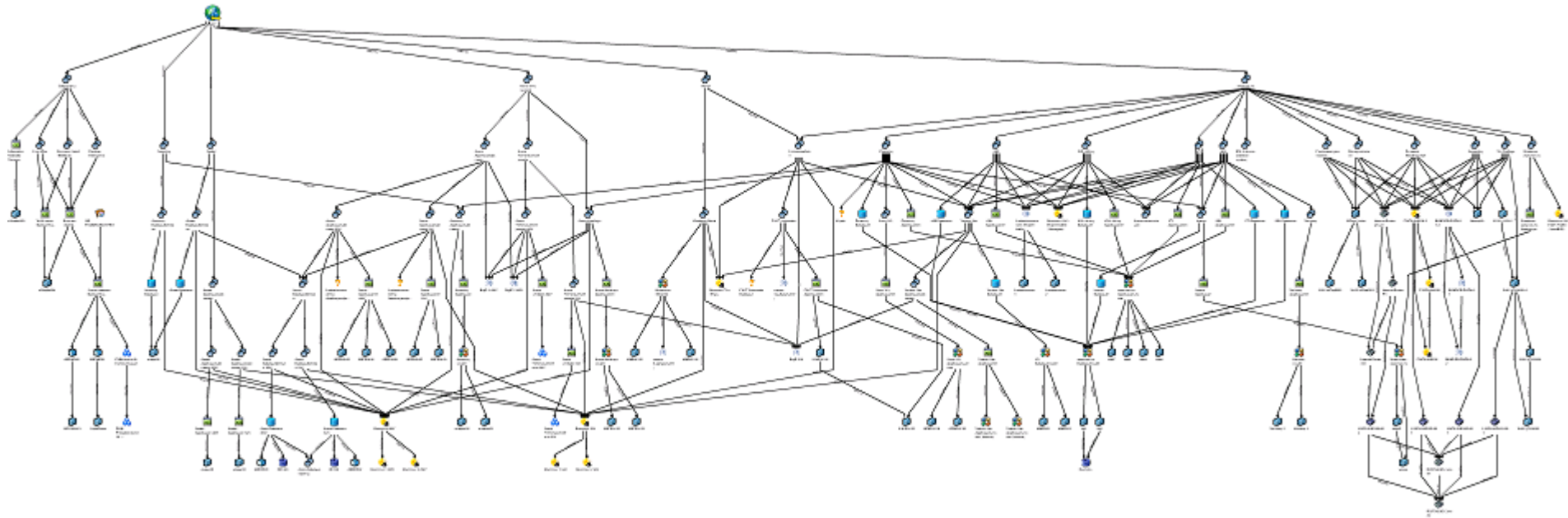
**NAV**

# The Labour and Welfare Administration's main objectives

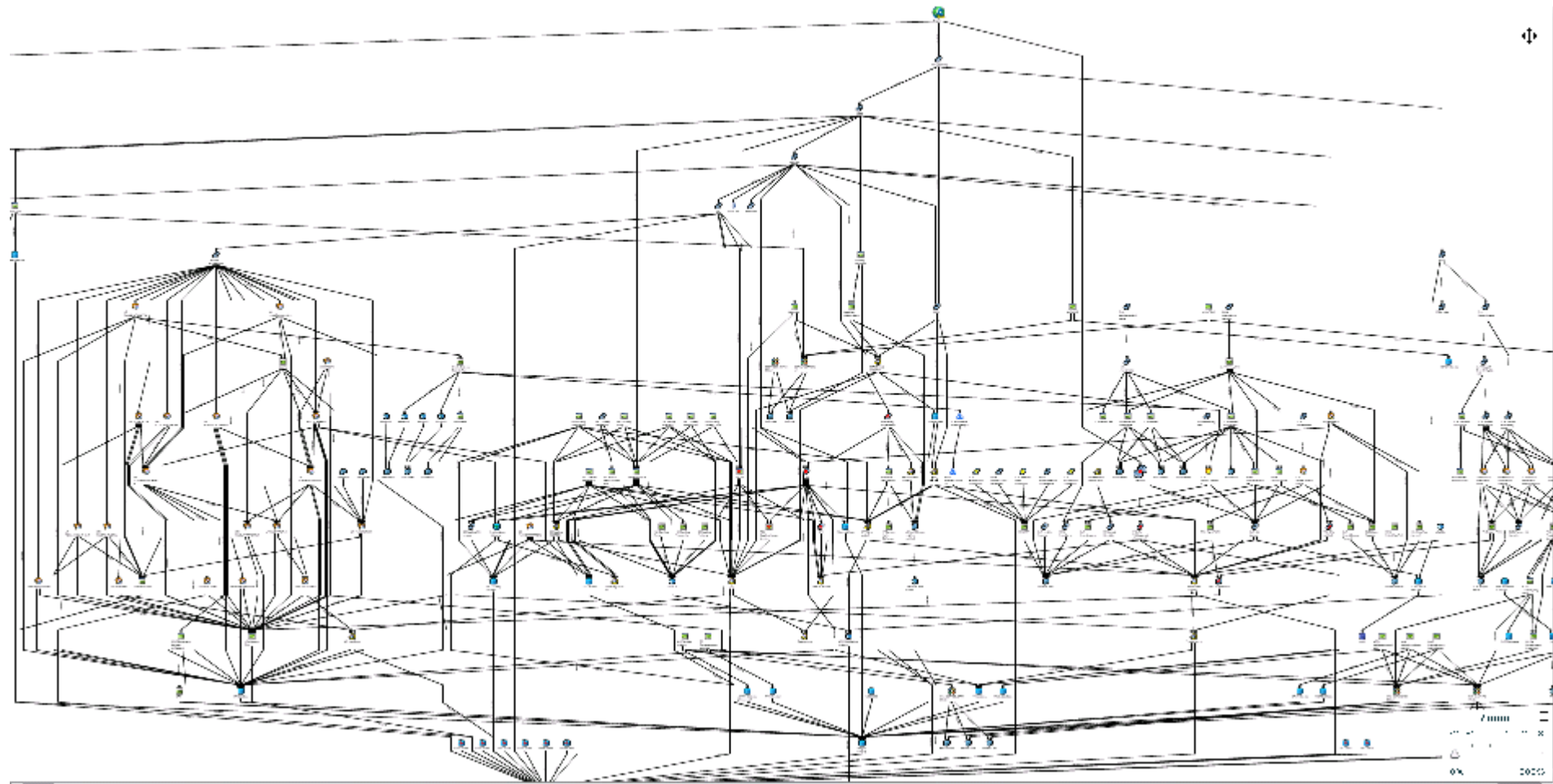
1. More people at work and in activity, fewer on benefit programmes
2. A smoothly running labour market
3. Correct service and benefit at the correct time
4. Good service tailored to individual conditions and needs
5. A comprehensive and efficient labour and welfare administration



# Complexity - centrale systemes in Aetat (Labour Administration)



# Komplexität - central systemes in RTV (Pensions)

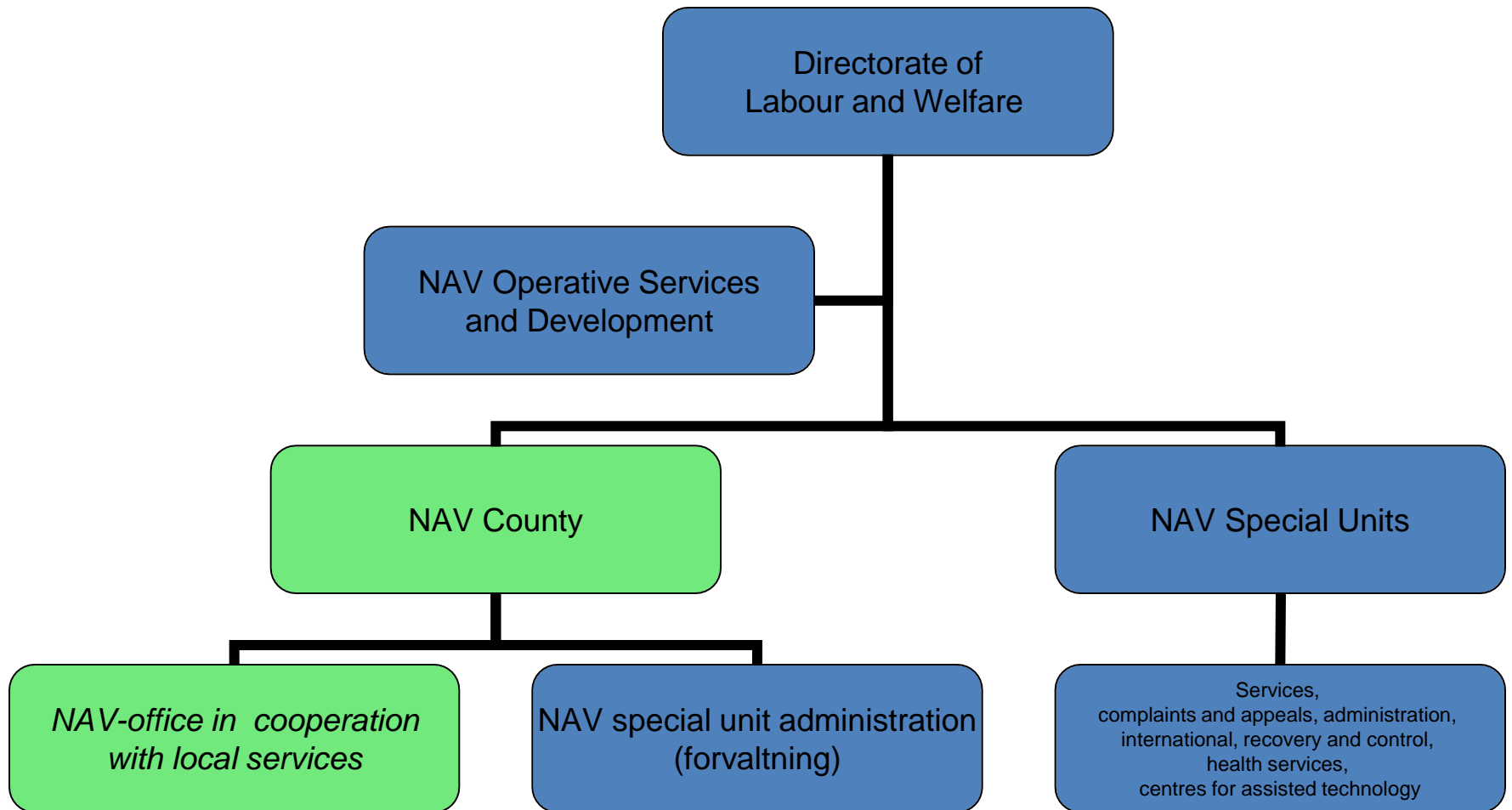


# Nav 2011

- 470 NAV offices established in all municipalities and in different parts of the towns in the larger municipalities
- 12 administration units further developed
- 20 new administration units established
- 5 new pension units developed



# The Norwegian Labour and Welfare service



# Public Service Offices

## – Offentlig servicekontor (OSK)

- Nav reform
- Establishing Public Service Office (PSO=OSK, Offentlig Service Kontor) units in 360 municipalities in Norway



# Why Public Service Office?

- Lack off holistic approach to the users.
- The coordination of the services provided was unsatisfying.
- “Individual plan” as a comprehensive tool to coordinate and reach long term goals in partnering with the user.
- More focus on preventive work with families in Child and Family services. Actions as early as possible, before escalation.
- Great varities on services provided

# Offentlig servicekontor Østbyen





# OSK

## (Public Service Office)

**Nav**

(The Norwegian  
Labour and Welfare  
Administration)

**BFT**

(Family and  
childrens  
services)

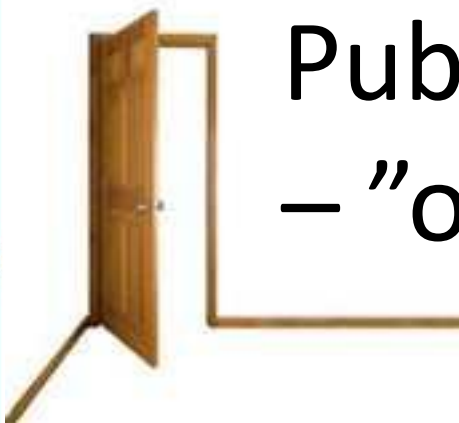
**HV**

(Health and  
welfare)

# Poverty: Who are we talking about?

- Families with complex social problems such as unemployment combined with economic, health and family problems.
- Equal to all is that they have been a part of the system for a long time!





# Public Service Office – “one door” - principle

- Simplify navigation between public offices for the public
- Reduce feeling of discouragement
- Governed by national guidelines
- The actual collocation happened before Nav reform in Trondheim municipality
- Local changes in the organisation in Trondhiem municipality coincided before Nav reform, 4 city districts

# Eradication of Poverty

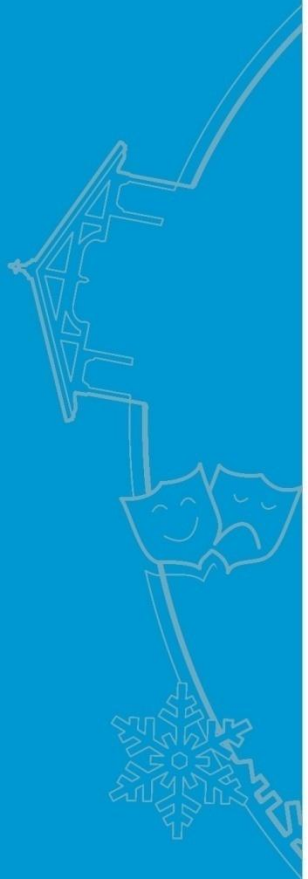
- Government goal
- Extra funding given to some selected municipalities and city districts in Norway to specific targeted efforts and methods used.
- National symposia on the topic and sharing of experiences.
- Østbyen not the targeted city district in Trondheim, but same policy requirements to start working on the issue.

# Need to work smarter

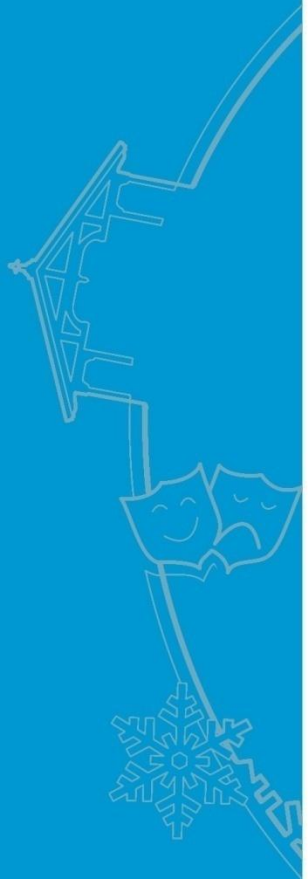
- Synergy effect of Nav reform and change in Trondheim municipality
- This kind of issues is what we work with every day.
- An opportunity for organisational development.
- Find a efficient working method for the user.
- Need to use the "in house" resources.

# Why haven't we succeeded before?

- Everyone is involved in the case, but no one takes the responsibility of being the one who coordinates the work and is responsible for the development in the case.
- Someone has to walk the line until we reach the goals set in collaboration with the user.



# Three brains joined together



# What did we learn?

- Continuity and co-ordination are important principles.
- We need to be each others support system, helpers and remind each other why are we chose this profession.
- Development of Public Service Office Co-ordinator .

# How did we develop our working method?

- Main principle:
  - Service user perspective and family oriented
  - Need to know and trust our colleagues
- Competence building for all employees at Østbyen Public Service Office. Using case studies.
- Weekly meetings with representatives from all three units, for case discussions. Anonymous or with consent from the user.
- Develop our future colleagues as well
- Co-operation with HiST (Sør-Trøndelag University College)

# Østbyen Public Service Office

- Co-ordination and competence development
- Holistic approach to the user
- Family perspective
- Money`s not the solution to all, but it helps
- Field work development



# Changing student practice

OSK  
Østbyen

- Videreutvikling av praksis
- Refleksjon i praksis
- Dokumentasjon av utvikling
- Dele erfaring med flere i Trondheim kommune
- Styrking av veiledningskompetanse for tverrfaglig praksis

Studenter

- Nytt innhold i praksis
- Erfaring med tverrfaglig arbeid
- Inkludering i nye arbeidsmetoder
- Er med på å dokumentere nye arbeidsmåter i praksisfeltet

HiST

- Innsikt i utviklingen av praksisfeltet
- Utvikling og dokumentasjon av nye hospiteringsordninger
- Kilde til nye forskningsprosjekter
- Styrking av veiledningskompetansen for tverrfaglig praksis
- Grunnlag for fagutvikling til etter- og videreutdanning for yrkesutøvere i praksisfeltet

Målgruppe  
OSK i  
Trondheim  
kommune

- Bedret livssituasjon
- Raskere og mer hensiktsmessig hjelp
- Forenklet kontakt med offentlige myndigheter
- Medvirkning til endring i livssituasjon etter egne behov

# Case discussion in groups

- Singel mother, 32 years old with joined custody for a 10 year old daughter. Ongoing conflict with the daughters father.
- She was addicted to drugs before she had her daughter.
- Severe economic problems, never really participated in the labour market, but has participated in many jobseeking courses and worked as practitioner.
- Angry at the social workers for not helping her and interfering in her parent skills.
- How do we approach to help her, and what can we do different this time?

# Reflection questions

- How does a holistic family approach affect social work as a profession? And what kind of dilemmas can such an approach produce?

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