

Appendices

1. General presentations on the state of affairs of the welfare reforms and the challenges per country

1.1 Presentation Erik Stene, Norway

Erik works at the NAV. NAV is the merger of the National Employment Services (State), National Insurance Services (State) and Social Welfare/ Social Assistance (Municipal).

Although Norway has a registered unemployment rate of 2,5%, which is very low, still there are 740.000 people (in the working age of 18-65) in the outskirts of employment. More than 25% of the people in the working age are (temporarily/permanently) outside the labour market. Disability and sickness benefits are rising and among the highest in the OECD-countries.

To meet these challenges a big reform of the welfare system and NAV was implemented, carrying the philosophy: "the best welfare policy is employment"

The objectives of NAV are :

- focus on people's potential and abilities - not their limitations;
- more people at work and in activity, fewer on "quiescent"/inactive benefits;
- a more user friendly, user oriented system tailored to the individual needs of the clients;
- a coordinated, well organized, efficient employment and welfare administration with an ongoing focus on improving the service.

In order to achieve these objectives 457 NAV offices were launched in all the Norwegian municipalities (starting 2005). NAV is about implementing 'work-first' policies and solving the problem of many referrals, preventing 'shopping clients' and assuring the right benefit at the right time.

Administrative production units have been 'sourced out' as well as call-centres (specialisation through centralised production units for non-user based services). A new element was developing client-based approaches and close follow-up on the client.

The NAV reform has a cultural dimension: merging three different cultures at the same time, creating a culture of who is winning the race instead of working in the client's interests. And the NAV-reform is also about learning new case management (competences)

The NAV-reform has had a bad start. The main problem was: putting everything in the basket at the same time, and having no information from the working floor about the implications and the consequences of the welfare reform and merger at the start of the process. At that point in time it was clear that something had to be done to support the staff and the management of all the NAV-offices in Norway. There was an explicit need for tying various initiatives for improvement and a better performance together.

Norway now has 430 municipalities and every municipality has it's own government. There's a strong and historic tradition on local democracy. At the NAV-offices there are employees that are only working with the clients, other employees do administration. Now services are more client-tailored and also the quality of the service delivery has gone up. Pieces are starting to fit together; users will be approached more holistically

and new policies are introduced and implemented. Now there is more control over the caseloads.

Every client gets a work-ability assessment and a work-plan, based on the results of such an assessment. Only when there are questions about the client's health, NAV goes to the doctor of the health insurance. The influence of the doctor is now more restricted. Staff has been trained to use this work assessment tool in practice with clients. Within NAV there is discussion on implementing a system to certify the employees, documenting the level of competences and achievements.

Challenges

More than 740.000 people (in the working age of 18-65) are in the outskirts of employment. More than 25% of the people in the working age are (temporarily/permanently) outside the labour market.

One third of the government money on a national level is going through NAV. NAV has to certify the spending. There were some problems a few years ago concerning the legitimacy. The pressure on the organisation at that time was very high. Now the situation has improved, due to the fact that all the paperwork was 'sourced out' (within NAV) to the so-called 'factories'.

Another challenge is that the current IT-system is old, it was built many years ago and times have changed. The system does not support the organisational changes and doesn't meet the needs of the staff (especially on providing more client-tailored services).

There are also noticeable differences in the work processes of the central government and work processes of the local government. There are also differences in salary, in vacation, in sick leave and so on. These differences contribute to continuing differences in culture.

The process of modernising the NAV-organisation will continue the next years. A lot of money is available for the modernisation. The IT-system comes first and the rest (way of working) will come after. It will be build around the IT-system.

There is a new legislation; working with fines. The employer has to have a dialogue with his employee who has left on sick leave, about when, how and under which conditions to return to work. If the employer doesn't have this dialogue, he can be fined. The employer is now responsible for paying the salary during sick leave for a limited period (60 days).

1.2 Presentation Karin Oster, Germany (Berlin)

Karin works at BBJ, an independent office contracted by Berlin's Council, for International Affairs.

The general picture of the situation in Germany is that the economy is regaining its strength. Five years ago the unemployment rate in Germany was 18% ; now it's 12%.

Unemployment is declining, but the situation differs a lot from region to region and between Cities.

In Berlin there are elections held for a new government. The Social Democratic Party needs to negotiate with the Christian Democratic Party in order to establish an agreement to form a new government. The expectation is that there will not be many changes, nor a lot of room for new policies (innovation or experimentation) in the 5 years.

There are 12 jobcentres in Berlin and also 12 districts. The jobcentres all have different ways of working. They sometimes even have different forms and procedures. People who work at the jobcentres are employed by either the Communal Providers or by the Federal Employment Agency (BundesAgentur). Sometimes they work in the same building, but there are differences, for example in salary.

Challenges

In Berlin (as in the rest of Germany) there is a very specific situation on the labour market. There are a lot of difficult labour contracts: people work for 40 hours a week, but due to the low wages still need social benefits. These contracts for the so called 'working-poor' are increasing. The effect of this can be seen in Berlin, an increase of people with debts (and sometimes poverty) as they try to keep up with things. This can be seen in areas like Neuköln and Hain-Kreuzberg. It is not sure whether the national Government will introduce a system of minimum wages in Germany. There is a lot of debate on this. Employers consider the situation of cheap labour as the 'engine' of the economy and fear that the introduction of a minimum wage system will destroy Germany's position in international economic competition (higher costs).

The unemployment rate in Berlin is about 6% higher compared to the rest of Germany. There is hardly any industry in Berlin and surrounding cities. Also, for historical reasons Berlin has a lot of things twice: it has for instance two City Halls, two Zoos and two Operas.

Despite this, Berlin performed better on employment during the recent crisis than the rest of Germany; the fall back was not so steep, probably because of the presence of a strong public sector (government, university, government-related agencies) and tourism.

Within the public employment sector, there was an approach to use taxpayers money to get people step into subsidised jobs. Those were more or less normal jobs, but they were paid by the government. In Germany this is called 'second labour market'. The aim of this of course was to offer jobseekers a stepping stone, but this policy has proven to be very costly and not so effective, as people tend to stay at this job and there's hardly any influx in the real labour market.

There is a lot of discussion about this policy. It is expected that, after a new government is formed, this programme will be shut down.

Germany is aiming to start a similar programme as the Dutch Fit-4-Work-experiment, starting from 2013. This means that Berlin is very interested in the first experiences and results of the Dutch approach.

Berlin has a high percentage of school dropouts (10%). Those who do not have a diploma or certificate will not be able to get a good vocational training or education. The numbers in other countries are higher. In Norway for example 1 out of 3 youngsters leave high school without a diploma.

1.3 Presentation Don Gray, New Zealand

Don works at the Ministry of Social Development in Wellington, New Zealand.

New Zealand has 4.4 million inhabitants. The majority of New Zealand's population is of European descent (69%), with the indigenous Maori being the largest minority (14.6%), followed by Asians (9.2%) and non-Maori Polynesians (6.9%). This is reflected in immigration, with most new migrants coming from the United Kingdom and Ireland, although the numbers from Asia are increasing.

The pension age is 65 and there are no plans to raise this. There are no time limits on unemployment benefits. You can get benefits as long as you are unemployed. Sick-leave benefits and Incapacity benefits are higher than unemployment benefits. This causes the problem of "benefit shopping".

New Zealand has had several changes in the welfare system. In the early 1990s, New Zealand in a firm response to the economic crisis at that time, cut benefits and tightened eligibility criteria under its main social welfare programs. Now there is a strong work ability assessment at the start of the welfare application process, ensuring that everybody has to look for a job for 4 weeks even before his or her application is being processed.

Challenges

170.000 (out of 328.000) people have been on benefits for 5 of the last 10 years. Those people, who are the most distanced from the labour market, have housing needs, kids aren't doing well at school, some of them have health problems, many have severe debts etc. These "problem families" are a political issue. The question is how to get them re-connected with the labour market.

There needs to be special attention for disconnected youngsters (school-drop outs). The youth packages are focussed on the youngsters with different programmes, for example bootcamps. Some good results have been achieved in new innovative approaches.

It's important to put services together to deliver what's best for the clients. The idea of client-wrapped-around services has been developed especially in situations where an integrated approach is needed, or due to the large distances between towns and cities. It is also a matter of effectiveness and efficiency, preventing a full parking lot of case-managers, care takers, GP's etc.

The Maori have a unique culture with their own language, mythology, distinctive crafts and performing arts. They formed a tribal society based on East Polynesian social customs and organisation. The Maori want to do and have things done their own way,

because they want to be treated appropriately. It's hard to find the good balance between duties, obligations and benefits in developing active labour market policies. Five years ago Government decided that there are no special rights for the Maori. Before the change of government there were targets to bring unemployment down, but there were also targets to bring unemployment down even faster for Maori and Pacific people. Among other values, land and family are important for Maori. Maori nowadays still have larger families and fewer skills/education.

1.4 Presentation Claes-Goran Lock – Sweden

Claes-Goran works at the National Employment Service (PES) of Sweden

Sweden has 9,4 million inhabitants. Sweden is a unitary state, currently divided into twenty-one counties. Each county further divides into a number of municipalities or kommuner, with a total of 290 municipalities in 2004.

The country has a good economic growth. Unemployment in Sweden is going down; it's now 6,9% and the aim is to bring it down to 4% in 2015. Therefore a new work-programme has been developed and extra funding went to the Public Employment Services (PES). The PES gets about 8% of the GDP.

Sweden had a one-stop shop for different types of government services; it was a combination of social security, taxes and unemployment services. History in Sweden has shown that this didn't really work, because there were too many differences in the way of working with clients in the different parts of the organisation. Now there is a combination of social security + tax + pension, but not unemployment. Employability and Unemployment are the concerns of the PES.

Despite this, municipalities in Sweden have a big influence. There are agencies in all municipalities.

Challenges

There has been a lot of immigration during the last few years in Sweden. Now 40% of the immigrants are on unemployment benefits. Under the former government this was 60%. The integration and social inclusion of immigrants is a big concern.

A lot of people will go into retirement in the next years. The plan is to lift the pension age from 65 to 67. The actual pension age today however is 61, due to the fact that a lot of people have made arrangements with their employers (supported by the unions).

The economy is doing well; there are 50.000-60.000 registered vacancies and the numbers are rising. Getting more people into work is the most important challenge.

The PES is looking very closely now at the way the service delivery is organised and put into practice and at the internal organisation (effectiveness and efficiency). It is felt that the most important things happen within the offices in the delivery of the services on a local level. It is also recognised that the most important things happen in the contacts with the clients (jobseekers and employers).

One of the important things on the agenda is the use of new media in the delivery of services (phone, email and internet). It is felt that not every jobseeker needs to have, or every situation requires personal contact. This is very costly. Also, the development of e-services can help people becoming more self-reliant.

Another topic that is discussed in Sweden, is to what extent the PES should meet the needs of clients (jobseekers and employers). When you ask jobseekers what they want from the employment services, they say they want *them* to talk to the employer to understand what kind of work *they* can do and how to accomplish that work.

Employers also have a determined view on what the PES should do, which is about understanding the needs of employers in terms of the competences and skills that people need in order to fit the (future) vacancies.

This means a more intensive way of making the right match on vacancies. It is about understanding the needs of the labour market in general, having specific information about the situation on the labour market (different branches and sectors) and understanding the needs of employers (skills-based).

There is also the challenge of engaging people, who have been unemployed for a long time and are very hard to place. This is a serious problem in Sweden; having a lot of available vacancies. There are jobs and development guarantees now.

The system works as follows. After having received unemployment benefits for 300 days people do not receive unemployment benefits anymore. People can use the development guarantee. This works like a kind of umbrella, with three stages;

- more intensive coaching and support to find a job at the normal labour market;
- eligible internships with wage subsidies for employers;
- providers that pay for the salary of a person who is employed and a certain amount of money for employer.

Nevertheless, there are still people who are so distanced from the labour market that it is very hard to get them into work or into the development guarantee programme.

The big challenge is what to do with them. In those situations there is often an accumulation of problems (mental-health, substance abuse, debts and so on).

In Sweden the experience is that it takes approximately seven years to get these people connected to work and eventually into jobs. The challenge is to get this done in two years instead of seven.

1.5 Presentation Tom Craig – Scotland

Tom works at Scottish Government.

Until the recent recession, Scotland was enjoying record levels of employment. The Scottish employability approach, supporting local partnership activity, is designed to help to get back to, and exceed, those levels. Too many people who want to work still face a range of barriers. There is a focus on building a strong local infrastructure, supported at a national level, that can successfully tackle these barriers. The need is felt to be more ambitious, use resources better and drive greater integration at both a local and national level in order to help more people back into work.

As of December 2010, the Scottish working age employment rate was 70.8% compared

to the UK rate of 70.6%. Economic inactivity lies at 22%. Just under 30% of those who are economically inactive would work if they are given the necessary support.

Scotland has 32 local authorities, 4 jobcentres-plus (run by the UK Department of Work and Pensions) and 4 districts. Scotland is part of the UK, meaning that on matters of employment government rule comes from London. Scotland is also involved in a process of devolution, meaning that Scottish Government can develop its own approaches on matters of employability.

Workforce Plus sets out actions at both national and local levels to increase the numbers of people in rewarding and sustained work, with an emphasis on better partnership working, particularly at a local level, and greater alignment with UK Government policy.

In Scotland there are 7 hotspot areas with high unemployment. The Scottish Government brought together all the organisations in these hotspot areas that were needed to improve the situation.

The new policy is to look more on what people can do, rather than what they cannot.

Local Employability Partnerships (LEP's) have been developed at local authority level to advance delivery of the strategy. Precise details of activities vary in each area but have mainly been based on a series of coordinated actions, which have included developing:

- local employability pathways;
- service maps of all relevant interventions across the partner agencies;
- specific engagement processes for „harder to help“ labour market groups;
- shared local management information systems (MIS);
- articulating a more coherent employability offer to employers;
- and combining resources to support new services in response to identified gaps.

Scotland has a learning network : the Employability Learning Network (ELN). It is a cross-Government initiative supporting local employability partnerships, and wider Community Planning partners, to improve the way employability is delivered in Scotland. The network aims to give practical help to organisations and individuals working (to one degree or another) in the employability field.

Though initially rolled out in just 7 areas, local employability partnerships are now active in all mature partnerships are starting to make an impact in helping the most disadvantaged progress towards work

Challenges

There is a general feeling in the UK that a modernisation of the welfare system is needed. The welfare system has failed to keep up with the pace of change in the economy and society. Successive governments have made piecemeal reforms without rationalising the overall landscape. There are two key problems: work incentives for some groups are poor and the welfare system is too complex.

As a result the UK have rising costs of state support – including waste through unproductive administration, error and fraud – accompanied by high rates of welfare dependency and poverty.

The Scottish Government is looking for new opportunities, within the existing framework of devolution, to have a greater say in (or even more power over) matters of

welfare policies and the delivery of services (like Jobcentre Plus).

The Local Employability Partnerships (LEP's) need a firm and sustainable basis for a lasting good working relationship, especially in times of crisis.

1.6 Presentation Nico van de Vrie – The Netherlands

Nico works at Plusconfidence and is one of the organizers of this Think Tank.

The labour market situation in the Netherlands has shown a slow, but steady recovery during 2010. Despite the financial and economic crisis, there has been a steady decline in unemployment since the middle of 2009, when unemployment had been at its highest level in the decade as a whole (5.8%). The unemployment rate at the national level is (at this moment) down to 5.2% and expected to remain at the level of 5.2% in 2012.

Although this is a relatively good situation compared to other countries in the EU, there are significant regional differences. For instance, the unemployment rate in the four major cities in the Netherlands is on average still about 10%, whereas in the more rural regions in the country the unemployment rate is not exceeding 3%.

Although unemployment rates are improving there is a lot of work to be done in the field of active labour market participation; about 60% of the workforce in the larger cities is participating in employment (having full-time and part-time jobs) and there is an over-representation of people from a non-European background on social assistance (Rotterdam, 600,000 population, about 70% of the total households (32,000) are on social assistance).

Combatting youth unemployment is an important issue in order to prevent the growth of a "lost generation". Many experiments have been undertaken in the last two years, by municipalities, funded by the state government. Due to this a more decentralised and tailored approach has been established, bringing down the youth unemployment rate from 12% to 9% since 2009.

The improvement of the situation on the labour market is caused by a strong demand and temporary job vacancies (provided by temporary work agencies) and in specific sectors of the economy: care and hospitality, maintenance, transport, education and health. The public sector is still strong, but is expected to face redundancies, due to the budget cuts that will be implemented in 2012 and beyond – a 50% reduction of activation budgets in 2012, increasing to 70% by 2015.

In the last two decades there have been many reforms in the Netherlands, touching on almost all aspects of social security, on the rights and obligations of clients and citizens, organisation of the delivery of services, relation between the state and market, allocation of responsibilities, and so on.

Social security in The Netherlands consists of employee insurances and minimum income provisions by the state. The most important benefits are currently WW (unemployment insurance for employees), WIA (work incapacity insurance for employees), and WWB (general minimum income provision). A right to WW exists if one has worked in 26 of the last 36 weeks. The level amounts to 70 % of the last wage for a

period of 38 months maximum, depending on one's work history. A right to WIA exists if one's earning capacity has decreased at least 35 % due to medical reasons. The level amounts to 70 % of the last wage (75 % if permanently work disabled). The employer continues to pay for two years, with optional private insurance for this risk. The WWB is a last resort for citizens with insufficient income, no right to another benefit and no own property or fortune. For individuals the level amounts to 50 % (650 euro) of the minimum wage (70 % for single parents) plus a housing cost allowance of up to 20 % (260 euro). Couples receive 100 % of the minimum wage (1,300 euro).

Social policies in The Netherlands are rooted in a strong tradition of consensus building, sometimes called the „polder model“, referring to the historical necessity to co-operate in a country always threatened by water and flooding.

In order to create a reform that would boost the outflow of claimants on social assistance and also make municipalities more responsible for the results and consequences of their policies and practices, new legislation was implemented in 2004 by which municipalities became fully responsible (politically and financially) for the social assistance system. This is based on the assumption that municipalities with active labour market policies, work-first approaches and good governance will benefit from this system by saving money on benefits costs, which they are entitled to keep (lump sum). Municipalities lacking good policies and good governance, on the other hand, have to bear the (financial) consequences of this; if too many clients, compared to the national mean, remain on social assistance, the municipality has to pay the extra benefit costs itself. Also a complex system of competition (financially driven) between municipalities was put in place, by which they were encouraged to lower the number of people on social assistance.

Challenges

The demographics of a greying population mean that the number of over-65s in relation to the working population will rise sharply. If the Netherlands is to still have a social system in the future, it will need to activate people more strongly than before. At the start of the new millennium, there were nearly one million people receiving invalidity benefits. Major reforms have cut back the inflow of new recipients enormously and many claimants are now being reassessed with the focus on their capacity to work. Reintegrating invalidity benefit claimants who have now been found fully or partially fit for work is seen as an important priority. Big changes are expected to take place within the next two to three years, caused by demographic developments (retirement of the baby-boom generation). It is expected that job openings will occur in various sectors and at all levels in the labour market; creating substantial opening for jobs at the entry-level (lower skilled work).

On the short term, the challenge is to cope with the enormous budget cuts: especially on active labour market policies by -50% and even more: performing better with lesser means.

Many municipalities will face financial problems in 2012, due to the austerity measures.

Integration of minorities is one of the problems facing Dutch society. Minority groups in the Netherlands include people from the Dutch overseas territories, the Antilles and Aruba, and from Suriname, and people who came to the Netherlands to work or to seek

asylum. Together, they account for approximately 10% of the total population. In the city of Rotterdam approximately 60% of the population now consists of migrants (including 2nd and 3rd generation), and in social assistance approximately 70% of clients are migrants. Integration does not happen easily. People of Turkish and Moroccan origin, for instance, are five times more likely to be unemployed than ethnic Dutch. So the government wants to encourage these groups to take part in society by, for instance, giving them the opportunity to undergo training and - through legislation - providing incentives for employers to employ them. Compulsory integration courses are also a means of preventing disadvantage. Shortly after arriving in the Netherlands, new immigrants now have to attend courses in Dutch language and society, and they receive help finding a job.

Activation and rehabilitation of the most distanced from the labour market. As in Sweden in those situations there is often an accumulation of problems (mental-health, substance abuse, debts etc.) Innovative and effective approaches need to be developed.

2. Thematic presentations

2.1 Thematic presentation Henk Spies: Jobcentre comparison

Henk works at Plusconfidence, and is one of the organisers of the think tank.

For Eurocities (working group employment) a comparison was made of jobcentres in 15 European cities, ranging from Scandinavia and Poland to Belgium, the UK, Ireland, Germany and the Netherlands. In the last ten years jobcentres are emerging all over Europe, especially in the North Western and Eastern parts.

In jobcentres labour market policies and social security policies are brought together. Different organisations with different cultures (public employment service, social assistance, social insurance) work together for the same clients. Drivers for this cooperation, among others, seem to be the ambition to realise integrated services and a one stop shop, and effectiveness and efficiency of the chain cooperation in the system. The process of integrating these different worlds involves reforms at the level of legislation, governance, re-thinking the division of responsibilities and competences on national, regional and local levels, methods, work processes, ICT, organisational cultures, and so on. There are similarities and differences to be found.

There are differences between countries regarding the question who has the lead in the process of building local, integrated and tailored services. In some countries jobcentres emerge from the side of the PES, in others from the side of municipalities. As a consequence jobcentres are differently positioned in different countries.

In some countries (e.g. UK, Belgium) the local jobcentres are an initiative from the national level (PES), in other countries (e.g. Sweden, Ireland) an initiative from cities, and in yet other countries (e.g. The Netherlands, Norway) a joint initiative from national PES (including Employee Insurances) and cities.

a) Where cities have the lead, jobcentres have emerged to complement the PES, its focus on clients closer to the labour market and services aimed at facilitating work-to-work transitions. In these jobcentres the focus is (initially) on target groups more distanced from the labour market and on benefit-to-work transitions. In some cases

(e.g. Rotterdam) municipalities have also organised (complementary) employer services – traditionally the domain of PES. In most cases participation is more compulsory for clients, through the use of incentives.

- b) Where PES has the lead, jobcentres are complementary to local social services, and focus on limiting influx of clients into social assistance. The target group comprises all unemployed and all benefit recipients. Participation is voluntary, although benefit offices may reconsider the right to a benefit. In many cases this seems to be a rather weak link.
- c) Where jobcentres are a 'joint venture' between cities and PES, complementarity is not an external phenomenon, but an internal challenge. Differentiation of target groups within job centres works through different client streams. Participation is based on a combination of trust and incentives.

In most cases steps have been taken towards integration of work processes, e.g. active exchange of information, a single plan for each client, a single client following system, active co-operation on client level, active referral.

Although in most cases the cooperating organisations share premises (the jobcentre), there are differences regarding the extent to which organisations are integrated. In some cases there is a single management, in other cases the participating organisations continue to have their own management. In different jobcentres to different extents there is a shared front office, shared staff, shared hiring of services, a shared management team.

Inside jobcentres different approaches can be distinguished. Some tend towards standardisation of services, others towards individual tailoring; some rely more on using incentives, others on trust; some have a narrow range of in-house services, others a broad range; some have a more generalist organisation of work, others a specialist organisation; and in some places delivery is mostly organised in the public sector, whereas in others it is mostly contracted out to the private sector. Interestingly, differences on these dimensions can be found also between cities in the same country. Perhaps these dimensions can be seen as 'free choice' dimensions, not so much dictated by national policies. Many of the choices made so far seem to be informed by beliefs rather than results. It would be interesting to compare experiences and results in the next few years, in order to learn from the different experiences.

Policymakers mostly agree on the desirability of one stop shops, local management and personalised services. They seem to disagree on public versus private delivery, and on the usefulness of intensive services for hard-to-employ clients. Underlying this disagreement are probably different organisational perspectives and performance indicators: outflow into employment, leading to a focus on easier to employ clients, versus saving on social assistance budgets, leading to a focus on long-term recipients.

There are also differences with regard to how jobcentres look at, and cooperate with employers. Employers can be seen as customers of jobcentres. Services include HR and staffing support, wage subsidies and training. In some cases employers are also seen as network partners. In these cases projects are often developed together with employers, and employers are part of the board of the jobcentre. In some cases (local) governments also use their buying power to negotiate social return in contracts, e.g. by requiring that contractors use 5% of the contract value for hiring unemployed people.

Some responses to the crisis that can be witnessed, are an increase in average caseloads per worker, a decrease of the number of locations, and more emphasis on e-services.

Challenges

- finding the optimal balance between e-services and face-to-face contact
- the optimal working area of jobcentres and the number of delivery locations
- monitoring results of different approaches in order to learn from experiences
- using customer satisfaction as input for further development of services

The report will be published by eurocities. It is also available through Plusconfidence.

2.2 Thematic presentation Anders Kise: Visitation

Anders works at NAV.

The NAV-reform has had a bad start. The main problem was: putting everything in the basket at the same time, and having no information from the working floor about the implications and the consequences of the welfare reform and merger at the start of the process. At that point in time it was clear that something had to be done to support the staff and the management of all the NAV-offices in Norway. There was an explicit need for tying various initiatives for improvement and a better performance together.

The idea of visitation was picked up at an exchange visit from 19 NAV-county managers to the Netherlands in 2008. In the Netherlands there was already a visitation process (as a form of inspection and learning network) in place and well functioning.

The Norwegian NAV decided to adopt the visitation idea and in cooperation with Plusconfidence in the Netherlands, to take it to Norway and adapt it to the circumstances and needs of the NAV managers. Visitation is:

- a learning network
- a leadership network
- a motivational network

Trust is the most important word, because communication needs to be very open; visitations can be very damaging for a company. For visitations you can use a mystery guest. This guest represents another level of information gathering for the network (new set of eyes). It's very important that the host manager owns the method of the mystery guest.

The host manager is in charge of the visitation process. He decides if a mystery guest will be used, if the report that is made will circulate etc.

The aim is to reach the goals, first and foremost. It's also to change the culture and it's about learning and sharing.

During the first meetings of Plusconfidence with the NAV-management in 2009 it became clear that NAV needed a tool for developing and building leadership on the NAV-management. The HCI (Human Capital Index, annual questionnaire on work, work-environment, working-conditions etc.) measuring the impact of the NAV-reform,

showed poor results and also the customer feedback (on quality of services and service delivery) was poor.

In several meetings with NAV-managers the key principles of visitation, based on the Dutch example, were discussed and a Norwegian version of visitation was roughly developed. Two pilot areas were selected (Vestfold and Oslo) and pilots with the visitation process started in 2010.

Sixteen (out of nineteen) NAV-counties are using visitation at this moment as an instrument of learning and improvement. In the three, not using counties, there are new county-directors and visitation is not mandatory.

Results

Visitation has become a tool of reaching the NAV-goals. On an operational level, there is a rating of the 19 counties. Performance of the participating counties has improved dramatically. It is not 100% clear that there is a direct causality, but managers say that visitation is a tool of importance for them. Showcase is Vestfold: being ranked low two years ago and now top three in performance.

A result is also the cultural value of learning through dialogue and sharing and creating a network.

Systematic feedback from user and feedback from staff has improved significant.

There are less negative publications about NAV in the press.

Visitation has proven to be a transferrable tool (Netherlands to Norway) and also within Norway: from NAV to other institutions. Oslo City administration, Health institutions and Childcare institutions in Norway are considering using visitation as a learning instrument, based on the experience and results of NAV.

Criteria for success and lessons learned

- 1- to establish a good visitation network it is important to have an explicit openness and trust between all the participants: ensure there's an agreement on how the network will operate, what is to be achieved and in what way;
- 1- ensure the exit is always an option, as visitation is not mandatory;
- 2- the participants have to be earnestly interested in being successful and improving by way of mutual learning;
- 3- there has to be an explicitly agreement upon how any findings, results or proposed measures will be communicated or otherwise circulated subsequent to the visitations.;
- 5- create continuous visitation cycles;
- 6- in order to get things off the ground you need :
 - a good and working example;
 - committed and exemplary leaders who take the initiative;
 - back-up from the top-management;
 - a common vision upon the principles, and
 - the presence of a learning attitude.

2.3 Thematic presentation Liz Jones: Community Link and Integrated Services

Liz Jones works at the Ministry of Social Development in New Zealand.

Meeting people where they are! In several approaches the Ministry of Social Development Community tries to put this into practice. For instance: Community Link, the Kiwi way to build jobcentres and establish integrated approaches in cooperation with other agencies, and a Bootcamp-approach for disconnected youngsters. But the approach is always work-oriented and with the aim to support self-reliance.

The big strive for an integration of services and integrated service delivery came when it was clear that silo's approaches didn't work any more. Some incidents happened in which the separated government agencies did work in parallel, but not in harmony with sometimes terrible results. This made it very clear that improvements were necessary. This gave a boost to a more cross-over cooperation between agencies and ministries breaking down silo approaches as much as possible.

Community Link works with a triage approach; this is a kind of assessment. Now there is a strong work ability assessment at the start of the welfare application process, ensuring that everybody has to look for a job for 4 weeks even before his or her application is being processed.

There is a 6 weeks military camp-programme (Bootcamp) for disconnected youngsters. Afterwards, the people who did this programme are usually very proud and motivated. There is also a so called 'youth pipeline'. This means the tracking of young people from school until they start working.

There is support for 16-17 year olds and young mothers (18-19) who don't have a job. This support is about education and training. If the participants don't complete a module, there is a fine. The government is more stringent nowadays.

With integrated services case-managers stay in close personal contact with families who need housing, health insurance, managing their debts and so on, to make sure that all things are covered and taken care of.

There are also tracking systems in place, by which the developments of families can be monitored. This is a voluntary system. 900 families are in this system at this moment.

Concerning the governance structure it is important to note that Community Link is not in charge of everything. The local management will organise a meeting, this is a governance committee, which has the responsibility of organising and maintaining a close cooperation between all the parties involved.

Community Link usually has an office, in which there's also a medical post and childcare. NGO's can use the office at night at no charge. It is not a one-stop shop office. It's about getting the trust and getting to know the clients.

2.4 Thematic presentation Karin Oster: Two successful examples from Berlin

Karin presents two successful approaches: the 501-programme and the neighbourhood-mothers.

In Berlin there was a youth programme in the 1980's called '501'. The concept of this programme was that there was a contract for the young person, the employer and the

case manager. The contract was with rights and obligations for the partners involved, about getting the young person to work. It was tailor made. 20.000 people were in this programme, 50% stayed at the enterprise of the employer, the other 50% got to another enterprise or started another education or vocational training. The 501-programme stopped in 2006 because of budget issues. Important elements of the programme were:

- personal initiatives
- normality; the youngsters got a contract. They had to work, take part in the training and had to work for a certain amount of hours.
- motivation; the first 6 months could be used for learning and developing skills at the enterprise (practice based). After that there was an assessment to see what needed to be learned more.

Important to know is that there now is a European Qualification Framework, which provides the possibility to compare different types of education and vocational training. It has 8 levels. Each country can make their own national framework. Berlin hopes to (re)start the 501 programme again next year.

Another programme in Berlin was the programme called 'neighbourhood mothers'. Berlin has picked this idea up from Rotterdam and adapted it to the Berlin circumstances and conditions. The programme was first implemented in Neuköln. Neuköln is a district in Berlin and has 300.000 inhabitants with 316 different cultures. Parents, mostly from a non-German background, often do not integrate well in the Berlin society. There are however women with a Turkish background who wanted to work, and also had an important and often linking-pin position within their culture. Those women went into a 6 month programme, financed by the City Council, in which they were informed about living in Berlin in general, for example information about kindergarten, housing, social services, school information, neighbourhood information etc.

After 6 months the women got materials concerning all these topics. They also got in contact with the local politicians and visited about 10 families to transfer the information (2 women at a time). The women now work for 3 years with this programme visiting these families. This is an example of a success with a triple win: the women are working and receive an income; new families are being connected to the Berlin society and the City has found an effective way to spread the knowledge of the social services. This programme is supported by the unemployment services, but paid mainly by the government. It's copied for other districts in Berlin as well.

<<In Norway they work with work assessments. Erik will email this to the participants.>>

2.5 Thematic presentation Claes-Goran Lock : Innovation.

What is innovation and what should we do with these innovations?

Until recently employment was regarded just as a process of gathering the right information on what the jobseekers need to be matched to the job and fill a vacancy. We then started to ask clients what they thought of the way we were working, through the use of questionnaires measuring customer satisfaction. The outcome was that clients

stated they did not feel like being seen and treated as a person; reports showed that clients did not recognize themselves in the services offered by the PES.

Jobseekers now are asking for a PES that has knowledge of the labour market and understands what kind of work *they* can do and how to accomplish that work. Employers also have a determined view on what the PES should do, which is about understanding the needs of employers in terms the competences and skills that people need in order to fit the (future) vacancies.

This means a more intensive way of making the right match on vacancies. It is about understanding the needs of the labour market in general, having specific information about the situation upon the labour market (different branches and sectors) and understanding the needs of employers (skills-based).

The following questions occur:

1- How do we provide the labour market information to individual jobseekers?

We have recruitment sessions. The employers come to the office and have speed meets with jobseekers. We also work through the internet, with the use of videos, for example, and with facebook. That makes things transparent. Information that people used to make phone calls for, can now be found on the internet.

2- The Employment Service is going to change rapidly the coming years. How do we show that these changes are necessary?

There are huge differences in costs of providing services. When the cost factor of the use of internet is for example factor 1, then the cost factor of a telephone call is factor 100 and a visit to the Employment Service has a cost factor between 500 and 1000.

Clients need to be put first (at the centre) and not the organisation, but how can you provide what is best for the client? In order to deliver services in a more tailored way (holistic based and client-wrapped around services) you need the clients to interact. This requires another vision on clients (stakeholders instead of obedient recipients), another mentality of the staff, a better use of new technology that is available and a more integrated service delivery.

Sweden is also entering a profiling system; creating the organisational conditions for developing a more client-focused approach. But here the question is whether profiling will prove to be a good instrument.

<< Both in Scotland and the Netherlands videos are sometimes used to portrait jobs and jobseekers in a more recognizable and 'interactive' way. >>

2.6 Thematic presentation Tom Craig

You have to really get into the heart of the system if you want to understand it. IES (Integrated Employment Service) was about bringing different worlds together and understanding each other.

Conceptualising the ways to work with clients is important. The Employability Service Model does that, it is a model where everybody can see what other people are doing. IES is being implemented in the Employability Learning Network (ELN).

The ELN responds to the needs expressed by Local Authorities, their Community Planning partners, and wider partners with an interest in the employability agenda. These partners could include higher/further education providers, and health, housing and social work services. The aim is to help these partners to:

- learn from other people and organisations facing the same problems through online networking, events and development programmes;
- access good practice and evidence of what works including case studies;
- work with experts, who will provide advice and share their experience through master classes, meetings, seminars and workshops, or otherwise act as a critical friend;
- access resources such as toolkits, online learning programmes;
- identify any new research, tools and resources which may be needed. A number of resources are being used to facilitate this including:

1. a dedicated website: www.employabilityinscotland.com, which has news items, and employability-related policy and research;
2. a monthly Employability e-bulletin which is distributed to a large network of subscribers from public, private and voluntary sector backgrounds;
3. an online community forum where ideas and events can be discussed in an open forum; and
4. social media, with the use of Twitter (<http://twitter.com/employinscot>) to network with the diverse range of partners involved in employability.

The Network has provided a platform for employability practitioners to interact with others and share good practice, innovation and common concerns, deepening knowledge and expertise in the process. In statistical terms: the employability website, launched at the end October 2009, has had 20,000+ hits to September 2010, with over 66,000 pages being viewed by users.

The monthly Employability e-bulletin now has 1300 subscribers, with registrations continuing to grow each month.

There are different performance indicators in different districts.

<<The University of Amsterdam did a study about this, that was presented at an international conference. Brian van Apeldoorn will email this study to everybody.>>

2.7 Thematic presentation Nico van de Vrie; Fit-4-Work

Fit-4-Work is a collaborative project between G4 (four major Cities in the Netherlands : Amsterdam, Rotterdam, The Hague and Utrecht) and UWV (Dutch Department of Work and Pensions) which focuses on the development of an effective approach designed to improve the employment prospects of individuals who experience a psychological disorder and who, historically, have been 'distanced' from the labour market. Fit-4-Work is a collaborative project, which hopes both to help participants to reintegrate into the workplace (so that they work according to their capacity) and to bring about health improvement which G4/UWV want to achieve together with GGD's (Municipal Health Agencies).

Fit-4-Work is a randomised controlled experiment for 4 years (2012 – 2015) with 700

people in the intervention group and 700 people in the control group (so in total 1400). Randomisation is being done by Erasmus University.

The Fit-4-Work intervention consists of an intersectoral integrated approach aimed at improving mental health and addressing barriers in social participation and labour force participation. The intersectoral approach is assured by a multidisciplinary team consisting of a psychologist, a nurse, a social worker, a labour market expert and a social services officer. In a structured intake mental health problems, as well co-existing social or physical problems are identified. The structured intake will guide the decision how to tailor mental health interventions and re-integration programmes to the specific needs of the unemployed person. The tailored interventions will consist of mental health interventions (offered by mental health care organisations) and labour market interventions, but may be extended with health behavioural interventions (offered through municipal health organisations), and social interventions. The purpose of the new intersectoral intervention is to bring about an acceleration in the re-integration process.

Fit-4-Work now is in the procurement phase, selecting the private reintegration company for the execution of the programme and the final selection will be made in January, then the first clients will enter the experimental intervention in March.

Once the website of Fit-4-Work is ready, Nico will email the address of the website to everyone.