



FOR INTERNAL USE

European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Norway

Norwegian Welfare and Labour Administration (NAV)
2019



Written by ICON INSTITUT Public Sector GmbH
October 2019

ICON
INSTITUT

Social Europe

EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion
Directorate B — Employment
Unit B1 — Employment Strategy

Contact: Hilde Olsen

E-mail: EMPL-PES-SECRETARIAT@ec.europa.eu

*European Commission
B-1049 Brussels*

The European Network of Public Employment Services was created following a Decision of the European Parliament and Council in June 2014¹. Its objective is to reinforce PES capacity, effectiveness and efficiency. This activity has been developed within the work programme of the European PES Network. For further information: <http://ec.europa.eu/social/PESNetwork>.

This activity has received financial support from the European Union Programme for Employment and Social Innovation 'EaSI' (2014-2020). For further information please consult: <http://ec.europa.eu/social/easi>.

LEGAL NOTICE

Neither the European Commission nor any person acting on behalf of the European Commission is responsible for the use that might be made of the following information. More information on the European Union is available on the Internet (<http://www.europa.eu>).

¹ DECISION No 573/2014/EU

About the Norwegian Welfare and Labour Administration (NAV)

| | |
|---|---|
| Name of PES | NAV – The Norwegian Labour and Welfare Administration |
| PES Website address | www.nav.no |
| PES contact person and email address | Haakon Hertzberg haakon.hertzberg@nav.no |

1. Background

1.1. Status of the national PES

The Norwegian Labour and Welfare Administration (NAV) (the PES) is composed of a central agency and elements of the municipal social service systems. The Directorate of Labour and Welfare is the central government agency/Directorate for NAV under the Ministry of Labour and Welfare. It supervises and supports the Labour and Welfare Service and Administration. The main objective of the PES is to help provide social and economic security while encouraging a transition to activity and employment.

1.2. Geographical organisation

The PES is organised according to the following structure:

| Level | Description |
|-----------------|--|
| National | <i>Head office</i> – the PES is headed by the Director General's office with eight separate departments |
| Regional | <i>County offices (19)</i> – acting as conduit between national policy and the local provision of services |
| Local | <i>Local NAV offices (456)</i> – NAV Arbeidslivssenter/Workplace Support Centres, NAV Arbeidsrådgivning/ Employment Counselling; specialised units dealing with areas such as labour market benefits, family and pensions, control and appeals |

1.3. Relationships and cooperation with other organisations

The PES operates and cooperates with a range of organisations and with different types of relationships, the principal ones being as follows:

- The relevant legislation, the *Labour and Welfare Administration Act 2006*, requires that the PES organises the delivery of services in partnership with the municipalities.
- Training provision for PES clients is mostly outsourced to providers in the public and private sectors.

1.4. Key PES responsibilities





The key activities and tasks and the PES responsibilities within them are set out in the table below:

| Activities/Tasks | PES Responsibilities |
|--|----------------------|
| Implementation of services for individualised assistance (e.g. intensive counselling and guidance, assistance in job-searches) and follow-up for unemployed people, provided as part of a planned path towards durable (re-)employment | Fully responsible |

| Activities/Tasks | PES Responsibilities |
|--|---|
| (cf. services as in Eurostat LMP database Category 1.1.2) | |
| Implementation of ALMP (Active Labour Market Policies) measures (any measures within Eurostat LMP database Cats 2-7) financed by national funds or ESF co-funding | Fully responsible |
| Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.) | Fully responsible |
| Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately: | Fully responsible – the NAV includes employment services, national insurance as well as social services |
| Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered: | Fully responsible |
| Approval of layoffs by employers - please specify if this concerns specific conditions or situation only: | Not responsible – but employers are obliged to notify the NAV when planning to lay off 10 or more workers |
| Licensing and supervising private employment agencies (PrES), please specify whether this covers PrES, temporary work agencies, or another type of service provision by private companies: | Not responsible |
| Notification of apprenticeship places and placement of apprenticeship candidates | Not responsible |
| Career advice and guidance for young people still in education | Not responsible |
| Acting as Managing Authority for the ESF (the European Social Fund). | Norway is not eligible for ESF funding |
| Managing training centre for jobseekers (that are an integral part of the PES | Not responsible – training provisions is mostly outsourced |
| Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.) | Not responsible – however, the NAV issues individual- and/or collective statements to the immigration authorities regarding demand for different types of workers when required |
| Other – please specify: | None |

1.5. PES good practices

Examples of good practice in the Norwegian PES identified by the European Network of PES are listed below:

| | | | |
|----|---|---|------|
| EN |  | PES Practice: Inclusive Workplace Support Centres | 2016 |
| EN |  | PES Practice: Centre for Job Coping | 2017 |
| EN |  | PES Practice: Mentoring Scheme | 2017 |
| EN |  | PES Practice: PES Tutors in upper secondary schools Pilot Project | 2016 |

Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>

2. Annual expenditure

No information on PES expenditure is available for the period of 2013 to 2018.

The principal source of funding for PES activities is the Government Budget.

Table 1. Annual expenditure summary (EUR million)

| Expenditure category | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|--|------|------|------|------|------|------|
| Total PES | N/A | N/A | N/A | N/A | N/A | N/A |
| All types of benefits | N/A | N/A | N/A | N/A | N/A | N/A |
| ALMPs | N/A | N/A | N/A | N/A | N/A | N/A |
| Staff costs | N/A | N/A | N/A | N/A | N/A | N/A |
| Staff training costs | N/A | N/A | N/A | N/A | N/A | N/A |
| Budget intended for other institutions | N/A | N/A | N/A | N/A | N/A | N/A |
| Other expenditure | N/A | N/A | N/A | N/A | N/A | N/A |

Source: Annual PES Benchlearning Data Collection.

3. Human resources

The estimated total number of staff in the NAV remained stable over the period 2016 to 2018, at around 19 000 FTE (Full Time Equivalent). The NAV organisation includes the PES, the National Insurance Scheme and the Social Security services. Around 14,000 FTE are employed by the national government and about 5,000 FTE are employed by the municipalities. Staff in the local offices provide services to all client groups and they are not dedicated to any specific sub-group. In 2018 it was expected that employees at the central level who leave the organisation would not be replaced unless their position was critical. The organisation will be starting to downsize over the next 3-5 years, though hoping to avoid any layoffs. Also, the process of re-allocating staff towards client services that started in 2017, will continue.

Overall staff turnover in 2017 was around 4%, a figure that has remained stable over recent years.

Table 2. Staffing summary (FTE, as at 30 April each year)

| Staff category | 2016 | 2017 | 2018 | 2019* |
|---|--------|--------|--------|-------|
| Total PES staff | 19 000 | 19 000 | 19 000 | N/A |
| Of which (absolute and in % of total PES staff): | | | | |
| Exclusively servicing jobseekers | N/A | N/A | N/A | N/A |
| % exclusively servicing jobseekers | N/A | N/A | N/A | N/A |
| Exclusively servicing employers | N/A | N/A | N/A | N/A |
| % exclusively servicing employers | N/A | N/A | N/A | N/A |
| Staff turnover (for all reasons – figure for calendar year) | 4% | 4% | N/A | N/A |

* The Norwegian PES did not take part in the 2019 PES Capacity Questionnaire Part I, so not up to date information was available for this survey.

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The number of registered unemployed jobseekers decreased by 31 365 or 15% between 2013 and 2018, ending the period at 175 993. Over the same period, participants in ALMPs (Active Labour Market Policies) decreased by 9 153 or 21%, with 34 198 in ALMP measures in 2018.

Table 3. Registered unemployed jobseekers and participants in ALMPs (average monthly stock each year)

| Client Group | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|-----------------------------------|---------|---------|---------|---------|---------|---------|
| Registered unemployed jobseekers* | 207 359 | 199 117 | 204 605 | 206 856 | 191 933 | 175 993 |
| Participants in ALMPs** | 43 350 | 39 065 | 40 025 | 43 893 | 44 771 | 34 198 |

* The number of people registered with the PES, who are available for the labour market and who are, or should be, looking for a job, excluding those on any active labour market policy (ALMP) measure.

** The number of people participating in ALMP measures in the following categories (according to the LMP database): Training (Category 2); Job rotation and job sharing (Category 4.3); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6).

Source: Annual PES Benchmarking Data Collection.

5. Job Vacancies

The monthly average of job vacancies notified to the PES increased by 8 789 or 134% between 2013 and 2018, reaching 15 871 in 2018. No information on vacancies notified to the PES that were filled is available.

The share of the job finders who found their present job with PES involvement at any point has remained relatively stable between 2013 and 2018, ending the period at 6.6%.

Table 4. PES Job vacancies

| Vacancy measure | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|---|-------|-------|-------|-------|--------|--------|
| Vacancies notified to the PES (monthly average inflow) * | 7 082 | 6 547 | 7 520 | 9 296 | 12 712 | 15 871 |
| Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) * | N/A | N/A | N/A | N/A | N/A | N/A |
| Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) * | N/A | N/A | N/A | N/A | N/A | N/A |
| Share of the formerly unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding their present job (<i>proxy for vacancies filled with PES assistance</i>) ** | 7.6% | 9.6% | 7.4% | 7.8% | 8.5% | 6.6% |

Source:

* Annual PES Benchmarking Data Collection.

** European Union Labour Force Survey (EU LFS).

6. Active labour market policies (ALMPs)

Note: ALMPs in Norway are many and varied, but still with the aim of either: 1) keeping a person in a job, or 2) give unemployed people an opportunity to enter the labour market through a relevant ALMP. Data on Active labour market policies (ALMPs) was not provided by the PES through the PES Capacity Questionnaire in 2019.

Table 5. New ALMPs introduced in 2018

| Intervention name | Target group(s) | Type |
|----------------------------------|-----------------|------|
| No information available in 2018 | N/A | N/A |

Table 6. ALMPs modified in 2018

| Intervention name | Target groups | Type | Main modifications |
|----------------------------------|---------------|------|--------------------|
| No information available in 2018 | N/A | N/A | N/A |

Source: Responses to PES Capacity Questionnaire.

Note: categories listed in Table 7 do not correspond to those used in Norway where the ALMPs are defined and categorised according to the need for follow-up for the individual.

Table 7. Types of ALMP for specific client groups

| Target group Type of ALMPs | Young people (aged under 25) | Long-term unemployed | Older workers | Disabled | Refugees |
|--|---------------------------------|----------------------|---------------|----------|----------|
| 2: Training | | | | | |
| 4: Employment incentives | | | | | |
| 5: Supported employment and rehabilitation | | | | | |
| 6: Direct job creation | | | | | |
| 7: Start-up incentives | | | | | |

Source: Responses to PES Capacity Questionnaire.

7. Main strategic targets for 2018

Note: data on main strategic targets was not provided by the PES through the PES Capacity Questionnaire in 2019.

Table 8. Targets for all clients in 2018

| Indicator, including target group and time frame where applicable | Target(s) set for 2018 |
|---|------------------------|
| No information available in 2018 | N/A |

Source: Responses to PES Capacity Questionnaire.

Supporting Youth²

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

Norway has not implemented the EU Youth Guarantee (YG) but instead it has its own version in place, administered by the NAV (the PES) as follows:

- Young people under the age of 30 who, after eight weeks with a situation-specific or specially adapted response requirement ('specific' efforts implies medium distance to the labour market, while 'specially' implies a need for more comprehensive assistance from the NAV) are made up of an offer without further assistance from NAV or collaborating actors (e.g. self-funded regular education, medical treatment, municipal measures). This is not a separate measure. The NAV will already have offered/implemented many of the tools. The NAV operates during the first eight weeks that users are registered. Therefore, a further offer may vary from municipality to municipality. At this point the NAV must re-evaluate, in cooperation with the user, the type of reinforced follow-up required for the user to come closer to work or education;
- 90 percent of young people aged 20-24 with extensive follow-up needs will have an approved activity plan.

The NAV Youth Guarantee is not a statutory right but a political decision that prioritises certain groups of young people. The guarantee part of the offer lies in the NAV being used as a tool to ensure that youth are a prioritised group for follow-up services.

The legal limits of the YG use terms that are not easily accessible to non-employees of the PES and is therefore not used externally. Local NAV offices have agreements with other stakeholders, for instance at county level government (which is responsible for schools). This is one activity to increase the results of the YG, but the agreement is not based on the contents of the YG itself. All the YG results are monitored and statistic/results are reported every month. Statistics are available on the website: www.nav.no

The following sections are therefore compiled based on the NAV YG and its implementation.

Involving young people and youth organisations

The NAV has involved both young people and youth organisations in the design of the YG measures.

Partnerships in place

The PES works in partnership in the following ways:

- Partnerships to ensure that young people have full information and access to available support – the NAV has been working with upper secondary schools in certain municipalities. In 2015, the NAV will establish a presence in upper secondary schools in all municipalities across Norway. The trial project where PES advisers are working several days of the week in high schools, has been extended to all counties in Norway;
- Partnerships aimed at increasing employment, apprenticeship and traineeship opportunities – the PES works with the local upper secondary school;

² The Norwegian PES did not take part in the 2019 PES Capacity Questionnaire Part II, so not up to date information on Youth Guarantee was available.

- Partnerships aimed at supporting transitions from unemployment, inactivity or education into work – the PES works with private employment agencies to achieve this;
- Other types of partnership – the PES (at Directorate General level) is in a long-term cooperation programme ('the 0-24 cooperation') with the authorities of education, health, child welfare and immigration to identify why 30 percent of young people do not finish high-school. This should lead to collaboration on legislative and other recommendations.

New projects focusing on young people

There were no new projects aimed at youth over the period April 2016 to April 2017.

Resources for implementing the Youth Guarantee

Human resources

Depending on the size of the NAV office, each has either a youth contact person or a youth team working with the young clients.

No information was available on the number of staff trained in youth-related matters over the period April 2016 to April 2017.

Funding for Youth Programmes

The NAV receives dedicated government funds for implementation of the YG.

Reaching out to young people, including NEETs

The PES does not have specific activities that reach out to young people (including NEETs). However, it works with schools to identify young people in danger of dropping out of school early.

Information management

The NAV does not have access to databases of apprenticeship vacancies or f traineeship vacancies to support the implementation of the YG.

Timing in the provision of PES services

- Average time from registration until the youth has an activity plan:
 - Youth aged under 30 with moderate follow up needs: 33 days
 - Youth under 30 with extensive follow up needs: 43 days
- Average time from registration until labour market measures are offered:
 - Youth aged under 30 with moderate follow up needs: 25 days
 - Youth under 30 with extensive follow up needs: 133 days

Involvement of young people in designing the services offered by the YG

Youth organizations and individual NAV youth clients participate in the design and development of services for this target group.

Monitoring and evaluation

Time-bound targets

- Young people under the age of 30 who are not at school or in employment will be offered participation in a labour market measure in collaboration with the county educational Follow-up Service;

Proportionate targets

- 90 percent of young people aged under 30 with extensive follow-up needs have an approved activity plan.

Monitoring and evaluation activities

- Monitoring young people who leave the unemployment register;
- Monitoring how many young people receive an offer within 4 months;
- Follow-up of young people once they have entered employment or training;
- Follow-up of young people referred to education or training providers.

Mutual learning activities

PES staff did not take part in any mutual learning or technical assistance activities during the period April 2016 to April 2017.