

Research approaches to networked employment services: A systematic review

Tone A. Andreassen¹ | Eric Breit² | Therese Saltkjel³

¹Centre for the Study of the Professions, OsloMet, Oslo, Norway

²Work Research Institute, Centre for Welfare and Labour Research, OsloMet, Oslo, Norway

³Department of Social Work and Social Policy, OsloMet, Oslo, Norway

Correspondence

Eric Breit, Pilestredet 40, Oslo 0167, Norway.
Email: brer@oslomet.no

Funding information

Research Council of Norway, Grant Number: 269298

Abstract

Research on networked services aimed at the (re)employment of groups marginalised from the labour market has gained momentum in different scholarly traditions (e.g., public administration, healthcare and social policy), but the topic remains somewhat fragmented. In this paper, we systematise and synthesise this research with the aim of outlining distinct research approaches, facilitating increased cross-disciplinary understandings and promoting interdisciplinary research. Based on a systematic review of the literature (1990–2018, $n = 273$), we highlight four dominant research approaches: rehabilitation, disability, welfare and governance. We show that these research approaches involve distinct conceptualisations of labour market inclusion, networked services and the target groups. Nevertheless, the research approaches also apply similar terms and concepts (e.g., partnership, collaboration) but with different (more or less implicit) connotations, which lead to fragmentation. We do not suggest that there be a unified use of concepts across traditions; however, we argue for the necessity of increased awareness of the similarities and differences between these research traditions in order to increase understanding of the networked employment services available to marginalised groups.

This is an open access article under the terms of the Creative Commons Attribution License, which permits use, distribution and reproduction in any medium, provided the original work is properly cited.

© 2020 The Authors. *Social Policy & Administration* published by John Wiley & Sons Ltd.

KEYWORDS

employment assistance, integrated services, interorganizational networks, labour market integration, literature review, vulnerable groups

1 | INTRODUCTION

Many countries are undertaking reforms to secure the sustained employment of citizens marginalised from the labour market due to obstacles such as mental or physical disability, cognitive or behavioural challenges, low skills or language barriers (Bonoli, 2013; van Berkel, Caswell, Kupka, & Larsen, 2017). Securing employment for these groups represents a “wicked problem” (Rittel & Webber, 1973) because it involves the interests and objectives of diverse autonomous actors such as public employment services, social services, healthcare systems, educational institutions and employers. As a result of such reforms, research on networked service provision—that is, the collaboration between multiple autonomous actors—has gained momentum across different research traditions, such as public administration, healthcare and social policy.

Despite the centrality of inter-organisational collaboration and collaborative networks in this research, there does not seem to be a comprehensive or shared understanding of networked services across different scholarly approaches. Such parallel developments reflect how research often evolves in distinct communities (Haas, 1992; Knorr-Cetina, 1999); however, in order to capitalise on increased interdisciplinarity awareness and research, there is a need for a better understanding of how networks have been approached and studied within the field of employment services. Therefore, in this paper, our objective is to identify distinct research approaches—that is, ways of conceiving of and studying networked employment assistance—and identify potential synergies between these approaches. We do so by advancing a systematic review of the literature published between 1990 and 2018.

We find a considerable disparity across different scholarly traditions and highlight four distinct approaches: rehabilitation (involving the improvement of the health and quality of life for people with [mental] health challenges), disability (concerning how “ordinary” life courses can be secured for individuals with severe disabilities), welfare (critically assessing employment policies and their implementation) and governance (honing in on how the organisation of public administrations and services can be improved). With these four approaches in view, we provide an overview of the key differences and similarities in how networked services have been understood and researched. Based on this overview, we argue for and outline new possibilities for interdisciplinary research and learning. In particular, we endorse a more systematic integration of public administration theories of networked services and the vast array of empirical assessments of employment assistance that have been provided in other research traditions.

Before we elaborate on the literature review, we provide an overview of different conceptualisations of networked services. We use here networked services as an umbrella term for a variety of concepts or terms in the literature, as described below.

2 | CONCEPTUALISATIONS OF NETWORKED SERVICES

In the social and health sciences, our focus here, networks are often understood as a group or system of interconnected entities such as professionals or organisations. Within these sciences, different conceptualisations of networked services are in use.

One conceptualisation of such services is that they are essentially a form of government that involves multiple stakeholders (Agranoff & McGuire, 2001; Provan & Kenis, 2008). There is a range of concepts indicative of this view, but an example is the idea of New Public Governance (NPG) arising out of a focus on collaboration and horizontal

ties among individuals and agencies (Osborne, 2006). This is similar to post-New Public Management (post-NPM), which has arisen as a reaction to the specialisation principles in NPM. Another concept, “collaborative governance,” has been defined as follows by Emerson, Nabatchi and Balogh (2012, p. 2):

[Collaborative governance involves] the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished.

Another similar idea views networked services as a form of organisation. As an example of such a concept, “inter-organisational collaboration” has been defined as “collaborative (as opposed to market or hierarchical) forms of inter-organisational activity in institutional processes” (Phillips, Lawrence, & Hardy, 2000, p. 25). Other examples include “inter-organisational networks” (Isett & Provan, 2005) and “intersectoral collaboration” (Axelsson & Axelsson, 2006), which emphasise relations between organisations in different organisational fields (or sectors), such as healthcare, social welfare and employment.

A third conceptualisation considers networked services as a form of service innovation. In fact, the innovation of new service practices in networks has been defined as “collaborative innovation” (Hartley, Sørensen, & Torfing, 2013). This concept points to the involvement of a broad range of stakeholders in the development, implementation and support of such services. Furthermore, the concept of “co-production” points more distinctively to the involvement of service users in the development and delivery of public services. This particular concept is linked with the idea of “co-creation,” which leads to an outcome in the form of value created distinctively for the service user (Osborne, Radnor, & Strokosch, 2016; Radnor, Osborne, Kinder, & Mutton, 2014). For frontline service organisations holding such views, networked services are described as moving away from an “inward-oriented culture” (Grönroos, 2019) to a more open stance, where one’s innovation activities are seen as interconnected with other actors, interests and concerns.

In studies of professions, a fourth concept emerges as focusing on relations between professionals. An example of such an idea is that of “inter-professional collaboration” (D’Amour, Ferrada-Videla, San Martín Rodríguez, & Beaulieu, 2005; Leathard, 2004) which highlights the relationships between different forms of professional knowledge. In this view, collaboration is not only organisational but also involves the joint activities of individual actors with different discipline-based frameworks or professional jurisdictions. These types of professional and organisational relations are also central to the concept of “integrated care,” which has been defined as “a coherent set of methods and models on the funding, administrative, organisational, service delivery and clinical levels designed to create connectivity, alignment and collaboration within and between the cure and care sectors” (Kodner & Spreeuwenberg, 2002, p. 3). The concept of integrated care has been increasingly popular especially in the context of healthcare services.

The abovementioned concepts point to the diverse usages of network concepts in general. In this paper, we closely examine the literature on networked employment assistance to identify and illustrate this conceptual diversity.

3 | METHODOLOGY

We wanted to identify existing studies that adopt a network-like approach to analysing the challenge of providing employment assistance; we also wanted to examine their preferred theories, empirical contexts and possible solutions. We were not interested in the most effective or successful networked services, but in the preoccupations of different scholarly traditions. Our use of the term “approach” therefore refers to specific ways of viewing and researching the phenomena across research disciplines, fields or traditions.

Our systematic review is based on a scoping review method (Arksey & O’Malley, 2005). Taking a broader and more explorative perspective than a more technical and rigorous systematic review (Tranfield, Denyer, & Smart, 2003), the scoping review is preferred when the research questions are broadly defined, and when the aim is

to clarify key concepts, how they are related and how research is conducted on a given topic; it is also an effective means of identifying knowledge gaps (Arksey & O'Malley, 2005). This method is suitable for our review purposes, since we are working with a body of literature characterised by complex evidence, and by a range of research questions and designs addressing a common ("wicked") problem. Our review also employs the means of metanarrative synthesis, which is useful in cases where there is no "self-evident or universally agreed process for pulling the different bodies of literature together" (Greenhalgh et al., 2005, p. 429). While our strategy was systematic in the sense of being explicit and reproducible, it was unfolded also explorative and interpretative as we developed a deeper understanding of the literature.

4 | DATA SELECTION

We began by initiating an explorative search and selection process to identify the relevant texts. In the absence of previous reviews, our initial search was led by our existing knowledge of the literature along with "browsing" and "snowballing." Our search strategy was to identify (a) all relevant concepts connected to (or synonymous with) networked services and (b) keywords associated with employment services and labour market inclusion for marginalised groups. Confining our search to peer-reviewed articles published in English during the period of 1990 to 2018,¹ we performed searches in Academic Search Premiere (2,122 publications), SocINDEX (1,059), Scopus (1,658) and the Web of Science Core Collection (1,570). We subsequently performed an additional search in MEDLINE, which generated 23 additional publications. In total, the search yielded 6,432 articles; these were downloaded to EndNote, and we eliminated approximately 2,100 duplicates.

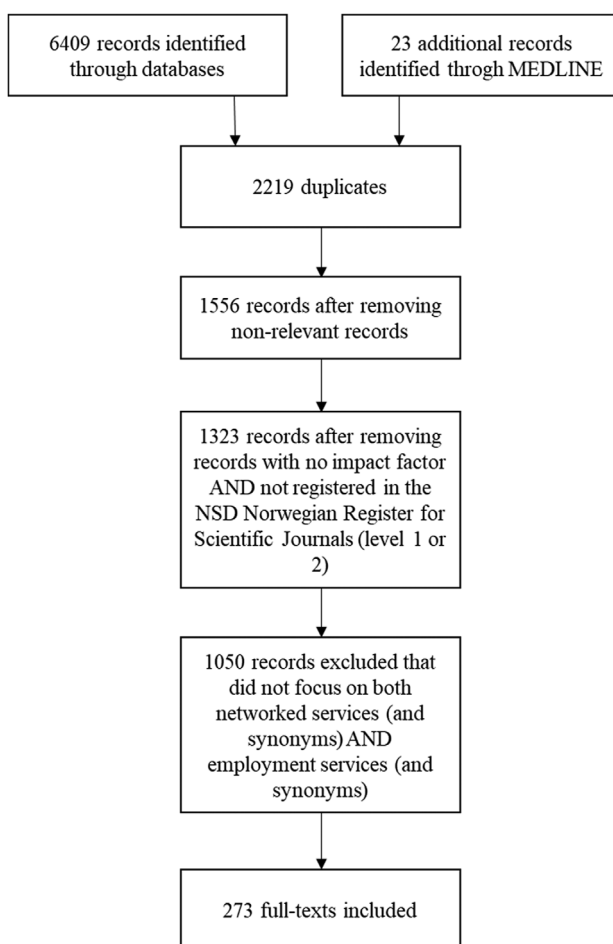
The next step involved reading publication titles, abstracts and keywords. One of the researchers excluded texts that were clearly irrelevant. Also, non-English texts were excluded from consideration. The researcher also removed publications in scientific journals beyond the scope of our review. We continued by excluding texts published in outlets with no impact factor in Journal Citation Reports 2018² or in outlets that were not registered in the Norwegian Centre for Research Data (NSD).

All three researchers then collaborated to exclude records that did not address *both* networked services and employment assistance. To improve reliability, we re-read each other's codings and met frequently to discuss interpretations of the inclusion and exclusion criteria, which resulted in the re-coding of some records. One of the researchers performed a further review of all excluded records. Based on this review, no additional records were included, and this provided us with some reassurance about the quality of our initial review. This process ultimately left us with 273 journal articles (Figure 1 and Data S1).

5 | DATA ANALYSIS

We categorised all of the scientific journals in the included records in terms of broad scientific fields based on the journal titles and websites and eventually assigned the journals to 12 categories (Table S1). We were initially inspired by the scientific field categories used by the publication indicator in the Norwegian Centre for Research Data; however, these categories proved too broad for our purpose. We therefore developed our own categories. For example, we designated "Vocational Rehabilitation" as a distinct category rather than incorporating it into the "Health Science" category; this change was made because the search indicated the prominence of these journals as channels for publications related to networked employment services. Ultimately, the analysis revealed that there was a broad range of journals to consider across the categories. However, many of the journals that appeared in the search yielded only one or a few relevant articles. In only a few of the journal categories, the number of articles far exceeded the number of journals (see Table 1).

FIGURE 1 Summary of literature search process



We also examined the number of articles published over time (Figure 2). This analysis confirmed our initial assumptions regarding increased scholarly interest in these topics.

We then proceeded to a more detailed mapping phase in accordance (as far as possible) with the recommendations of Greenhalgh et al. (2005). We reviewed abstracts, titles and keywords, and we entered elements that described the research in a data chart, including author(s), year of publication, scientific journal, research literature category (based on the journal categories described above), study population or target group, concept(s) related to networked services and employment services and research agenda(s).

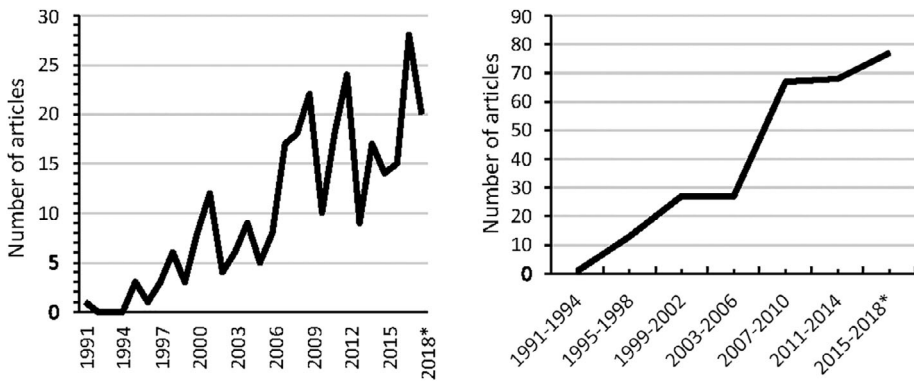
In addition, we performed a bibliometric analysis to investigate the relationships between the different works of literature based on the use of key terms in titles and abstracts. Using *VOSviewer*, we constructed a network map to visualise the co-occurrence of terms (Van Eck & Waltman, 2011, p. 1). Terms with a high occurrence score tend to represent specific topics in the texts, whereas terms with low scores tend to be of a more general nature (Van Eck & Waltman, 2018, p. 33). Based on a relevance score, which represents the magnitude of occurrences, the most relevant 60% of terms were selected. We produced two network maps based on binary counting, which indicated a term's frequency based on the number of articles in which the term appears at least once, with two different threshold values: a more detailed map with a minimum of five occurrences and a less detailed map with a minimum of 10 occurrences. Examining these maps revealed three broad clusters, as illustrated in the less detailed map below.

TABLE 1 Journal categories

Journal category	Example journals (with number of articles in brackets)	Key topics	Articles	Journals	Ratio
Vocational Rehabilitation	Journal of Vocational Rehabilitation (39) Work—a Journal of Prevention Assessment & Rehabilitation (17)	Rehabilitation; vocational rehabilitation	81	11	7.4
Health Science	Journal of Addictive Diseases (2) British Journal of Occupational Therapy (2), BMC Public Health (3)	Work of health professionals; diagnoses (e.g., autism, developmental disabilities); specific areas of healthcare (e.g., mental health)	37	29	1.3
Social Policy	International Journal of Sociology & Social Policy (4) Social Policy & Administration (6) Journal of Disability Policy Studies (9)	Employment and disability policy	31	10	3.1
Public Administration	Public Administration (4) International Review of Administrative Sciences (3) Journal of Public Administration Research and Theory (3)	Public administration and public management, including local/regional government	31	19	1.6
Education	Journal of Employment Counseling (3) Community College Journal of Research and Practice (3)	Education; special education or training	22	14	1.6
Healthcare	Health & Social Care in the Community (2) Journal of Interprofessional Care (3)	Healthcare administration and management, including integrated care	13	10	1.3
Community Studies	Environment & Planning A and C (4) Journal of Community Practice (5) Local Economy (5)	Local and regional planning	17	7	2.4
Social Work	European Journal of Social Work (2) Journal of Social Service Research (2)	Social work and social services	12	10	1.2
Organization and Management	Journal of Organizational change management Journal of Professions and Organization Organization Studies	Organisation and management	4	4	1
Working Life	International Journal of Human Resource Management	Work issues and the labour market	4	4	1

TABLE 1 (Continued)

Journal category	Example journals (with number of articles in brackets)	Key topics	Articles	Journals	Ratio
Economics	International Journal of Manpower Nordic Journal of Working Life Studies Work, Employment & Society				
	Atlantic Economic Journal, Australian Economic Review, Journal of Comparative Economics	Macro-level economic issues	3	3	1
Various social science	Criminology & Criminal Justice Evaluation and Program Planning Sociology Compass				
	Voluntas: International Journal of Voluntary & Nonprofit Organizations	Diverse group of journals, including interdisciplinary journals	18	18	1



* Estimated total numbers for 2018, based on first half

FIGURE 2 Number of journal articles on networked services and employment services in total 1990–2018*

As shown in Figure 3, the relationships between concepts with 10 or more occurrences revealed three clusters signified with the following terms: “Rehabilitation,” which involved concepts of (mental) health service and illness; “Disability,” involving concepts of disability and employment outcome as well as specific target groups such as young persons, youth, family and students; and “Welfare,” involving concepts of welfare and policy, as well as government, governance, reform and activation. Some concepts, such as “collaboration” and “partnership,” were diffused across all clusters, revealing a high degree of “concept stretching” (Sartori, 1970). Other concepts, such as those associated with labour market participation and employment services, varied systematically between the clusters and were, therefore, signifiers of the distinct approaches across clusters. Another distinguishing feature was whether concepts related to distinct target groups, such as youth or people suffering from mental illness.

As the visual network maps showed only overall patterns, we sought to combine them with our earlier, and more specific, insights regarding the journal categories. Combining the two mapping strategies (journal categories and visual maps/clusters), we positioned the 12 research literature categories in relation to each of the three clusters based on the key concepts used. Through this process, our initial “Welfare” cluster appeared to be too broad. Key concepts such as “government,” “policy” and “reform” were used in different ways. For instance, in one literature category, such terms were more directed at the governance of services, and in another, they were more oriented towards the welfare of clients and the sustainability of the welfare state. We therefore made sense of the relations between the journal categories and clusters by constructing four research approaches: rehabilitation, disability, welfare and governance. In this process, inspired by Greenhalgh et al. (2005), we articulated metanarratives for each approach based on our assessment of the publications’ research interests, aims, motivation, questions and character; we thus referred to papers that exemplify such characteristics.

6 | FOUR RESEARCH APPROACHES

6.1 | Rehabilitation

The rehabilitation approach addresses employment-oriented healthcare for people with illnesses along with the collaboration between healthcare and employment services. The metanarrative concerns *ways to enable work inclusion or the return to work for individuals struggling with long-term health problems, often due to mental illness*. The metanarrative relates to improvement in and to people’s lives—that is, rehabilitation is linked to participation in the ordinary labour market. This metanarrative is represented by key terms such as “individual placement and support” (IPS,

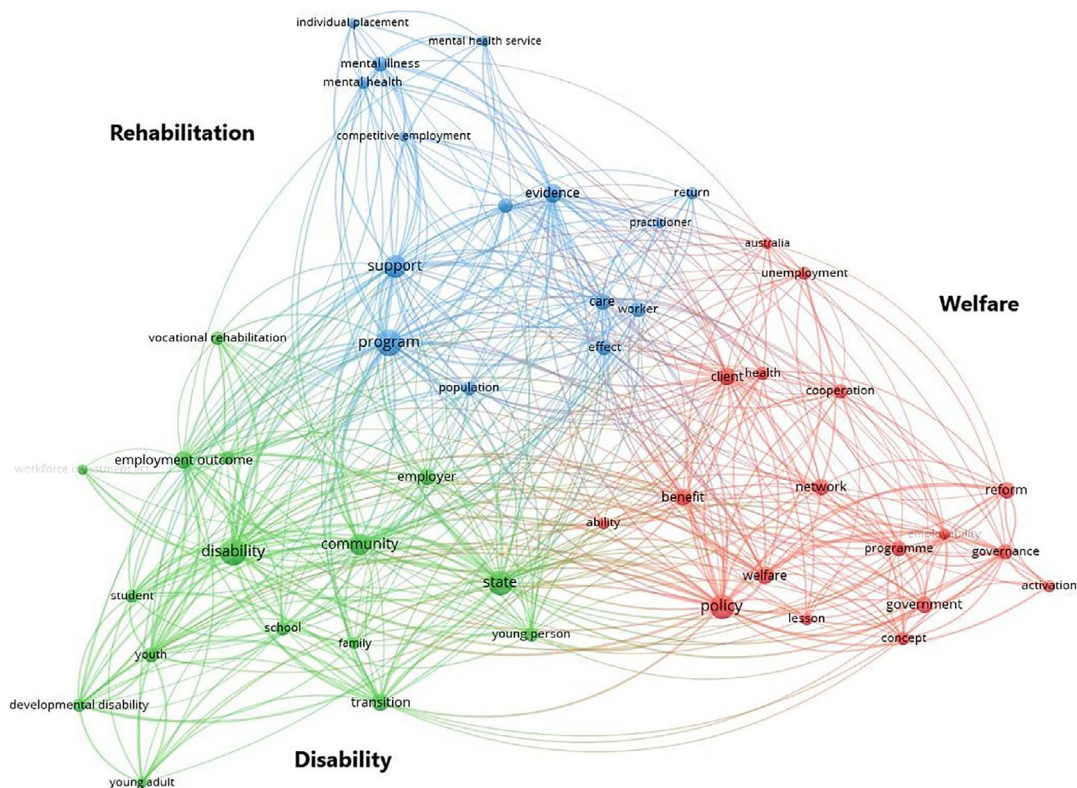


FIGURE 3 Network visualisation (10 occurrences)

a specific work integration programme), “competitive employment” (referring to the ordinary labour market), “mental health service” (referring to the medical aspect of labour market inclusion), “recovery” and “improvement” (referring to the desired effects on people’s lives), and “effectiveness” and “cost” (referring to the economic aspects of labour market inclusion).

The overarching research agenda of the rehabilitation approach is to develop knowledge that can improve health and wellbeing, viewing employment as one element in this endeavour. More specifically, there seem to be two distinct agendas. The first of these is to improve the integration of healthcare services through collaboration with others (e.g., employers, employment agencies or other healthcare agencies). Thus, the research in this category focuses on collaborations between organisations or sectors (Bliss, Mishra, Ayers, & Lupi, 2016), typically with a view to securing or developing more strategic partnerships among these entities with limited emphasis on collaborative practices.

In addition, there is a focus on collaboration between practitioners or professionals (Michel, Guene, Michon, Roquelaure, & Petit, 2018). This includes improving collaboration between professionals within teams or among community mental health teams (Seebohm & Secker, 2003). Other studies focus on specific collaborative strategies and broader influences on collaboration, including the influence of support networks on work opportunities (Winsor, Butterworth, & Boone, 2011), attitudes to interdisciplinary collaboration (Stahl, Svensson, & Ekberg, 2011) or the competencies of key professionals (Priest & Bones, 2012).

A second agenda is to identify interventions that support improved integration and to evaluate the effectiveness (and cost) of such interventions. This approach is also characterised by the description and analysis of programmes, models, interventions or forms of joint work designed to improve the situation of the target group (Pogoda, Levy, Helmick, & Pugh, 2017). Given the complex character of long-term health problems (e.g., mental health issues), these

interventions themselves constitute networked services (Holwerda, Fokkens, Engbers, & Brouwer, 2016; Ståhl, Andersén, Anderzén, & Larsson, 2017). While some accounts are provided by the professionals involved in the interventions, many articles report on the evaluations, effect studies or outcome analyses of different programmes or interventions, some involving controlled trials (Lam et al., 1995; Moore, Young, Barrett, & Ochshorn, 2009).

Overall, this approach relates to the field of healthcare and the journal categories of “Health Science” and “Healthcare Research.” Efforts have also been made in the literature to incorporate a broader interdisciplinary approach by, for instance, introducing the concepts of integrated care or inter-professional care. While organisational ideas or issues are predominant in this literature, they are mostly implicit; only a few articles review the literature on organisational approaches to collaboration in the field of vocational rehabilitation (Andersson, Ahgren, Axelsson, Eriksson, & Axelsson, 2011; Dowling, Powell, & Glendinning, 2004). In contrast, this approach most often focuses on the situation and treatment of specific target groups, which are identified by their health conditions (e.g., mental illness, addictive disease, visual impairment or brain injury).

6.2 | Disability

The disability approach addresses the transition to employment as well as the broader social dimensions that have an impact on or are generally relevant to citizens with disabilities. The metanarrative concerns *ways to enable “ordinary” life courses for individuals with severe disabilities* (e.g., Brown, Shiraga, & Kessler, 2006), especially those with intellectual and developmental disabilities (IDD). In contrast to segregated models such as sheltered workshops, “ordinary” life courses relate to the regular labour market and the transition to employment. The metanarrative is represented in the key concepts of “integrated employment,” “employment outcome” and “(postsecondary) education” (as representing the desired outcome), as well as concepts specifying target groups (e.g., “youth,” “young adult,” “young person,” “family,” “student” or “school”). In addition, the term “supported employment” links the disability and rehabilitation approaches, often because the interventions involve people with intellectual disabilities as well as people with mental illnesses.

The motivation for research in the disability cluster is that citizens with disabilities participate in the labour market to a lesser extent than non-disabled citizens. It is often implied that this is a problem of exclusion, and the research addresses the actions required to resolve the problem by improving employment outcomes and enriching the lives of people with disabilities (Vandagriff & Heath, 2017, p. 295). Employment is not always the main or exclusive focus but is instead seen as one of several aspects of adulthood or community membership, or as one of several outcomes of joint interventions (Metzel, Boeltzig, Butterworth, Sulewski, & Gilmore, 2007; Tucker, Feng, Gruman, & Crossen, 2017).

The overarching research agenda is to identify best practice interventions, partnership working and forms of collaboration that can be implemented in support of “ordinary” life courses for individuals who are otherwise excluded from the workforce. Typical target groups are people with disabilities, such as intellectual and developmental disabilities (IDD). Given the complexity and potential severity of such issues, these initiatives involve system change and collaboration across services and agencies.

Based on our analysis, we can relate the disability approach primarily to the “Vocational Rehabilitation” journal category. In this category, disabled people are the target group in 51 of the 81 articles. The approach is also evident in the “Health Science” and “Education” categories, as well as one or two occasional articles in other journal categories. Articles in the “Education” category address the transition from high school to postsecondary education and/or training and/or employment for young people with disabilities, especially those with learning disabilities (Ankeny & Lehmann, 2010; Kaehne & Beyer, 2009).

Articles published in the *Journal of Disability Policy* (e.g., Boeltzig, Pilling, Timmons, & Johnson, 2010; Bumble, Carter, McMillan, Manikas, & Bethune, 2018) also seem to advance the disability approach. These articles indicate that service integration is a key research topic for this journal, and they focus specifically on disability. Our initial

assumption was that disability policy research would belong to the “Social Policy” journal category. However, the fact that disability was focused on in this journal only, as well as the different conceptualisations of workforce inclusion, highlights the separation between discussions of disability policy and social policy (Frøyland, Andreassen, & Innvær, 2019).

Many articles focus on specific employment-oriented initiatives or strategies (Bumble et al., 2018; Flippo & Butterworth, 2018; Riesen, Morgan, & Griffin, 2015) such as supported or customised employment, work skills training, employment planning teams and one-stop projects or centres. Some articles are empirical studies or reviews of empirical studies; many describe collaborative, inter-organisational and/or inter-professional initiatives (e.g., Boeltzig, Timmons, & Marrone, 2008; Butterworth, Christensen, & Flippo, 2017; Christensen, Richardson, & Hetherington, 2017). At times, the articles are even written by the professionals involved (Carter, McMillan, & Willis, 2017).

This approach also encompasses studies on system change to support employment for marginalised groups, including the examination of implementation challenges and the role of advocacy in promoting system change (Butterworth et al., 2017). Such studies also involve the analysis or discussion of strategies to enhance labour market participation among people with disabilities. Several articles discuss whether universal one-stop services are capable of addressing the complex challenges faced by people with disabilities (Boeltzig et al., 2010; Elinson, Frey, Li, Palan, & Home, 2008; Gervey, Costello, & Gao, 2007; Gervey, Ni, & Rizzo, 2004).

6.3 | Welfare

The main themes of focus in the welfare approach are welfare policy, social policy and active labour market policy. Here, the metanarrative centres on *problematic aspects of policies addressing networked services in the field of activation and welfare-to-work*, such as challenges for welfare state regimes, frontline organisations and frontline workers; such work also addresses government strategies for inter-agency cooperation, accountability, marketisation and regulation. A characteristic of this approach is a concern for the welfare state and for citizens dependent on welfare benefits and services. The welfare approach seems closely linked to governments' social policies, as illustrated by key terms such as a citizen's “employability” and “activation” as well as “welfare-to-work” and “workfare” regimes proposed in active labour market policies.

This approach can be discerned in the journal category of “Social Policy” along with many articles from “Community Studies” regarding local partnerships around employment services; some from the “Education” and “Social Work” categories also adopt this approach. Accordingly, the approach comprises assessments of policies designed to impact professional services, including complex governance arrangements (accountability, marketisation and public regulations) (Fuentes, Jantz, Klenk, & McQuaid, 2014) and implementation problems in welfare-to-work strategies (Finn, 2000). Other articles explore the organisation and governance of policy implementation (Van Berkel, 2010; Van Berkel, de Graaf, & Sirovátka, 2012), including collaboration between the services involved. These articles are also linked to theories of public administration as they attend to issues of welfare governance (Benish, 2014), network governance (Damgaard & Torfing, 2010; Saikku & Karjalainen, 2012), governance of activation (Ehrler, 2012; Qvist, 2016; Van Berkel et al., 2012) and governance structures (Heidenreich & Aurich-Beerheide, 2014).

Articles that adopt this approach generally display a reluctance to specify target groups. The most common terms used to describe target groups are those vulnerable to either “unemployment” and “long-term unemployment.” Some articles relate to more specific target groups, such as youth at risk; school leavers who are not in employment, education or training (Crichton & Hellier, 2009; Kamp, 2009); or welfare recipients in general (Farrell & Seifert, 2008; Fisher, 2001).

In most articles, the research agenda falls into one of three broad types. The first of these addresses national policies, programmes or strategies (e.g., Damgaard & Torfing, 2010; Dodds, 2009; Green & Orton, 2009; Lindsay & Dutton, 2012; Qvist, 2016; Saikku & Karjalainen, 2012). This particular strand focuses on the impact and

implementation of governance reforms (Damgaard & Torfing, 2010; Saikku & Karjalainen, 2012), the accountability implications of increasingly privatised and marketised models of welfare governance (Benish, 2014) and the consequences of mixed modes of governance (market and collaborative) (Qvist, 2016). The articles discuss lessons learned, offer critical assessments or evaluate the impacts of specific initiatives.

The second group of articles compares policies across different countries (e.g., Fuertes et al., 2014; Minas, 2014, 2016; Van Berkel, 2010). These comparative studies discuss changes in labour market or activation policies and (new forms of) governance (e.g., Ehrler, 2012; Lindsay & McQuaid, 2009). Research topics include the implementation of welfare-to-work strategies, changes in traditional welfare and employment agency bureaucracies, decentralisation and the increased use of local partnerships (Finn, 2000), the emergence of New Public Management in the governance of activation policies (Ehrler, 2012) and the increased policy emphasis on labour market activation (Fuertes et al., 2014).

The third group of articles, including some of a comparative nature, explores varying approaches to fragmented policy in areas such as inter-agency collaboration and coordination initiatives; one-stop shops; and integrated or coordinated policies (Champion & Bonoli, 2011; Heidenreich & Aurich-Berheide, 2014; Minas, 2014, 2016). This group includes studies of particular programmes, interventions or models targeting specific groups, including integrated service delivery; the development of local and regional partnerships; joined-up services; integrated systems of care and community partnerships; and public–private partnerships (De Corte, Verschuere, Roets, & De Bie, 2017; Long, 2018).

6.4 | Governance

The governance approach seeks to address the ways in which governments develop networked service delivery through policy enactment and policy reforms. The metanarrative involves *the role of networks and different types of collaboration and partnership in service provision and service reform or improvement*. The focus is on organisations, the organising of public administration and collaboration with private or voluntary sector organisations as represented by key terms such as “government,” “governance,” “welfare,” “public (employment) service fragmentation,” “network” and “inter-organisational cooperation.”

Studies in this approach focus on policy, government, and administrative developments and challenges in employment services. In this literature, articles are generally theoretical—that is, they aim to develop theories of public administration by exploring the use and usefulness of networks in policy implementation. They also examine both the opportunities for and barriers to collaboration in addition to how inter-agency networks can be developed and governed to promote better (integrated) employment services and opportunities for citizens. The focus is rarely on any specific target group; if one is mentioned, it is often as a broad and relatively unspecific category, such as the “long-term unemployed” or “hard-to-employ.”

Among the many overlapping constructs (e.g., partnership, whole-of-government, joined-up government or meta-governance), there is a commonality in the attention to upper levels of administrative government and the relations between different administrations and their agencies (Jennings Jr & Krane, 1998; Laegreid & Rykkja, 2015; Wiggan, 2007). In addition, another shared feature is the analyses of welfare arrangements (Cochrane, 2004). Some articles focus more explicitly on reform-related progress and challenges (Considine & Lewis, 2012). In the “Community Studies” category, however, articles are oriented more to the local level of public administration, focusing on local networks, autonomy and decentralisation (Cochrane, 2004; Struyven & Van Hemel, 2009).

The research agenda is generally theoretically motivated and consists of three types. One agenda involves an understanding of services as networks of administrative actors. Issues of concern include the types of networks that provide better (integrated) services, the networking strategies adopted, the development of specific network types and how networks position actors (Considine & Lewis, 2012). A further concern is how these networks should be (meta)governed (Damgaard & Torfing, 2011).

TABLE 2 Distinguishing dimensions in the four approaches

	Rehabilitation	Disability	Welfare	Governance
Conceptualisation of labour market inclusion	Employment Work	Employment (adulthood) Economic independence	Welfare-to-work Workfare Employment	Employment
Conceptualisation of employment assistance	Return-to-work Reintegration	Transition (into employment) Vocational rehabilitation	Activation Employability enhancement Active labour market policy	NA
Conceptualisation of networked services	Seldom, sometimes analytical framework or models	Seldom, sometimes analytical framework or models	Sometimes, from theories of network governance, or frameworks of welfare state regimes	Often, from theories is network governance and policy implementation
Level of analysis	From the micro-level of the individual and upwards	From the micro-level of the individual and upwards	From the macro-level of policy and downwards	From the macro-level of government and downwards
Target group characteristics	(Mental) illness	Disability/ intellectual and developmental disability (IDD)	(Long-term) unemployment	NA (or unemployment)
Concern for the individuals (and their wellbeing and social inclusion)	... the individuals (and their human rights/status as citizen)	... the welfare state, and/or the dependent individuals (clients/ citizens)	... political governance, policy implementation

There is an additional agenda that involves improving understanding of the effects of collaboration activities on service integration and the implementation of public policy. This agenda is also focused on examining collaboration opportunities and barriers in addition to scrutinising how collaboration efforts are organised. The most significant issues include how networks link central and local government (Diamond, 2008), public services and users (Lindsay, Pearson, Batty, Cullen, & Eadson, 2018), employers (Klimpova, 2011), third sector organisations (Lindsay, Osborne, & Bond, 2014) and health services (Lindsay & Dutton, 2010).

Finally, a third agenda involves focusing on the implementation of reforms and how the local welfare state is reshaped by modernisation and managerialism; management challenges in welfare reform; and new or emerging (hybrid) constellations of actors, services and responsibilities (Seddon, Hazenberg, & Denny, 2012).

7 | CONCLUSIONS AND IMPLICATIONS

In this paper, we have studied research approaches in the literature on networked employment services for marginalised groups. Based on a systematic review of the literature, we have highlighted four distinctive approaches with different foci. Their distinguishing dimensions are presented in Table 2.

Although the approaches overlap on some dimensions, we find that there is generally limited connectivity across the approaches, with the exceptions being some journals in the categories of "Vocational Rehabilitation" and to some extent "Social Policy." Thus, the research seems scattered across different "islands" of research, as distinct epistemic communities.

The rehabilitation and disability approaches are predominantly empirically driven and produce knowledge about the given target groups and services provided to them. For example, these approaches focus on the transition to the

labour market for people with disabilities (disability) and the (re)inclusion in the workplace for those with predominantly mental challenges (rehabilitation). These bodies of literature generally produce knowledge on the outcome of activities or professional work practices associated with interventions targeted at specific groups of unemployed citizens.

The governance approach focuses more specifically on developing theory relating to the upper levels of governments and political systems. A possible reason for limited dialogue between the governance approach and the two empirically driven approaches mentioned above is that the governance approach tends to involve theorising at a much more abstract level, that is, well beyond the level of actual services and the problems faced by frontline managers or the professionals who deliver them.

The welfare approach is more dispersed, combining an empirical interest in the development, implementation and effects of active labour market policies with some theoretical framing. This approach is most advanced in terms of theorising the role of local or frontline personnel, including street-level organisations and professionals. Contrasting somewhat with the governance approach's focus on the implications of active labour market reforms for how public organisations are organised and governed, the welfare approach involves a preoccupation with the (assumed) implications of active labour market reforms for social problems and the relevant target groups.

Our review shows increasing academic interest in networked services and coordinated assistance to citizens at the margins of the labour market. On the one hand, this interest seems to mirror broader policy trends. Such an interest is demonstrated particularly by how the relevant articles reference new political reforms and/or legislation; emphasise new networks, partnerships or joint activities resulting from such political initiatives; and/or publish research findings based on the evaluations of new policies. At the same time, as shown in our analysis, the research traditions also interpret policy trends in different ways and highlight different aspects of them.

On the other hand, the more theoretically oriented literature, especially the work advanced in accordance with governance and welfare approaches, also reflects policy trends in its effort to theorise new forms of governance. However, this literature also goes beneath this interest by highlighting trends or phenomena that extend beyond the context of services and assistance to citizens marginalised from the labour market. For instance, such work focuses on illuminating how best to understand, conceptualise and tackle the challenges of complex and interrelated problems along with new social risks that depend on many autonomous actors outside the realm of hierarchical government; this is accomplished by examining government paradigms in public administration theory and forms of organisational interaction and economic action in organisational theory. Hence, theoretical interests also seem to drive academic engagement in networked employment services.

To summarise, our key finding in this review is that different research approaches use, more or less systematically, different concepts and different conceptualisations of labour market inclusion, networked services, target groups, motivations and concerns. They also differ rather systematically with respect to the level of analysis; for example, the level varies between a micro-level emphasis on work with specific groups of service users and a macro-level emphasis on the content or implications of policies and of modes of public administration. Despite this fragmentation, there are also generic terms that are used across the research approaches, examples being the terms "partnership," "collaboration" and "networks." Even though the terms are similar, they also involve distinct connotations depending on the (more or less) implicit assumptions and doxa of the approach they are used within.

The results, we argue, display tensions between the historical, institutional and demographical specificities tied to each of the research approaches along with the need for communication and integration between the different approaches. There are obvious needs to develop and preserve distinct epistemic communities because they serve particular knowledge needs within a specific sector or realm of education. At the same time, it is also necessary to connect the approaches in systematic and meaningful ways in order to develop a more holistic understanding of networked services and to promote coordination and learning between the approaches.

We argue that there is a distinct potential for advancing the scholarship on networked services in connecting the more abstract and theory-driven organisational, public administration and public management literature with the extensive existing empirical material on the services available to specific groups. The "micro-oriented literature" of

rehabilitation and disability can benefit from such theoretical perspectives insofar as they can help to articulate and conceptualise organisational, governance and managerial influences on both service production and the implementation of service interventions. Relatedly, the more “macro-oriented” and theory-driven governance literature can benefit from increased engagement with empirical research on services, professionals, programmes, interventions and forms of partnerships, especially since the consideration of these issues is where theoretical perspectives on organisation and administration have been lacking.

We believe that scholars interested in the topic of networked services need to be more aware of the concepts they use and their corresponding approach(es). The four approaches identified here offer a means of considering networked services from different perspectives, specifically by highlighting different types of organisation and collaboration across sectoral, professional and organisational domains. In this sense, these approaches can be regarded as complementary rather than opposing resources for empirical and theoretical research.

ACKNOWLEDGEMENTS

We wish to express our gratitude to librarian Inga Lena Grønlund for helpful assistance with the literature search. All authors have contributed equally to this article. This work was supported by The Research Council of Norway, grant number 269298.

CONFLICT OF INTEREST

No conflict of interest has been declared by the authors.

ORCID

Tone A. Andreassen  <https://orcid.org/0000-0001-9976-3777>

Eric Breit  <https://orcid.org/0000-0001-5069-7406>

Therese Saltkjel  <https://orcid.org/0000-0003-2648-6400>

ENDNOTES

¹The designation of an article as peer-reviewed was an optional limiter only in Academic Search Premiere and SocINDEX.

²The report was downloaded from the following source: <https://www.annualreviews.org/about/impact-factors>.

REFERENCES

- Agranoff, R., & McGuire, M. (2001). Big questions in public network management research. *Journal of Public Administration Research and Theory*, 11(3), 295–326.
- Andersson, J., Ahgren, B., Axelsson, S. B., Eriksson, A., & Axelsson, R. (2011). Organizational approaches to collaboration in vocational rehabilitation—An international literature review. *International Journal of Integrated Care*, 11, 1–10.
- Ankeny, E. M., & Lehmann, J. P. (2010). The transition lynchpin: The voices of individuals with disabilities who attended a community college transition program. *Community College Journal of Research and Practice*, 34(6), 477–496. <https://doi.org/10.1080/10668920701382773>
- Arksey, H., & O'Malley, L. (2005). Scoping studies: Towards a methodological framework. *International Journal of Social Research Methodology*, 8(1), 19–32.
- Axelsson, R., & Axelsson, S. B. (2006). Integration and collaboration in public health—A conceptual framework. *The International Journal of Health Planning and Management*, 21(1), 75–88.
- Benish, A. (2014). The public accountability of privatized activation - the case of Israel. *Social Policy and Administration*, 48(2), 262–277. <https://doi.org/10.1111/spol.12060>
- Bliss, D., Mishra, M., Ayers, J., & Lupi, M. V. (2016). Cross-sectoral collaboration: The state health official's role in elevating and promoting health equity in all policies in Minnesota. *Journal of Public Health Management and Practice*, 22, S87–S93. <https://doi.org/10.1097/phh.0000000000000330>
- Boeltzig, H., Pilling, D., Timmons, J. C., & Johnson, R. (2010). Disability specialist staff in US one-stop career centers and British Jobcentre Plus offices: Roles, responsibilities, and evidence of their effectiveness. *Journal of Disability Policy Studies*, 21(2), 101–115. <https://doi.org/10.1177/1044207309370840>

- Boeltzig, H., Timmons, J. C., & Marrone, J. (2008). Maximizing potential: Innovative collaborative strategies between one-stops and mental health systems of care. *Work*, 31(2), 181–193.
- Bonoli, G. (2013). *The origins of active social policy: Labour market and childcare policies in a comparative perspective*. Oxford, UK: Oxford University Press.
- Brown, L., Shiraga, B., & Kessler, K. (2006). The quest for ordinary lives: The integrated post-school vocational functioning of 50 workers with significant disabilities. *Research and Practice for Persons with Severe Disabilities*, 31(2), 93–121.
- Bumble, J. L., Carter, E. W., McMillan, E., Manikas, A. S., & Bethune, L. K. (2018). Community conversations on integrated employment: Examining individualization, influential factors, and impact. *Journal of Disability Policy Studies*, 28(4), 229–243. <https://doi.org/10.1177/1044207317739401>
- Butterworth, J., Christensen, J., & Flippo, K. (2017). Partnerships in employment: Building strong coalitions to facilitate systems change for youth and young adults. *Journal of Vocational Rehabilitation*, 47(3), 265–276. <https://doi.org/10.3233/JVR-170901>
- Carter, E. W., McMillan, E., & Willis, W. (2017). The TennesseeWorks Partnership: Elevating employment outcomes for people with intellectual and developmental disabilities. *Journal of Vocational Rehabilitation*, 47(3), 365–378. <https://doi.org/10.3233/JVR-170909>
- Champion, C., & Bonoli, G. (2011). Institutional fragmentation and coordination initiatives in western European welfare states. *Journal of European Social Policy*, 21(4), 323–334. <https://doi.org/10.1177/0958928711412220>
- Christensen, J. J., Richardson, K., & Hetherington, S. (2017). New York state partnerships in employment. *Journal of Vocational Rehabilitation*, 47(3), 351–363. <https://doi.org/10.3233/JVR-170908>
- Cochrane, A. (2004). Modernisation, managerialism and the culture wars: Reshaping the local welfare state in England. *Local Government Studies*, 30(4), 481–496. <https://doi.org/10.1080/0300393042000318950>
- Considine, M., & Lewis, J. M. (2012). Networks and interactivity: Ten years of street-level governance in the United Kingdom, the Netherlands and Australia. *Public Management Review*, 14(1), 1–22. <https://doi.org/10.1080/14719037.2011.589613>
- Crichton, R., & Hellier, C. (2009). Supporting action research by partners: Evaluating outcomes for vulnerable young people in negative post-school destinations. *Educational and Child Psychology*, 26(1), 76–83.
- D'Amour, D., Ferrada-Videla, M., San Martin Rodriguez, L., & Beaulieu, M.-D. (2005). The conceptual basis for inter-professional collaboration: Core concepts and theoretical frameworks. *Journal of Interprofessional Care*, 19(sup1), 116–131.
- Damgaard, B., & Torfing, J. (2010). Network governance of active employment policy: The Danish experience. *Journal of European Social Policy*, 20(3), 248–262. <https://doi.org/10.1177/0958928710364435>
- Damgaard, B., & Torfing, J. (2011). The impact of metagovernance on local governance networks. Lessons from Danish employment policy. *Local Government Studies*, 37(3), 291–316. <https://doi.org/10.1080/03003930.2011.571254>
- De Corte, J., Verschuere, B., Roets, G., & De Bie, M. (2017). Uncovering the double-edged sword of inter-organisational networks of welfare services: Tackling wicked issues in social work. *British Journal of Social Work*, 47(2), 524–541. <https://doi.org/10.1093/bjsw/bcw039>
- Diamond, J. (2008). Capacity building in the voluntary and community sectors: Towards relative independence - Limits and possibilities. *Public Policy and Administration*, 23(2), 153–166. <https://doi.org/10.1177/0952076707086253>
- Dodds, A. (2009). Families 'at risk' and the family nurse partnership: The intrusion of risk into social exclusion policy. *Journal of Social Policy*, 38(3), 499–514.
- Dowling, B., Powell, M., & Glendinning, C. (2004). Conceptualising successful partnerships. *Health & Social Care in the Community*, 12(4), 309–317. <https://doi.org/10.1111/j.1365-2524.2004.00500.x>
- Ehrler, F. (2012). New public governance and activation. *International Journal of Sociology & Social Policy*, 32(5/6), 327–339. <https://doi.org/10.1108/01443331211237023>
- Elinson, L., Frey, W. D., Li, T., Palan, M. A., & Horne, R. L. (2008). Evaluation of customized employment in building the capacity of the workforce development system. *Journal of Vocational Rehabilitation*, 28(3), 141–158.
- Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22(1), 1–29.
- Farrell, P. L., & Seifert, K. A. (2008). Oil, maslow, and competency: A good mix for partnerships? *Community College Journal of Research and Practice*, 32(4–6), 443–452. <https://doi.org/10.1080/10668920701884497>
- Finn, D. (2000). Welfare to work: The local dimension. *Journal of European Social Policy*, 10(1), 43.
- Fisher, P. J. (2001). The local politics and partnerships of successful welfare reform at Modesto junior college. *New Directions for Community Colleges*, 2001(116), 21.
- Flippo, K., & Butterworth, J. (2018). Community conversations and transition systems change. *Journal of Disability Policy Studies*, 29(1), 7–11. <https://doi.org/10.1177/1044207317739404>
- Frøyland, K., Andreasen, T. A., & Innvæ, S. (2019). Contrasting supply-side, demand-side and combined approaches to labour market integration. *Journal of Social Policy*, 48(2), 311–328.

- Fuertes, V., Jantz, B., Klenk, T., & McQuaid, R. (2014). Between cooperation and competition: The organisation of employment service delivery in the UK and Germany. *International Journal of Social Welfare*, 23, 571–586. <https://doi.org/10.1111/ijsw.12100>
- Gervey, R., Costello, L., & Gao, N. (2007). Gloucester county one-stop project: Results of staff training on customer satisfaction and employment outcomes for persons with disabilities. *Journal of Rehabilitation*, 73(3), 10–17.
- Gervey, R., Ni, G., & Rizzo, D. (2004). Gloucester County One-Stop Project: Baseline level of access and satisfaction of one-stop center customers with disabilities. *Journal of Vocational Rehabilitation*, 21(2), 103–115.
- Green, A. E., & Orton, M. (2009). The integration of activation policy at sub-national level: A case study of the City strategy initiative in an English sub-region. *International Journal of Sociology & Social Policy*, 29(11/12), 612–623. <https://doi.org/10.1108/01443330910999050>
- Greenhalgh, T., Robert, G., Macfarlane, F., Bate, P., Kyriakidou, O., & Peacock, R. (2005). Storylines of research in diffusion of innovation: A meta-narrative approach to systematic review. *Social Science & Medicine*, 61(2), 417–430.
- Grönroos, C. (2019). Reforming public services: Does service logic have anything to offer? *Public Management Review*, 21(5), 775–788.
- Haas, P. M. (1992). Introduction: Epistemic communities and international policy coordination. *International Organization*, 46(1), 1–35.
- Hartley, J., Sørensen, E., & Torfing, J. (2013). Collaborative innovation: A viable alternative to market competition and organizational entrepreneurship. *Public Administration Review*, 73(6), 821–830.
- Heidenreich, M., & Aurich-Beerheide, P. (2014). European worlds of inclusive activation: The organisational challenges of coordinated service provision. *International Journal of Social Welfare*, 23(Supp.1), S6–S22. <https://doi.org/10.1111/ijsw.12098>
- Holwerda, A., Fokkens, A. S., Engbers, C., & Brouwer, S. (2016). Collaboration between mental health and employment services to support employment of individuals with mental disorders. *Disability and Rehabilitation*, 38(13), 1250–1256. <https://doi.org/10.3109/09638288.2015.1076075>
- Isett, K. R., & Provan, K. G. (2005). The evolution of dyadic interorganizational relationships in a network of publicly funded nonprofit agencies. *Journal of Public Administration Research and Theory*, 15(1), 149–165.
- Jennings, E. T., Jr., & Krane, D. (1998). Interorganizational cooperation and the implementation of welfare reform: Community service. *Policy Studies Review*, 15(2/3), 170.
- Kaehne, A., & Beyer, S. (2009). Views of professionals on aims and outcomes of transition for young people with learning disabilities. *British Journal of Learning Disabilities*, 37(2), 138–144. <https://doi.org/10.1111/j.1468-3156.2008.00534.x>
- Kamp, A. (2009). Capitals and commitment: The case of a local learning and employment network. *Discourse: Studies in the Cultural Politics of Education*, 30(4), 471–482. <https://doi.org/10.1080/01596300903237230>
- Klimpova, L. (2011). Opportunities for and barriers to cooperation between employers and employment offices in the Czech Republic: Employers' perspective. *Lex Localis*, 9(2), 123–144. [https://doi.org/10.4335/9.2.123-144\(2011\)](https://doi.org/10.4335/9.2.123-144(2011))
- Knorr-Cetina, K. (1999). *Epistemic cultures: How the sciences make knowledge*. Cambridge, MA: Harvard University Press.
- Kodner, D. L., & Spreeuwenberg, C. (2002). Integrated care: Meaning, logic, applications, and implications – A discussion paper. *International Journal of Integrated Care*, 2(4), 1–6. <https://doi.org/10.5334/ijic.67>
- Laegreid, P., & Rykkja, L. H. (2015). Hybrid Collaborative Arrangements: The welfare administration in Norway - between hierarchy and network. *Public Management Review*, 17(7), 960–980. <https://doi.org/10.1080/14719037.2015.1029349>
- Lam, J. A., Jekel, J. F., Thompson, K. S., Leaf, P. J., Hartwell, S. W., & Florio, L. (1995). Assessing the value of a short-term residential drug treatment program for homeless men. *Journal of Addictive Diseases*, 14(4), 21–39. https://doi.org/10.1300/J069v14n04_02
- Leathard, A. (2004). *Interprofessional collaboration: From policy to practice in health and social care*. London, UK: Routledge.
- Lindsay, C., & Dutton, M. (2010). Employability through health? Partnership-based governance and the delivery of Pathways to Work condition management services. *Policy Studies*, 31(2), 245–264. <https://doi.org/10.1080/01442870903429660>
- Lindsay, C., & Dutton, M. (2012). Promoting healthy routes back to work? Boundary spanning health professionals and employability Programmes in Great Britain. *Social Policy & Administration*, 46(5), 509–525. <https://doi.org/10.1111/j.1467-9515.2011.00823.x>
- Lindsay, C., & McQuaid, R. W. (2009). New governance and the case of activation policies: Comparing experiences in Denmark and the Netherlands. *Social Policy & Administration*, 43(5), 445–463. <https://doi.org/10.1111/j.1467-9515.2009.00673.x>
- Lindsay, C., Osborne, S. P., & Bond, S. (2014). The 'new public governance' and employability services in an era of crisis: Challenges for third sector organizations in Scotland. *Public Administration*, 92(1), 192–207. <https://doi.org/10.1111/padm.12051>
- Lindsay, C., Pearson, S., Batty, E., Cullen, A. M., & Eadson, W. (2018). Co-production as a route to employability: Lessons from services with lone parents. *Public Administration*, 96(2), 318–332. <https://doi.org/10.1111/padm.12408>

- Long, A. (2018). Social work grand challenges: Leaders' perceptions of the potential for partnering with business. *Social Work, 63*(3), 201–209.
- Metzel, D. S., Boeltzig, H., Butterworth, J., Sulewski, J. S., & Gilmore, D. S. (2007). Achieving community membership through community rehabilitation provider services: Are we there yet? *Intellectual & Developmental Disabilities, 45*(3), 149–160.
- Michel, C., Guene, V., Michon, E., Roquelaure, Y., & Petit, A. (2018). Return to work after rehabilitation in chronic low back pain workers. Does the interprofessional collaboration work? *Journal of Interprofessional Care, 32*(4), 521–524. <https://doi.org/10.1080/13561820.2018.1450231>
- Minas, R. (2014). One-stop shops: Increasing employability and overcoming welfare state fragmentation? *International Journal of Social Welfare, 23*(S1), S40–S53. <https://doi.org/10.1111/ijsw.12090>
- Minas, R. (2016). The concept of integrated services in different welfare states from a life course perspective. *International Social Security Review, 69*(3–4), 85–107. <https://doi.org/10.1111/issr.12113>
- Moore, K. A., Young, M. S., Barrett, B., & Ochshorn, E. (2009). A 12-month follow-up evaluation of integrated treatment for homeless individuals with co-occurring disorders. *Journal of Social Service Research, 35*(4), 322–335. <https://doi.org/10.1080/01488370903110829>
- Osborne, S. P. (2006). The new public governance? *Public Management Review, 8*(3), 377–387.
- Osborne, S. P., Radnor, Z., & Strokosch, K. (2016). Co-production and the co-creation of value in public services: A suitable case for treatment? *Public Management Review, 18*(5), 639–653.
- Phillips, N., Lawrence, T. B., & Hardy, C. (2000). Inter-organizational collaboration and the dynamics of institutional fields. *Journal of Management Studies, 37*(1), 23–43.
- Pogoda, T. K., Levy, C. E., Helmick, K., & Pugh, M. J. (2017). Health services and rehabilitation for active duty service members and veterans with mild TBI. *Brain Injury, 31*(9), 1220–1234. <https://doi.org/10.1080/02699052.2016.1274777>
- Priest, B., & Bones, K. (2012). Occupational therapy and supported employment: Is there any added value? *Mental Health and Social Inclusion, 16*(4), 194–200. <https://doi.org/10.1108/20428301211281050>
- Provan, K. G., & Kenis, P. (2008). Modes of network governance: Structure, management, and effectiveness. *Journal of Public Administration Research and Theory, 18*(2), 229–252.
- Qvist, M. (2016). Activation reform and inter-agency co-operation - Local consequences of mixed modes of governance in Sweden. *Social Policy & Administration, 50*(1), 19–38. <https://doi.org/10.1111/spol.12124>
- Radnor, Z., Osborne, S. P., Kinder, T., & Mutton, J. (2014). Operationalizing co-production in public services delivery: The contribution of service blueprinting. *Public Management Review, 16*(3), 402–423.
- Riesen, T., Morgan, R. L., & Griffin, C. (2015). Customized employment: A review of the literature. *Journal of Vocational Rehabilitation, 43*(3), 183–193. <https://doi.org/10.3233/JVR-150768>
- Rittel, H. W., & Webber, M. M. (1973). Dilemmas in a general theory of planning. *Policy Sciences, 4*(2), 155–169.
- Saikkku, P., & Karjalainen, V. (2012). Network governance in activation policy - health care as an emergent partner. *International Journal of Sociology & Social Policy, 32*(5/6), 299–311. <https://doi.org/10.1108/01443331211236998>
- Sartori, G. (1970). Concept misformation in comparative politics. *American Political Science Review, 64*(4), 1033–1053.
- Seddon, F., Hazenber, R., & Denny, S. (2012). Testing a team-development model: Partnership in creating a work-integration social enterprise. *Journal of Leadership, Accountability and Ethics, 9*(5), 47–64.
- Seebohm, P., & Secker, J. (2003). Increasing the vocational focus of the community mental health team. *Journal of Interprofessional Care, 17*(3), 282.
- Ståhl, C., Andersén, Å., Anderzén, I., & Larsson, K. (2017). Process evaluation of an interorganizational cooperation initiative in vocational rehabilitation: The Dirigo project. *BMC Public Health, 17*, 1–10. <https://doi.org/10.1186/s12889-017-4357-x>
- Stahl, C., Svensson, T., & Ekberg, K. (2011). From cooperation to conflict? Swedish rehabilitation professionals' experiences of interorganizational cooperation. *Journal of Occupational Rehabilitation, 21*(3), 441–448. <https://doi.org/10.1007/s10926-010-9281-1>
- Struyven, L., & Van Hemel, L. (2009). The local integration of employment services: Assessing network effectiveness of local job centres in Flanders. *Environment and Planning C: Government and Policy, 27*(6), 1055–1071. <https://doi.org/10.1068/c08581>
- Tranfield, D., Denyer, D., & Smart, P. (2003). Towards a methodology for developing evidence-informed management knowledge by means of systematic review. *British Journal of Management, 14*(3), 207–222.
- Tucker, K., Feng, H., Gruman, C., & Crossen, L. (2017). Improving competitive integrated employment for youth and young adults with disabilities: Findings from an evaluation of eight Partnerships in Employment Systems Change Projects. *Journal of Vocational Rehabilitation, 47*(3), 277–294. <https://doi.org/10.3233/JVR-170902>
- Van Berkel, R. (2010). The provision of income protection and activation services for the unemployed in 'active' welfare states. An international comparison. *Journal of Social Policy, 39*(1), 17–34.
- van Berkel, R., Caswell, D., Kupka, P., & Larsen, F. (2017). *Frontline delivery of welfare-to-work policies in Europe: Activating the unemployed*. New York: Taylor & Francis.

- Van Berkel, R., de Graaf, W. d. G., & Sirovátka, T. (2012). Governance of the activation policies in Europe: Introduction. *International Journal of Sociology and Social Policy*, 32, 260–272. <https://doi.org/10.1108/01443331211236943>
- Van Eck, N. J., & Waltman, L. (2011). *Text mining and visualization using VOSviewer*. arXiv preprint arXiv:1109.2058.
- Van Eck, N. J., & Waltman, L. (2018). *VOSviewer Manual (version 1.6.8)*. Leiden, the Netherlands: University of Leiden.
- Vandagriff, K. L., & Heath, K. (2017). Alaska case study: Pathway to employment for all in the last frontier! *Journal of Vocational Rehabilitation*, 47(3), 295–306. <https://doi.org/10.3233/JVR-170903>
- Wiggan, J. (2007). Reforming the United Kingdom's public employment and social security agencies. *International Review of Administrative Sciences*, 73(3), 409–424. <https://doi.org/10.1177/0020852307081150>
- Winsor, J. E., Butterworth, J., & Boone, J. (2011). Jobs by 21 partnership project: Impact of cross-system collaboration on employment outcomes of young adults with developmental disabilities. *Intellectual and Developmental Disabilities*, 49(4), 274–284. <https://doi.org/10.1352/1934-9556-49.4.274>

SUPPORTING INFORMATION

Additional supporting information may be found online in the Supporting Information section at the end of this article.

How to cite this article: Andreassen TA, Breit E, Saltkjel T. Research approaches to networked employment services: A systematic review. *Soc Policy Adm.* 2020;1–19. <https://doi.org/10.1111/spol.12597>