




Spanish and Norwegian EEA Work Life Balance Project 2013-2015

# Project Report from 3 Norwegian Municipalities



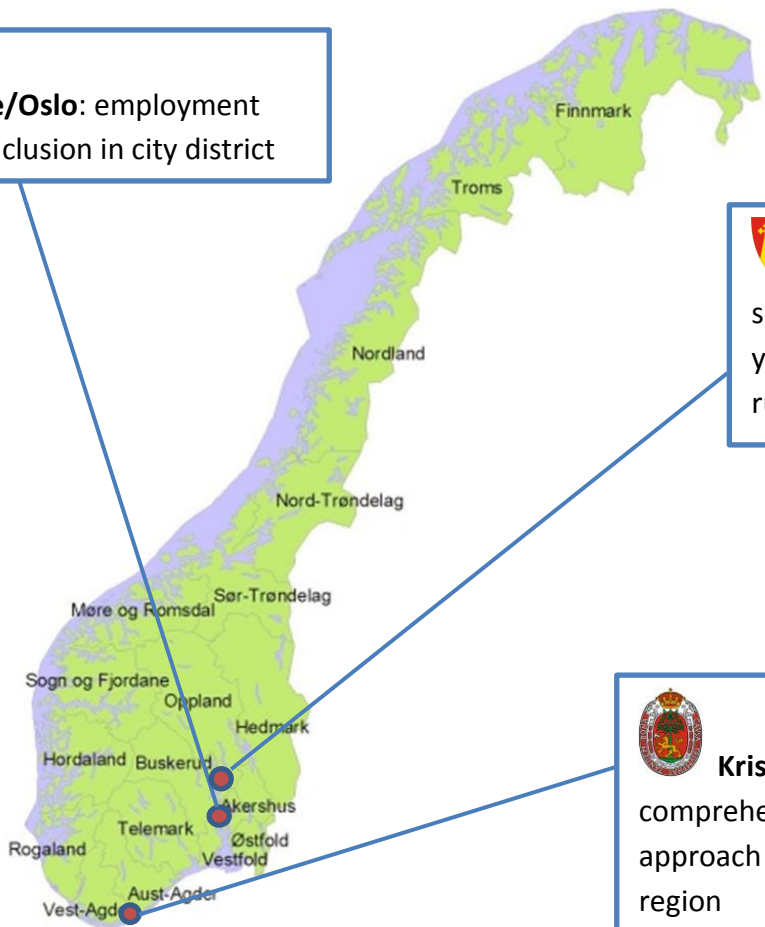
**Sagene/Oslo:** employment and social inclusion in city district



**Gran:** good services to keep young people in a rural area



**Kristiansand:** comprehensive strategic approach in a conservative region



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# 1. Introduction

## 1.1. Project Approach

The EEA funded project “Equality Balance” 2012-2015 focuses on Work Life Balance between professional, family and private life in Spain and Norway. The project promoter is the Spanish Institute for Women and Equal Opportunities (IWEO), the national partner is the Federation for Spanish Municipalities and Provinces (FEMP). The Norwegian partner is the Norwegian Association for Local and Regional Authorities (KS).

In the first phase of the project, 2012-2014, the Norwegian participants included the two municipalities, Kristiansand and Hamar, the Equality Centres in Kristiansand and Hamar, as well as the largest trade union, the Norwegian Union for Municipal and General Employees (NUMGR). The second phase, 2015, included the three municipalities Kristiansand, Gran and Sagene district in the municipality of Oslo.

This report describes the work in the three municipalities: Kristiansand, Gran and Sagene district in the municipality of Oslo.

There have been several differences between the project approach in the Spanish and Norwegian municipalities:

- The Norwegian municipalities have not been receiving any special funds from the project. The project focuses on the regular municipal work linked to work life balance, e.g. diagnosis, plans, priorities and initiatives, funded by regular municipal budgets.
- The Norwegian municipalities have not been receiving any special support from consultants; therefore all projects activities and reports have been elaborated and implemented by regular staff in KS and the municipalities.
- The municipal diagnosis is based on data collected and analysed annually by Statistics Norway, not collected specifically for this project.
- The municipal policies and initiatives presented in the project and in the reports have a long term perspective – not a short term one linked to the project period.

- For practical reasons, the Norwegian project presentations and reports are focusing on one or two themes in each of the three municipalities and the selection of themes are based on local needs and priorities.
- The municipal gender focus will in most cases include men and women, and often have a broad focus on discrimination, based on gender, sexuality, religion, ethnicity, age and mobility.
- The Norwegian municipalities have a mainstreaming approach, implying that the concern for equality should be integrated in all municipal areas and all administrative units of the municipal organisations.
- The Norwegian municipalities will normally give one of the administrative units a responsibility for coordinating equality and anti-discrimination initiatives, but will normally not have special staff members with gender equality as their only responsibility.

## **1.2. The Norwegian Municipalities**

### **Kristiansand**

- City with 87.000 in the South of Norway, an economic and academic regional centre
- Traditional region, realizing the need for a change in traditional gender patterns
- Focus on long term strategic equality planning, at both municipal and regional level

### **Gran**

- Rural municipality with 14.000 inhabitants close to Oslo
- Region loosing younger inhabitants to bigger towns and cities
- Focus on public services, especially kindergartens, to keep and attract young people

### **Sagene district in Oslo**

- City district with 40.000 inhabitants in the capital Oslo, with 600.000 inhabitants
- Somewhat higher unemployment than the average in the country, due to high percentage of immigrants and public apartments
- Focus on capacity building and employment for immigrants and unemployed

## **2. Political, social and economic framework**

### **2.1. Financial Situation**

Norway is a rich country, much less affected by the general international crisis than Spain.

Employment rate is high, unemployment is low and salaries are high. The so called “gini” coefficient, measuring the economic differences within a country, is among the lowest in the world.

However, Norway as an oil producing country is facing economic challenges. The oil prizes are presently falling, which implies that Norway will need changes and innovation in the economy as well as the labour market in the near future.

### **2.2. Political and administrative framework**

Norway is a much smaller country than Spain, with only five million inhabitants, the capital Oslo is the biggest city with only 600.000 inhabitants. The country is relatively large, 325.000 square kilometres compared to Spain’s 500.000 square kilometres, but scarcely populated.

Norway has a three level system, the national government, 19 counties and 428 municipalities.

Contrary to Spain, all 428 municipalities have the same legal status, mandate and responsibilities:

- Primary and lower secondary school
- Nurseries and kindergartens
- Primary health care
- Care for elderly and disabled, social services
- Local planning, agricultural/environmental issues, local roads and harbours
- Culture and business development

Also, all the 19 counties have the same legal status, mandate and responsibilities.

The municipalities have large budgets, due to a system of central grants, local taxes and transfer of taxes from richer to poorer parts of the country. The municipalities have a large number of employees, on the average almost 10% of the local population is employed by the municipality, implying that an average municipality with approximately 10.000 inhabitants may have almost 1000 employees. Often, the municipality is one of the biggest local employers.

Differing from Spain, the municipalities have a clear division between the political and administrative level. The municipal council, led by a mayor has the political responsibility – but only through formal council decisions. The mayor or councillors have no individual responsibility or influence regarding the municipal administration and staff. The municipal administration is led by a Chief Executive Officer who is not elected, but directly employed by the municipal council.

For more information on local government in Norway see the brochure published by the Norwegian Ministry of Local Government and Modernisation (2014): [https://www.regjeringen.no/globalassets/upload/kmd/komm/veiledninger\\_og\\_brosjyrer/local\\_government\\_in\\_norway\\_h-2313e.pdf](https://www.regjeringen.no/globalassets/upload/kmd/komm/veiledninger_og_brosjyrer/local_government_in_norway_h-2313e.pdf)

## **2.3. Social and Legal Framework**

### **Executive Summary and Key Findings of Spanish Norwegian Research Project 2015**

Norway and Spain present significant differences in their institutional set-up (such as Spanish European Union-EU membership), or its belonging to diverse welfare regimes types (Norway is generally included in the Nordic regime, while Spain is part of the Mediterranean one). However, both countries share a common interest in addressing the new social and economic challenges derived from the transformations taking place in post-industrial societies, while maintaining the social cohesion that has traditionally characterized the European Social Model.

The NorSpaR project (*Coping with New Social Risks in Norway and Spain*), funded by the Embassy of Norway in Spain, seeks to analyse the main public policies through which Norway and Spain cope with the so-called New Social Risks, such as an aging population, the

different social roles for women and families, youth unemployment, the situation of poor workers or the increasing inequalities. The following public policies have been analysed:

- Long-Term Care policies;
- Family and Gender policies;
- Unemployment Protection and Active Labour Market policies.

From a methodological point of view, the analysis of two very different countries and welfare regimes allows us to:

- Attempt some generalizations about the effects of the crisis on the Welfare State and its prospects in Europe more generally;
- Establish the extent to which, and how, common socio-demographic and economic pressures challenge these different regimes in divergent or convergent ways.

This project has been carried out by a team of researchers from Spain and Norway. The key findings are the following:

**1. Norwegian and Spanish Welfare Regimes Share Similar Problems, but the Intensity of those Problems is Not the Same.**

Both Spain and Norway are confronted with the progressive ageing of their populations caused by a combination of an elevated life expectancy and low fertility rates. However, this problem is more acute in Spain than in Norway. Although life expectancy of men and women is quite similar in both countries, fertility rates substantially differ. Fertility rates in Spain have ranged between 1.2 and 1.3 in the period 1995-2005, increasing after that time to 1.45 in 2008 decreasing once again since then. Norway has a higher, and more stable, fertility rate across time, oscillating between 1.8-1.9 over the past 20 years. As a consequence of this situation, future dependency ratios appear more worrisome for Spain than for Norway.

The labour markets of the two countries confront similar challenges regarding age and gender inequalities. Unemployment rates for young people (<25) are more than twice that for adults, although unemployment is much higher in Spain (both for adults and) (five times higher for the youth, and almost ten times for the rest of the population). Regarding gender inequalities, part-time jobs are much more frequent among women, but the gender gap is larger in Norway (41.8 percent of women are employed part-time versus 15.5 percent of

men). In Spain that differential is lower (25.8 for women and 7.9 for men). Overall, part time jobs are more common in Norway (27.9 percent) than in Spain (16 percent).

Persistent poverty (those currently at risk of poverty which were in that same situation at least 2 of the 3 preceding years) was 6.6 percent in Norway and 11.6 in Spain. The two countries present a different distribution of poverty. In Norway it is highest among people between 18 and 24 (34.4), and lower among children (8.3). Among adults, 8.7 of those 25-49, and 4.5 of those between 50 and 64 were in that situation. In the case of Spain, poverty is highest among children (29.9) and young people (28.4), and it is lowest for those over 65(14.8). Over the last decade, Spain has grown more unequal, while inequalities decreased in Norway.

## **2. The Current Economic Crisis does Not Explain the Whole Picture of the Difference in the Intensity of the Problems Faced by Norway and Spain.**

Unlike the case of Spain, socio-economic outcomes in Norway have been relatively good in the aftermath of the recent crisis. Three main factors account for this disparity:

Structural deficits of the Spanish economy (institutional characteristics of the labour market, investment in low added value activities, low productivity and relevance of low technological sectors such as construction and tourism). Spain generated public budget surpluses in the years of economic growth, but also showed high unemployment, school dropout rates and poor quality jobs. Employment and tax revenues were extremely exposed to the economic cycle. By contrast, in the case of Norway policies have been characterized by fiscal restraint (keeping incomes from oil and gas in a sovereign fund), focusing welfare policies on training and activation, and working on broad consensus for policy reforms (i.e. adapting the pension system to demographic changes).

Many needs were left unattended by the Spanish Welfare State before the crisis. Gaps in the Spanish social protection system have been covered by families (especially women), who provided care for children and the elderly. In Norway, a more comprehensive social protection system contributed to reduce the effects of the economic downturn.

The Spanish social protection system is essentially palliative, and for this reason has always been considered more as an expense than an investment. On the contrary, in the Nordic



countries in general and Norway is no exception, social policies are designed to ensure equity and quality of life for citizens, and are therefore perceived as an essential tool to promote economic growth. In the 1990s, trying to decrease the deficit caused by the expansionary measures implemented in the previous decade to confront an economic crisis, the Nordic countries launched policies aimed at reforming the public sector. These policies were based on the *flexicurity* paradigm (labour market flexibility combined with social investment initiatives). Today, the Nordic countries are among the most competitive in the world, and have higher employment rates than the average of the EU (even for the low skilled).

### **3. There are more Similarities than Differences in Citizen's Attitudes Towards the Welfare State.**

A majority of Norwegians and Spaniards believe that the state should be fully responsible for the provision of health and child care services, to ensure a reasonable standard of living for the elderly and the unemployed, as well as to provide paid leaves for those with caring duties. Spaniards are more supportive than Norwegians of state intervention in employment matters, possibly due to permanent high levels of unemployment in their country. Other than that, the two countries look very much alike, and they stand out among European countries for the strong "*welfarism*" of their populations. In both countries a majority of citizens believe that welfare programs "prevent widespread poverty" (65 percent in Norway, 53 percent in Spain), "lead to a more equal society" (67 percent in Norway, 56 percent in Spain), and "make it easier to combine work and family life" (71 percent, and 58 percent respectively).

Nevertheless, satisfaction with performance of welfare programs is somewhat lower in Spain (with the exception of the national health care system). This superior dissatisfaction is translated into a higher demand for increases in public expenditure on welfare. In 2006, 87 percent of Spaniards considered that the state should be spending "more" or "much more" on health care and education; 83 percent believed the state should be spending "more" or "much

more” on old-age pensions; and 59 percent wanted more or much more spending in unemployment benefits. In the same year, the percentages for Norway were 86, 62, 59 and 19 percent.

Spaniards are also more concerned than Norwegians about the negative economic consequences of social policies. In 2008, 40 percent of Spaniards thought that “social benefits and services place too great a strain on the economy” and 46 percent considered that “social benefits and services cost businesses too much in taxes/charges”. These percentages were 25 and 34 percent in Norway. However, Norwegians appeared more concerned by the moral costs of the Welfare State than Spaniards. Significant numbers of citizens in both countries believed that “social benefits and services make people less willing to care for one another” (39 percent of Norwegians and 33 percent of Spaniards), and that “social benefits and services make people less willing to look after themselves/family” (22 percent in Norway, and 33 percent in Spain).

#### **4. Both Countries Share Similarities in the Institutional Design of Core-Welfare Programs Despite having Different Welfare Regime Types.**

Spain belongs to the *Mediterranean welfare regime*, with its *familistic* nature (emphasizing in particular the traditional role of the "Mediterranean superwomen"). In this regime, women obtained protection through the male partners as the main breadwinner. Even today, with high levels of female labour market participation, the grandmothers or immigrants play a key role in the provision of care due to the insufficiently developed public provision of services.

Norway is part of the *Social-democratic welfare regime*. Nordic countries took a distinctive path establishing a “model of social protection in which universalistic benefits and services based on residence were combined with earning-related social insurance programs”. As a result of a strategy of redistribution based on a broad coverage with generous transfers, the ample provision of subsidized services, and maintaining high levels of employment, this model produces good outputs in terms of poverty reduction, while having the most equal income distribution in the OECD.

Spain and Norway spend a similar share of their GDPs in social expenditure (25 percent in Norway, 26 percent in Spain in 2011). However, the results of this effort cannot be similar, taking into account each country per capita GDP, and the different extension of certain social problems (especially unemployment). In 2011, social expenditure in standard *purchasing power* (PPS) per capita was 6,032€ in Spain, compared to 10.909€ in Norway.

The most important components of social spending in Spain are retirement pensions (30 percent), healthcare (30 percent), and unemployment protection (14 percent), compared to 39, 29 and five percent respectively in the average EU-27. Regarding education, which is usually excluded from social spending figures, Spain spent around five percent of its GDP before the current crisis, compared to 5.5 percent average in the EU-27.

The main components of Norwegian social spending are old age pensions (32 percent), and health care (31 percent). Unemployment protection represents only 3 percent of social spending. Regarding education, Norway spends above 7 percent on GDP.

**5. The Trend of Population Aging, and the Higher Prevalence of Situations of Dependency, have Contributed to Increase the Necessity and Visibility of Long Term Care (LTC) in the Political Agenda.**

In the Norwegian case, LTC services are mainly public, and cash transfers have a low priority. Service levels are generous compared to most other countries, in particular as far as community care is concerned. Recent trends and controversies refer to the balancing of services (role of traditional nursing home care, special housing and community care), and responsibilities (division of functions between public and private sectors, and within the public sector, between central and local governments).

Spain is a latecomer in the development of LTC programs. The bias of the new model in favour of cash benefits, instead of promoting the provision of services, constitutes a clear contradiction of the initial objectives of the “Dependency Law” passed in 2007. The existence of a social structure of informal care (related both to families, and to an informal market) partly account for this situation. Moreover, the current crisis introduced significant uncertainties about the future of the recently created LTC system. The decision of the central

government to scale down the implementation of this model resulted in a significant reduction of its financial contribution, leaving regions and beneficiaries with a larger share of the financial burden. Additionally, the central government re-scheduled the calendar of implementation of the LTC system by delaying the deadlines in which all dependants had to be evaluated, ranked and should be receiving services or transfers from the system. A key question in this context will be the capacity of families to continue operating as “*shock absorbers*”, cushioning extreme forms of social exclusion related to situations of dependency.

While the Nordic model tries to recover and strengthen family responsibility, the Mediterranean model envisions a transition towards new forms of public involvement to complement the weakening family and informal care systems.

#### **6. The dream of Catching up with the More Advanced Family-Friendly Policies of Northern and Central Europe has Not Materialized in Spain.**

In the late 1970s the rise of “new feminism” and socio-demographic changes, such as the decline of the male breadwinner family model and the access of married women to the labour market, contributed to a rising demand for gender equality in society. Increasingly, new work/family/childcare policies were articulated taking into consideration gender equality.

In the case of Norway several reforms served to modernize policy tools and programs in this policy field. Of special importance was legislation of the Act governing Day Care for Children in the 1970s, as well as the launching of the long-term aim of universal access to such care. Furthermore, a period of parental leave for use at the discretion of the parents was added to the maternity leave long in existence. In the early 1990s, legislation paternity leave, an individual paid leave for fathers at the birth of their child, together with continuous childcare policies marked a second moment in the introduction of these policies. Finally, later in that same decade, the creation of a cash grant for private or parental care as an alternative to the use of publicly funded childcare services contributed to define family policies in this country. These reforms had a great impact on gender relations, particularly in the labour market participation rates of women (and of mothers), the take-up of parental leave of both

mothers and fathers, and the increase in the proportion of children in publicly funded day-care.

The development of a modern family policy did not take place in Spain until the late 1990s, and especially in the 2000s. The strong cultural expectations and norms about the role and responsibilities of families kept political demand for public assistance relatively low. Moreover, Spanish party political elites (both in the socialist and conservative parties), as well as social lobbies (notably the feminists), were reluctant to address issues ideologically connected to the main concerns of the previously existing authoritarian regime, and its support for a traditional and Catholic family models. Progressives and feminists were clearly concentrated on achieving legal equality for men and women, a divorce law, and the recognition of reproductive rights. In the late nineties, some driving forces helped revive family policies, notably the deep societal changes, the Europeanization of policy making, and the decentralization of the country.

Currently, the main political parties show a commitment to update family policies. Before the current crisis, the government introduced a wide range of measures addressed at responding to family needs, including initiatives to favour residential autonomy for young people, to promote female employment and the conciliation of work and family life (through the expansion of childcare and elderly care), and to encourage fertility and help young families (through birth grants). Social protection expenditure on family/children significantly increased between 2004 and 2010, although they continued to be below the European average. Nowadays, in a context of austerity, existing gender and family policies seem less able to address persisting problems in this domain, and new pressing needs associated with the deep socio-demographic transformations that Spain has recently undergone monopolise public and political attention

## **7. Norway and Spain Continue to have Significant Differences Regarding Unemployment Protection and Active Labour Market Policies**

Policies towards the unemployed, with an emphasis on activation and skills development, have traditionally been key elements in Norwegian labour market policies. Norway is ranked close to the OECD average in terms of the protection of permanent workers against dismissals. Regulations of individual dismissal are strong, whereas regulation of collective

dismissals are weaker compared to the OECD average. One key challenge to the social insurance system is to make a sensible delineation between health (i.e. disability), and work related benefits (like unemployment). This issue has become more important with an ageing population. In a recent large reform the Norwegian Labour and Welfare Administration (NAV) was established and, a «one-stop shop » policy and better coordination between activation policies and health related social insurance services has been implemented.

Another challenge in Norway relates to youth unemployment and the “Not in Education, Employment or Training” (NEET’s youth). The “New Possibilities” initiative focuses on preventing dropouts from upper secondary education, and on helping dropouts to complete their education. A novel feature of this programme is the close cooperation established between the educational authorities and the labour and welfare services, even at the regional level.

In 2011 Spain spent less than the European average in active and passive policies if we take into consideration the level of unemployment experienced by this country. Expenditure in active policies also decreased significantly in recent years (they were only 22 percent of the budget to address unemployment, while benefits absorbed the rest), placing this country well below the European average (33 percent). Nevertheless, and because of the large number of unemployed (6 million), Spain is one of the countries with the highest expenditure in unemployment protection in absolute terms.

The high levels of unemployment, the low levels of investment in active policies, the difficulties to eventually cover the 6 million unemployed with these type of programs, and the results of some evaluations that put into question the efficacy of these policies, suggest that it may be necessary to concentrate resources in certain social groups (including the elder unemployed and NEETs). The need to connect passive and active policies, and the evaluation of active policies, constitute a shared demand by experts in the field. For these assessments to be possible it would be necessary to improve the information systems, to collect information that is lacking now, as well as greater efforts to increase collaboration between the central and regional administrations.

## **8. The Current Crisis has put the Issue of the Financial Sustainability of Welfare Policies at the Forefront of the Political Debate, Particularly in Countries Particularly Affected by the Economic and Financial Turmoil**

Criticism of the Norwegian model have been mainly focused on its high levels of spending, high tax rates and other problems related to its sustainability and compatibility with economic growth in a globalized world. Significant organizational reforms have been undertaken in the Norwegian welfare system in recent years, including the creation of the “one shop” model by merging the public employment and social services. The purpose of this initiative was to simplify the process for the users, and to improve the coordination of activation policies with health related insurance schemes. Another important milestone has been a comprehensive pension reform to ensure long-term sustainability of the system for old age pensions.

Several reforms were introduced in the Spanish Welfare State before the crisis to try to adapt it to the NSR (immigration, ageing, changing family structure, new forms of poverty, among others). Nevertheless, since the spring of 2010, the introduction of fiscal consolidation measures implied systematic across the board cuts in social spending. In a context of severe financial crisis, all areas of social policies were reformed, mainly through spending cuts and the reduction of the generosity and coverage of social protection programs. The economic crisis generated a large increase in public debt that may constitute an obstacle

## **2.4. Work Life Balance Framework**

### **Employment Situation**

Unemployment in Norway is much lower than in Spain and lower than in most European countries. In December 2014, the adult unemployment was 3.6%, the unemployment for young people 16-24 years old 7.5%. However, unemployment is still considered an important challenge for the persons and families involved – as well as for the national economy. The extensive Norwegian welfare services are based on a high income from taxes – which are based on a high rate of employment for both men and women.

Contrarily to Spain, unemployment as well as social security in general is handled at the municipal level. The Norwegian Labour and Welfare Administration, NAV, is found in all municipalities and is a co-operation between the authorities and budgets at the national, provincial and municipal level.

### **Working Hours**

Norwegian working hours are normally 37.5 hours a week, including a 30 minutes break around 12 o'clock for lunch. Most people work between 08.00-15.30 or 09.00-16.30, implying that most persons will arrive home between 17.00 and 18.00. However, there are of course professions that have other working hours, factory workers and nurses who work on a rotational or shift basis. Normally, also these working hours are well regulated.

This is partly due to labour life regulations and agreements. The associations for public and private employers and the trade unions are strong in Norway, and there is a well developed tripartite dialogue and social dialogue. The result is that the rights of the workers when it comes to working hours, decent work and flexible working hours depending on the kind of job – are relatively well ensured – and do not depend on the individual worker and the employer. Also, most of these rights are linked to the individual worker, and does not depend on having family and children or not.

### **Division of Domestic Work Between Men and Women**

According to the Harmonized European Time Use Studies (HETUS), men seem to contribute more to domestic work in Norway than in Spain. The study shows that the difference between total time spent in domestic work between Spain and Norway is relatively small, only an average of 13 minutes more per day in Spain than in Norway, but the differences between men and women's time spent on domestic work is almost three times larger in Spain than in Norway, in Spain and average of 3.15 hours per day, in Norway 1.26.

The unequal division of domestic work is also seen when it comes to free time, the difference between men and women in Spain is more than three times larger than in Norway, 1.25 hours per day, in Norway 0.25. There may be several reasons for this:



- One may be the fact that Norwegian families have less paid domestic work than Spanish ones, implying that the house work has to be shared between the family members, adults as well as children.
- Another reason may be the paternal leave, an exclusive leave for the father that cannot be given to the mother. When it was introduced in 1998, only 1% of Norwegian men took this leave, now 90% of men take some leave, and 67% take the whole period of 10 weeks – or more.

### **Many Challenges**

However Norway has large challenge when it comes to gender equality – as have all countries. One of them is violence against women. Norway as well as the other Nordic countries scores high on international comparative statistics regarding gender violence.

A comparative study from EU 2014, the largest study in the world so far regarding gender violence, describes and analyses the differences between the EU countries; the statistics show that Denmark, Sweden and Holland are at the top – Spain and Bulgaria at the bottom. The study states that part of the difference may be explained by cultural differences regarding women’s participation in society, perception of violence, social acceptance of reporting violence as well as registration methods. Norway is not included in the study as it is not an EU member, but the analysis regarding the Nordic EU member countries Denmark, Finland and Sweden will be relevant for Norway as the Nordic countries are so similar.

Sexual aggression and rape is an important issue in Norwegian media. The largest Norwegian newspaper, *Aftenposten*, did an informal national study regarding gender violence in Norway in spring 2015 and claiming that only 1 out of 100 Norwegian cases of rape end up with a court sentence. Some women started the Twitter campaign *#JegHarOpplevd* (“I have experienced”) where thousands of women described the personal experiences regarding sexual harassment and violence.

### **More information**

- HETUS - <https://www.h2.scb.se/tus/tus/Publications.html>
- EU gender violence study 2014 - <http://fra.europa.eu/en/publication/2014/violence-against-women-eu-wide-survey-main-results-report>

- NorSpaR Project, which aims to analyse the main public policy initiatives by which Norway and Spain cope with the new social and economic challenges  
<http://www.gigapp.org/index.php/publicaciones/working-papers-gigapp98>
- *Aftenposten* / Twitter Campaigns:
  - **#BareEnAv100** - <http://mm.aftenposten.no/2015/1-av-100/> and on Twitter: <https://twitter.com/search?f=realtime&q=%23bare1Av100&src=typd>  
(In Norwegian but can Google Translate).
  - **#JegHarOpplevd** - <http://www.aftenposten.no/kultur/Hun-startet-stormen-som-ble-jegharopplevd-7985055.html> and on Twitter: <https://twitter.com/hashtag/jegharopplevd?f=realtime&src=tren>  
(In Norwegian but can Google Translate).

## 3. Gender Equality Diagnosis

### 3.1. Diagnosis Model

For the Spanish municipalities, the project has developed and implemented a special diagnosis model. For the Norwegian municipalities, the project has used the general gender equality indicators that are collected and analysed every year by Statistics Norway, the national agency for statistics. The statistics show the gender equality status according to 16 indicators for all municipalities and counties – allowing them to compare themselves with the national average, with other specific municipalities and counties – and with their own performance during previous years.

The statistics include all the inhabitants in the municipality – not only the persons directly employed by the municipality. The statistics are analysed and published 1.5 years after collection, implying that the last statistics published March 2015 are based on data collected during 2013.

## 3.2 Norwegian Gender Equality Indicators

Indicator	National Average 2012	National average 2013	Kristians and	Gran	Oslo
1. Share of 1-5 years olds in kindergarten (per cent)	90.1	90.0	89.1	90.1	85.0
2. Share of women among municipal county members (per cent)	38.2	38.2	39.6	44.4	45.8
3. Share of men with higher education (per cent)	26.0	26.2	30.2	15.9	42.0
4. Share of women with higher education (per cent)	31.6	32.3	34.1	22.6	45.8
5. Share of men (20-66 years) in the work force (per cent)	82.9	82.7	81.6	82.6	82.0
6. Share of women (20-66 years) in the work force (per cent)	76.8	77.1	76.3	76.0	77.5
7. Average gross income, men (NOK)	470500	487000	482600	431400	532800
8. Average gross income, women (NOK)	313100	326400	310900	308600	373800
9. Share of employed men (20-66 years) working part-time (per cent)	13.7	13.9	15.4	13.8	15.8
10. Share of employed women (20-66 years) working part-time (per cent)	34.5	34.7	38.9	39.2	26.2
11. Share of fathers taking the full fathers quota or more (per cent) (90% taking some of the quota)	68.1	68.5	66.8	70.0	66.7
12. Level of gender balanced business structure (score)	0.60	0.60	0,63	0,57	0,74
13. Share of women among employees (20-66 years) in public sector (per cent)	70.7	70.5	69.0	72.0	64.7
14. Share of women among employees (20-66 years) private sector (per cent)	36.5	36.5	37,4	35.9	41.8

cent)					
15. Share of women among leaders (20-66 years) (per cent)	35.2	35.7	33.1	37.7	40.1
16. Level of gender balance in educational programs in upper secondary school (score)	0.66	0.67	0.67	0.65	0.76

### 3.3 National gender equality development

#### Official summary of the Gender Equality Diagnosis Published March 2015

Municipalities in Oslo, Akershus, northern Norway and Sør-Trøndelag are generally shown to have a high score for the majority of Statistics Norway's gender equality indicators for 2012, while Southern, Western and South-Eastern Norway generally score lower. This pattern has been prominent ever since Statistics Norway began measuring regional equality.

#### More female managers

Statistics Norway's gender equality indicators for Norwegian municipalities in 2013 show an increase in the proportion of female managers. In all counties, with the exception of Aust-Agder, the proportion of female managers has increased since 2012, and since 2008, the proportion has increased in three out of four municipalities.

#### Most gender equality among managers in the North

The indicator that measures the gender distribution among managers, together with that of fathers with long parental leave, shows the greatest change in the direction of more equality in recent years. Among the counties, Oslo and Finnmark score the highest, while Aust-Agder and Vestfold have the lowest scores.

Also among the municipalities, the greatest gender balance in leadership is found in the northernmost counties. Eleven of the 20 municipalities that score highest on this indicator are located in Nordland, Troms or Finnmark, while half of the 20 municipalities with the lowest scores are located in Møre og Romsdal, Rogaland, Vest-Agder or Aust-Agder.

Although managerial positions are becoming more evenly distributed in most municipalities, there are still considerable regional differences. In the most gender equal municipalities, the proportion of men and women in such positions is equal (50/50). No municipalities have a higher proportion of female managers than 50 per cent. However, in the municipalities that score lowest on this indicator, 80 per cent of managers are men.

### **Stable income disparities**

On average, Norwegian women's gross income is 67 per cent of men's, and the indicator that measures income disparities has changed very little since 2008. The income gap partly reflects the difference in part-time work between men and women, which also has changed little in recent years.

With regard to income disparities, there is, however, a general pattern throughout Northern Norway, especially in Finnmark, of little or no difference between men and women. It can be worth noting that the general level of income among men in the northern municipalities is consistently lower than for men in other municipalities, while women's income is higher on average.

The most skewed income distribution is found in Southern and Western Norway. All of the 40 municipalities that score lowest on the distribution of income, except two, are found in Møre og Romsdal, Hordaland, Rogaland, Vest-Agder or Aust-Agder. The exceptions are Asker municipality in Akershus and Selje municipality in Sogn og Fjordane.

### **Many men work part time in Northern Norway**

Among the counties, Oslo, Finnmark, Troms and Akershus score highest on the indicator that measures part-time work. Part-time working is generally low among women in these areas. However, in the county of Finnmark, the northernmost county in Norway, many municipalities score high on this indicator due to a larger proportion of men working part time here than in other parts of the country. Of the 25 municipalities with the highest part-time working among men, 5 are found in Finnmark, and 10 in either Finnmark, Troms or Nordland - the three northernmost counties.

### **High share of fathers with parental leave in Sogn og Fjordane**

The municipalities in Sogn and Fjordane stand out in comparison to other municipalities as having a particularly high share of fathers taking the statutory paternity leave or more of the parental leave in connection with childbirth. The proportion of fathers who take long leave is also high in Sør-Trøndelag and Akershus, but in Akershus it has declined since 2012. At the opposite end, we find the lowest scores on this indicator in municipalities in Finnmark, Troms and Nordland. Eleven of the 15 municipalities in the country with the lowest score on paternity are found in these three counties.

### **Gender equality in the largest cities**

All of the six largest towns and cities - Oslo, Kristiansand, Stavanger, Bergen, Trondheim and Tromsø - are among the most equal municipalities. This particularly applies to the indicators measuring differences in education, part-time work, gender balance among managers and in the public and private sectors, as well as the proportion of men and women employed in gender-balanced industries. This reflects a more diverse labour market in the larger municipalities, attracting people with higher education. However, several of the large cities score lower than the national average when it comes to day care and fathers' use of paternity and parental leave.

## 4. Kristiansand: Strategic Approach in a Conservative Region



### 4.1. Geography, population and economy

Kristiansand is the administrative, business and cultural capital of Southern Norway. It is a modern city with 87.000 inhabitants, and more than 135 nationalities. Kristiansand is located on Norway's southern coast. The sea and surrounding fjords are great for recreational activities like fishing and sailing, and the nearby mountains are well suited for skiing and hiking. In the more urban areas, there is a rich variety of cafés, restaurants, art galleries and museums. Around the fish market, there are restaurants offering fresh fish and other regional specialties. The old city of Kristiansand is home to Northern Europe's largest collection of low, terraced, white, wooden houses dating back to the 18th and 19th centuries.

Historically, Kristiansand has been a busy international shipping port, a role that is still emphasized by the growing number of companies supplying personnel, equipment and services to the North Sea oil industry and the rest of the world.

The municipality is at the forefront when it comes to waste recycling, public transport and action on climate change. But the private sector is also stepping up to the immense challenges of creating sustainable development. Currently consumers and businesses recycle more than 60 percent of the waste they produce. *Agder Energy Center*, the new refuse disposal plant, will deal with the remaining 40%, while producing enough power to supply 20.000 households annually.

Kristiansand was recently named the Best City for Children and Youth in Norway. The crime preventive program, the great diversity in cultural activities and the many youth centres were among the reasons given for the award.

## **4.2. Diagnosis and key challenges**

### **Overall challenges**

The data for Kristiansand in the diagnosis overview paragraph 3.2. implies that Kristiansand is the least equal of the 5 biggest Norwegian cities, Oslo, Bergen, Stavanger, Kristiansand and Drammen. However, the data for all the municipalities in the region shows that Kristiansand is nevertheless the most equal municipality in its region, consisting of the two counties in the south of Norway, Aust- Agder and Vest- Agder.

### **The part time challenge**

In Kristiansand, relatively many women work part-time or do not have salaried work at all. Women as well as men have a relatively low educational level compared with other Norwegian cities. In Norway, women in general have a higher education than men, but in Kristiansand both women and men have lower education than in Oslo. Moreover, the difference between the educational level of men and women is larger in Kristiansand than in Oslo.

Part time work for women is a general challenge in Norway – and the southern part of Norway and Kristiansand have especially great challenges when it comes to part-time work.



The gender equality diagnosis for Kristiansand includes all the inhabitants in the municipality, not only the staff directly employed by the municipality. The diagnosis show that 38.9% of women in Kristiansand work part time. However, if we look at the municipal staff, the part time percentage is much higher. This is due to the fact that part time is mostly found in jobs providing care to elderly, physically and mentally handicapped, in institutions or people's own homes, and most of these jobs are administered by the municipality and performed by women.

The Kristiansand municipality annual report for 2013 shows the following part time figures:

- 16% of women work less than 35%
- 24% of women work between 35 and 60%
- 22% of women work 61-80%
- 6% of women work 81-99%
- 32% of women work 100%

Some of the part time work is voluntary, but many of the women who are working part-time would prefer having a full time job.

### **Traditional professional and educational choices**

Another challenge is that education as well as working life is gender divided, and more divided in Kristiansand than in other cities in Norway. This is illustrated by the Statistics Norway-index "Level of gender balance in educational programs in upper secondary school", where the score of Kristiansand is 0,67 and of Oslo 0,76.

Men tend to work with management and technical professions, and work in the private sector, while women tend to choose care professions or education of children and young people, and work in the public sector.

## 4.3. Priorities

For the municipal organization, it is important to pinpoint the main challenges, report on results and recommend actions in the management documents. This is a continuous work.

Key priorities during the project period has been:

- Elaboration of a municipal strategy for equality, inclusion and diversity
- Participating in the regional strategy for equality, inclusion and diversity
- Development of a culture of full time employment in the municipality

Kristiansand is practising gender mainstreaming as a method to meet challenges on gender equality, both within the organization, as an employer and as a provider of equal services to the inhabitants. Working for equality is every leader's responsibility, both as an employer and regarding his or her field of responsibility in the organization or towards the inhabitants. A resource group for equality, diversity and social inclusion with a coordinator has been the driving force and professional support for managers and others in the organization.

## 4.4. Activities

### **Municipal plan for equality, inclusion and diversity**

Norwegian municipalities develop overall plans every 4<sup>th</sup> year. Kristiansand municipality decided that they wanted a total plan covering equality, inclusion and diversity for all the groups involved – and that they want a long term plan, i.e. more than 4 years. The council also decided that the plan should be developed parallel to the regional plan for the same issues, covering the two counties in the south of Norway with 20 municipalities, including Kristiansand.

In Kristiansand, a project group was established and had the first meeting in June 2013. The group included representatives from the municipal administration as well as of the relevant civil society organisations and user groups. The group met with all relevant stakeholders in order to ensure consensus, elaborated drafts, sent them out and integrated comments and objections.

The municipal plan for Kristiansand was endorsed in March 2015 and covers the period to 2022.

### **Regional plan**

The regional plan for equality, integration and diversity includes all the 20 municipalities in the two counties, East and West Agder. The plan was endorsed in December 2014 and covers the period 2015-2027.

The plan has a broad equality perspective, focusing on gender, ethnicity, mobility, age, religion, sexuality and social background. The plan sees equality, integration and diversity as key elements, not only in the regional development and planning, but also for the regional social and economic development. The main objective is to use all the human resources of the region – as well as to ensure equal rights for all inhabitants with regard to income, participation and health.

At present, the plan only exist in Norwegian, but an English summary will be available during autumn 2015.

### **Promoting full-time**

When it comes to the part time challenge, the key activity has been to promote a full time culture.

The municipality is very aware that many of the women who work part time prefer to do so, but nevertheless see part time as a problem, partly because it leads to other part time positions, even for women who would prefer to work full time, and partly because it makes it difficult to recruit men into these jobs as men rarely want to work part time. Trying to recruit men into these services is an important objective – to ensure more staff in the future – and to improve the services to the users. Another Norwegian city, Trondheim, has had a project for several years where they offer young unemployed men over 27 years old training as professional nursing assistants. This has been a very successful project, and we will probably start a similar one.

The main problem, however, is that full time jobs is an important basis for improving the quality of the service. Full time positions mean more continuity for the users – which are definitely important for the users, i.e. elderly people and physically and mentally handicapped. In addition, staff who work full time tend to be more involved in their job – and more interested in professional updating and capacity building – which is closely linked to service quality. Another reason is the demographic development; the large elderly population in the future means that we all have to work more.

## 4.5. Results

**Toril Hogstad, senior adviser, Kristiansand municipality states:**

«I have been working in the Kristiansand municipality for almost 20 years. I have always been interested in gender equality and have been a coordinator for gender equality in several of my positions.

I feel that the development of the strategy for equality, inclusions and diversity is one of the most interesting and important tasks I have been involved in. The work started in spring 2013, and the plan was unanimously by the municipal council in March 2013. I am very happy that we have managed to make a plan that is concise and action oriented – and covers not only gender equality but all discrimination factors, i.e. age, mobility, sexual orientation, ethnicity and religion. As the title of the plan itself: «It's all about people». I believe that the plan will be an important instrument for the municipality in the future.

However, I am very aware that elaborating and approving the strategy does not mark the end of the job – but the beginning. A strategy is not worth anything if we just put it in an archive. The whole point is to use it. We are now systematically meeting with all the municipal departments – and discussing how they can and should use the strategy.

The municipality will also meet with civil society organisations regarding the strategy, one of the first who asked for a meeting was actually Rotary – which to me is a sign that we have managed to create broad acceptance and involvement of our strategy.

We are also beginning to see some very small specific results, e.g. when it comes to the part time issue. There has been a significant increase in advertisements for full time positions during the last months – and we will follow this issue very closely.”

**More information:**

- It’s all about people! - Strategy for equality, inclusion and diversity, Kristiansand municipality 2015-2022:  
<https://www.kristiansand.kommune.no/globalassets/politikk-og-administrasjon/samfunnsutvikling/likestilling-inkludering-mangfold/strategy-for-equality-inclusion-and-diversity-2015-2022.pdf>
- Regional strategy for equality and inclusion for the two counties Aust Agder and Vest Agder 2015-2027:  
[http://www.vaf.no/media/5895461/LIM\\_Regionalplanen\\_GB\\_singlepages.pdf](http://www.vaf.no/media/5895461/LIM_Regionalplanen_GB_singlepages.pdf)
- A City for All: A short film about equal opportunities, social inclusion and diversity in Kristiansand (with English subtitles):  
<https://www.youtube.com/watch?v=niAeTTHUrbo>

## 5. Gran: Good Services to Keep Young People in a Rural Area



### 5.1. Geography, population and economy

The municipality of Gran is a rural municipality with approximately 14.000 inhabitants, situated 60 km north of Oslo, the capital of Norway. The landscape is beautiful, and the hills, lakes and forests are well suited for outdoor activities summer and winter. Gran also has a vivid and varied cultural life and several historical sites, included beautiful medieval churches.

The municipality of Gran has long traditions in agriculture and forestry. Even with only 6% of the population engaged in farming, agricultural production directly and indirectly contributes much more to the total production in terms of workforce. Industry and construction work employ 16% of the working population. Another 78% work within commerce and services. Approximately 2000 persons, work outside Gran, half of them commute to Oslo, and the rest to neighbour communities.

## 5.2. Diagnosis and Key Challenges

Gran has quite old population, and the municipality therefore needs to develop strategies to keep and attract young people. Good public services that enable families to combine work, family and private life may contribute to keep and attract young people and young families.

The gender equality diagnosis shows that the educational level in Gran is significantly lower than in Oslo and Kristiansand, which is typical for many rural municipalities. It is therefore a challenge to attract people with higher education – as a basis for a sustainable labour market.

The relatively low educational level is linked to the relatively high part time for women; part time tend to be more common for women with a lower educational level.

We know that for young people and people with higher education local facilities for culture and sports may play an important role when they decide where to settle down. Gran municipality has new and good facilities for both culture and sports. And then of course the price for housing is an asset for young people; for the price of a 2 room apartment in Oslo you can get a nice house with a garden in Gran.

## 5.3. Priorities

In Gran, ensuring kindergartens for all children, has been a key priority, and still is.

The first kindergarten in Gran was established in 1978, and from 1978 to 1989 Gran had only one fulltime kindergarten. From 1989, Gran municipality worked hard to plan and develop new kindergartens. One of the keys to the success in Gran was the developing of so called “family kindergartens”, i.e. kindergartens in family homes, especially for the youngest children 1-3 years old. This implied that women who were already looking after other people’s children in their own homes were formally employed by the Municipality, and the Municipality were responsible for the follow up and quality of the service and the salary and pension of the child minder. These family kindergartens did not depend on big private homes as Norwegian kindergartens always let children spend a lot of time outside in play grounds or in the forest – even when it is raining or cold. In 2011 a new Kindergarten Act established the right for all parents to a place of their children in a kindergarten from the age

of 1 year. Parliament has established a maximum price for all public and private kindergartens, approximately 300 Euro a month for full time, corresponding to approximately 10% of a gross monthly salary.

## **5.4. Activities**

When it comes to kindergartens, Gran is now very well equipped. Today, Gran has 16 kindergartens, 9 private and 7 public. The private kindergartens receive public support and are supervised by the Municipality. On the administrative level, private and public kindergartens cooperate to offer a good service for all children and parents..

At present, as parents have the right to kindergarten, the parents focus more on the quality as well as the pedagogic methods of the kindergarten. In some kindergartens, children stay outside summer and winter; the only shelter is an open cottage with wood fire, no traditional toys; the children ski, climb trees, fish, play and builds cottages.

As to schools, Gran has 10 primary schools, a new school will open in 2016, and 3 smaller schools are merging into 1.

However, services for school children before and after school are a challenge. All schools have activities before and after school hours for pupils 6-10 years, opening at 07, closing at 16.30 Parents pay for the number of hours they need. Unfortunately, this service is quite expensive; 27 hours a week costs 377 Euro a month, but only a minority of the pupils use the service full time. Most parents prefer to sign up for fewer hours and buy extra hours whenever they need it. Many parents would have liked these services to be cheaper – in order to be able to use them more.

## **5.5. Results**

**Kirsten Jaavold Hagen, Head of Information Department, Gran municipality states:**

“Gran has only been part of the project since march 2015 – it is therefore impossible to see and describe specific project results.

What I do see is a huge development in Gran when it comes to kindergartens. I worked with kindergartens from 1978 to 1997, first as a kindergarten teacher, then as head of



kindergartens, and last a responsible for all kindergartens in the municipality. When I started, Norwegian women were using the International Women's day 8 of March to demonstrate for kindergartens, there were few kindergartens, and they were relatively expensive. Now there is full coverage full coverage for children 1-6 years old in Gran and most other municipalities – at a relatively reasonable price. .

There is no doubt that our focus on welfare, care and education for children and youth during the last 25 years has contributed to Gran being a municipality with an increasing population, one of a few rural municipalities with increasing population in our region. We have young people and young families moving out of the cities to find work life balance in rural municipalities like Gran. We also experience that young people who left Gran to get an education come back to Gran to settle down and possibly start a family.

We realize that public services, e.g. enough places in kindergartens, enough day care facilities for schoolchildren, good public primary and secondary schools and a brand new high school matter a lot when young people and young families decide where to settle down. For many, local public services that represent the basis for daily work life balance, seem to be even more important than a local job. People are willing to commute to work, but kindergarten and school need to be close to your home.

For me, the project has been very interesting on a personal level. Gran has been involved in international projects in Africa for many years, but we now have an international strategy implying that we want to take part in international projects in Europe. This has been a good start and we definitely want to continue.”

## 6. Sagene/Oslo: Focus on Employment and Social Inclusion in City District



### 6.1. Geography, population and economy

Oslo, the capital of Norway, is situated in the south of Norway with 600.000 inhabitants and large surrounded by the sea and large forests.

Sagene is one of the 15 districts in the municipality, with 40.000 inhabitants, its own administration and political council. It used to be a typical working class district, but is now becoming “gentrified”, i.e. populated by middle class people, as most districts in the centre of Oslo. However, the district has kept its public housing and still has 2.400 public apartments owned by the municipality and rented out to persons who cannot afford to buy or rent apartments on the open market, mainly immigrants, refugees and people with health and drug related problems.

When it comes to the composition of the population, 25% are immigrants, slightly below the average 30% for Oslo as a whole. The main countries of origin are non-western countries; Somalia, Morocco, Algeria, Iran, Iraq and Pakistan, the largest group being the Somalians.

## **6.2. Diagnosis and key challenges**

The national gender indicators only show the situation for the municipality of Oslo as a whole – not for the separate 15 districts. Some of the 15 districts in Oslo are very dominated by immigrants; especially the eastern suburbs; there are many schools where a majority of the school children or even all the children, have non-Western parents. This would have an impact on many of the gender indicators, e.g. employment. The situation in Sagene would be relatively similar to the average of Oslo as it has a mixed population.

Most of the immigrants in Sagene live in public apartments. This is due to the fact that many, e.g. the big Somali group, came as political or humanitarian refugees after year 2000, most with a very low educational level, many illiterate. While the immigrants who have been in Oslo for a longer time have been able to buy their own flats in the eastern suburbs, the recently arrived Somalians depend on public housing, i.e. rented apartments. Sagene has a high persistent relative poverty rate for families with children, i.e. poverty lasting more than 3 years. 25% of all children in Sagene live in relative poverty compared to 15% for Oslo as a whole. However, there is a striking difference between the percentages for relative and absolute poverty, due to the very high average income rate for Norwegian families. According to the United Nations absolute poverty rates, less than 1% of Norwegian children live in poverty. The rate of relative poverty is nevertheless very important in a mixed district as Sagene, as children from relatively poor families will be going to school with middle class children – and feeling this difference daily.

Relative as well as absolute poverty in Norway is closely linked to employment. Even though unemployment in Norway is much lower than in most European countries, around 3-4% for adults, 7% for young people, it is seen as a key challenge, especially for municipalities and districts with a high rate of immigrants from non-western countries, like Sagene. The unemployment rate among both first and second generation of immigrants is considerably higher than for the rest of the population, and the employment rate is lower, especially for immigrant women.

## 6.3. Priorities

Sagene district has adopted a double strategic approach:

1. Keep the middle class happy and make them want to live in the district:
  - service management: high quality, professional and empowered service givers meet empowered service users
  - municipal development and culture creating an active and interesting community
  - empowerment: engage the elderly middle class as volunteers.
  
2. Inclusion and participation against marginalization and family poverty
  - unemployment: activation, education and Norwegian language training
  - family poverty: activation of both parents and including children in learning arenas as kindergartens and extra curricular school activities
  - community development in the public housing areas.

## 6.4. Activities

Integrating political and humanitarian refugees from non-western countries – with a weak educational background is a long, time consuming and expensive process. It requires a comprehensive, a total, activation approach working with many elements at the same time: motivation, education, Norwegian language training, health issues and employment. The National Labour and Welfare Service, in Norwegian “NAV”, is a key element in this process.

NAV Sagene has a total of 140 employees. The NAV services are based on a «one stop» approach, meaning that inhabitants can contact the NAV-office for any issue regarding employment and social services. The office has a special focus on young people and women. The focus is on preventive actions – starting with children and youth in the local community.

### **Focus on Young People, Boys and Girls**

The Sagene district has approximately 400 unemployed young people in the age group 16 – 24. There are 12 NAV employees working with these young people, psychologists as well as social workers with different specialities as school dropouts, jobseekers, health challenges

and rehabilitation, learning disabilities, drug abuse and housing issues. There is a close cooperation between the 12 employees, defining what is needed and who does what, and there is also a special telephone number to reach the Youth Team

The actual labour market initiatives for the young people all focus on activation: motivation, skills development, job training. Many need help with health issues, psychological assistance, physical exercise and training, sometimes drug problems. Many of them have unemployed parents and need long time activation in order to be integrated in the labour market. The actual activities vary:

- Introductory 2 weeks workshop
- Work placement after 2 weeks – can be combined with training
- Assistance with writing CVs and job applications
- Courses and qualification programs

The team also assist with other issues when necessary, e.g. housing and health issues. Financial benefits are paid out according to attendance.

There is a special programme for school dropouts. It is called «New Possibilities» initiative” – focus on preventing dropouts through closer cooperation between the education authorities and the labour and welfare services (NAV). It implies close contact between schools and NAV - only one phone call is needed to make an appointment the following day. NAV receives list of names from the schools in Sagene district every semester – list of pupils dropping out of schools who need follow up. The key initiatives are:

- Motivation to finish education
- Dialogue with parents
- Improving language skills – according to their level

### **Focus on Adult Women**

The adult women represent 2 different groups: (i) adult women who came as humanitarian or political refugees from the year 2000; and (ii) women who arrived later to join a husband living in Norway. Since the year 2000, the majority of the refugees have come from Somalia, others come from Eritrea, Iraq, Morocco, Algeria and other countries.

Most of the women have little education, many are illiterate. Most are unemployed, and therefore are poorly integrated into Norwegian society and speak little Norwegian. The key objective for this group is also activation: motivation, language training, literacy training, elementary school education – and exposure to the labour market. Many have health problems, needing a psychologist, a doctor or just physical training.

For this group, the Norwegian welfare state may actually represent a poverty trap. All women giving birth receive a basic grant after birth, a grant per child per month until the child is 16 years old, possible cash grant until the child is 2 years old – in addition to other possible grants. The sums will be very high by Somalian standards and may actually demotivate the women from seeking education and employment. In addition, many immigrant families may have a relatively traditional gender pattern – not promoting women to be ambitious, seek education and employment. The situation is a huge challenge – and shows that it is necessary to focus not only on women – but on preventive action and development for children, young people and the community as a whole.

## **6.5. Results**

**Kirsten Rytter, Section Manager in Sagene NAV states:**

“Sagene has only been part of the project since March 2015, it is therefore impossible to see and describe specific results for this period. However, we do see positive results for the target group of unemployed young people 16-24. We also see positive results for many of the women and their families.

However, this is a complex structural challenge for many countries; there are no cheap and easy solutions. We work hard on the issue of employment and inclusion – and it is always an inspiration for us to share this with others.

For me, this project is very interesting. Like Gran, Sagene has an international strategy implying that we want to take part in international projects. This project has been a good start for NAV Sagene, and we definitely want to continue. We see several advantages with being involved in international projects. One is that we sometimes pick up specific and concrete ideas, Best Practices that we can adapt to and use in our own context. However, we also see that international cooperation is an advantage in itself; it forces us to present

and therefore see ourselves and our work from the outside – and hear the reactions – positive and negative - from people from other countries. This represents important input to our work – and gives us a broader and a wider horizon.”

## **7. Summing up**

The project participation has been very interesting for the Norwegian municipalities as well as for KS. The study tours and meetings have focused on exchange of experience and reflections have provided important learning. The projects have shown that focusing on balance between private, family and professional life is an interesting theme for international projects for Norwegian municipalities.

## 8. Annexes

### 8.1. Overview of Norwegian Project Activities

Time/Place	Activity	Participants
<b>March 2012</b>	Project meeting	KS
<b>May 2012</b>	Project meeting	KS
<b>June 2013</b>	Programme launch	KS
<b>July 2013, Madrid</b>	Project meeting	KS
	Selection of N. participants	
<b>November 2013, Madrid</b>	Project conference	KS
	Project meeting	Kristiansand and Hamar municipality
	Social dialogue seminar (organized by the Norwegian Embassy)	2 equality centres Norwegian union of Municipal and General Employees
	Diagnosis and planning in Norwegian municipalities	
<b>March 2014</b>	Evaluation of 3 Spanish municipalities from the former EEA project	Ibiza and Jaen: KS Vilagarcia de Arosa : Equality Centre Hamar
<b>June 2014, Norway</b>	Study visit from Spain to Norway	Visit to the municipalities Kristiansand and Hamar
<b>4.9. 2014, Brussels</b>	Project meeting	KS
<b>Feb 2015 Madrid</b>	Project meeting	KS
<b>March 2015</b>	Visit to Jaen, Cadiz, Madrid/Retiro district, Majadahonda	KS
<b>March 2015</b>	Study visit from Norway to Spain Visit to Pedro Munoz and Madrid/Retiro Seminar with 5 Spanish municipalities Norwegian project meeting Bilateral project meeting	KS Kristiansand, Gran and Oslo municipality/Sagene district



<b>20-22.4.</b>	Seminar with the 15 Spanish municipalities Visit to Madrid/Barajas district	KS
<b>June 2015</b>	Report for the Norwegian municipalities	KS, Kristiansand/Gran, Oslo/Sagene
<b>Sept 2015, Madrid</b>	Final conference	KS Kristiansand, Gran and Oslo municipality/Sagene district
<b>November 2015</b>	Final project meeting	KS
<b>November 2015</b>	Narrative and financial reporting 2013-2015	KS