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Master thesis submitted by: Kosana Nag Kiranmai

ABSTRACT

My thesis is a part of a larger project which is titled as “CHAPAR” project. The primary objective of the project is to develop knowledge that will contribute towards active user participation in the Introduction program in Norway. The aim of the thesis is to identify the barriers and drivers faced by the Refugees and Immigrants while participating in the Introduction Program in Norway. Few substantial findings have been illustrated through this study which gives an overview on the current barriers and drivers faced by the users while going through the Program training period. The study carried out a literature review on the relevant available literature. The Young refugees with a minority background, little or no education are the most vulnerable group in the labor markets (Havneras, 2016). The Introduction Program is introduced to strengthen the relationship between target group and labor market by directing them towards the integration process. Participation in the program is mandatory and user influence might be difficult to attain. Many studies reveal that Language is an important barrier which influence user participation in program and settlement in the society. There are only few studies available which have focused on user’s participation in the Introduction Program (Djuve & Kavli, 2015) (Djuve, Kavli, Braanen sterri & Braten, 2017).

Through my study I focus on the identified barriers and drivers of user participation in Introduction program from the literature review which are illustrated below.

1. Individual plan based on the user background and in collaboration with them is identified as a driver of user participation from user perspective. The individual plan drawn in the form of symbols and images instead of texts are considered as drivers of user participation.
2. Lack of tailoring the programme according to individual needs and desires may lead to less motivation at individual level and seen as barrier of participation from case worker perspective.
3. Users must be heard and be able to take self-decisions which may increase the possibility of user involvement and can promote user participation.
4. Poor language training (less grammar) and unidentified user competence are considered as barriers of participation by user perspective.
5. Service users with personal circumstances such as chronic sickness, larger households and financial responsibilities are identified as barriers towards participation during the program.

6. Caseworkers providing complete guidance and a systematic follow up to the service users is an identified driver of participation during the program.
7. The introduction programme has two known components that is financial and education. The third component which is called as mental component is less acknowledge and identified as a barrier for user participation from user perspective.
8. Gender is playing a role of barrier for women and driver for men while participating in the program.
9. Language is barrier from user perspective and driver from case worker perspective for participation in the program.

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1. INTRODUCTION

The Norwegian welfare society receives refugees and immigrants from various and different international countries. Norway is a part of Economic European Area (EEA) who accepts refugees through UNHCR quotas or via individual asylum applications who get complete legal access to the Norwegian Labour markets (Djuve & Grodem, 2014). In 2015, Norway accommodated the highest proportion of refugees. They were approximately 188,000 persons who were granted refugee status and started living legally (ssb.no, 2016). The integration of refugees into Scandinavian labour markets is quite difficult (Djuve & Kavli, 2015). The Directorate of Norwegian Integration and Diversity authorities (IMDI) and politicians worked collaboratively to deliver the emergency services and appointed a committee to investigate the long-term consequences in high immigration.

The proportion of immigrants from non-western countries has markedly increased in the last two decades and rising constantly (Bay & Hellevik, 2007). Immigrants migrate from various parts of the world with different motives and intentions. There are mainly three categories of immigrants who often come to Norway. They are Refugees or asylum seekers, family immigration reunion members and skilled or unskilled immigrants. There are multiple theories on migration (Brochmann, 2006). Norway accepts immigrants and refugees in greater proportion every year.

The main objective of the integration policy is that every individual take part equally in the society and utilise the resources. Everyone must be acknowledged as per their abilities and should be given equal opportunities to promote the integration into the society. People from different parts of the world flee to Norway because it is increasingly globalised due to high trades. Norway needs labour and skilled workers. The standard of living is higher and most of the immigrants are employed. Immigration leads to diversity by providing opportunities and conflicts to a certain extent (Elia, 2017). Low labour market participation and high social welfare dependency was observed in many immigrant groups in Norway.

1.1 INTRODUCTION PROGRAM

In Norway, the Newly arrived Refugees and their families have a right to participate and is obligatory to complete an introduction programme. Refugees aged between 18 to 55 years of age must have the basic qualifications and Language trainings during the program period. The duration of the program is 2 years. The Introduction Act in Norway has two schemes. First one is Introduction programme (from 2004) and another one is Norwegian language training and social studies for adult immigrants (from 2005). Nearly 24,000 participants attended introductory programme and 42,000 received language training and social studies in 2016. The aim of the Act is to make them actively participate in labour market and education system and gaining knowledge about the society for their easy integration.

The Introduction programme is provided in and outside NAV in various municipalities of Norway. The purpose of the programme is to ensure that people from refugee and immigrant background will be provided basic skills, initiatives, and guidance as they need to earn job or get into an education to become financially independent and integrate in the society. The Local municipality is responsible for the Introduction programme who provide them Language training and social studies courses. Refugees have a right and an obligation to participate in the program up to total of 600 hours (fylkesmannen.no, 2017) .

It is a full-time programme which lasts for two years and Introduction benefit will be paid which is taxable, but there will be deduction if not attended due to invalid reason. Refugee can also work outside the programme hours and there will be no deductions. Statistics shows that 20,918 immigrants participated in Introduction programme in 2019 (ssb.no, 2020). It also demonstrated that 63 percent of the participants in 2018 are studying or working after one year (ssb.no, 2019). These statistical figures demonstrate that the Introduction programme is functioning well and generating better outcomes in terms of education and employment.

The Refugees, along with their families, who have been granted resident permit in Norway have the right to join and complete the introductory programme. It is the responsibility of the municipalities to provide them admission in the introductory programs and settle them (regjeringen.no , 2014). Through these introductory programme's refugees are offered measures to be able to get employment and begin a new life in a different country. Either way,

these refugees are being guided or provided job opportunities that fulfil labour market demands and makes them financially stable and independent. Therefore, the introductory programmes are beneficial in a dual way. Though these programmes provide education, employment, welfare benefits and a lease of new life to refugees, still they are struggling to integrate. The reason is still unknown. There are few studies available on it. Therefore, through my study, I will focus on the barriers and drivers that influence users in terms of participation in the introduction programme.

1.2 RESEARCH QUESTION

The aim of the thesis is to examine and focus on the identified challenges and possibilities which are being faced by refugees and immigrants while participating in the Introduction program. Various workfare implementation studies demonstrated that it is quite difficult to gain user influence based on the decisions made and is difficult too to even achieve a partial influence (Kjorstad, 2016). Although little literature or evidence is available about the user participation in the program, a need of more studies and appropriate research is highly required. Many studies focus on the implementation methods and integration policies but seldom discuss about the user participation experiences during the entire period of program. It is tough to argue that user participation challenges alone may not be able to judge the quality and functioning of the program but can be useful in drawing out the ground realities or natural facts of the program which are unidentified by caseworkers and management. This lack of this knowledge is not advantageous for remodulating or redesigning the program that could facilitate user's participation.

Even though the program has been redesigned many times with new requirements, the percentages of participation in the program has not increased markedly. These non-growing numbers develop a confusion and tension among the caseworkers. User feedbacks and suggestions about the program must be considered and prioritized because they are the ones who could justify that how advantageous and beneficial the program is. Organisation can grow and attain success when the challenges are overcome. 'Citizen participation is citizen power' is quoted in Arnstein's ladder of citizen participation (Arnstein, 1969) which states that citizens (user) who are not politically and economically influenced are good in sharing the valuable information, which in turn helps in advocating goals and policies and operating programs. Their participation helps in establishing and regulating the power. Hence, it is important to focus on

the user participation before re-designing the Introduction programs. Frequent changes in the implementation methods and integration policies alone can't improve or increase the user participation. Firstly, user participation in the program is important and useful for themselves and secondly to the management. Every user after the successful completion of the program finds it easy to sustain new life in a new country by gaining access to the employment and education and grow as an economically independent individual. It is true that service users are the ones who participate in the program and experience the process of participation very nearly but since they are new to the Norwegian administrative and educational system, it is not completely possible for them to justify or comment upon it. The service-providers, who have a genuine and professional knowledge of system and society and are hired by the management to help the service users, must be taken into consideration while discussing about the challenges of service user participation. They have the knowledge to sense about the service user capability and involvement in the program. Therefore, we have considered to take both the service-user and service-provider perspectives to justify the question in a most balanced and appropriate way.

My Master's thesis is a part of a project Titled "CHAPAR"-challenges of participation experienced by service user's autonomy in introduction program NAV and I want to put insight in it through my thesis work. Therefore, my research questions which are designed are navigated by CHAPAR project. The thesis carried out is based on the Literature review.

The research question is:

"What are the identified barriers and drivers of participation faced by the newly arrived refugees and immigrants in Introduction Program in Norway from the service user and service provider (case worker) perspective"?

The term participation is a noun and can be defined as a state of process in which the persons or individuals and the organizations or parties have the opportunity for being actively involved as a part of project or program. In my thesis, the term participation is discussed more broadly and defined in terms of participating in Introduction program by the users. Users are the refugees or immigrants who actively participate in the Introduction program which are

organized by the municipality at the local level which educates them to actively take part and make themselves economically independent and easily integrate in Norwegian Labor market.

In my research question, the term “service-user” denotes to the Refugees and Immigrants who took part in the Introduction program whereas “service-provider” is referred to the caseworkers. These caseworkers are the contact persons who coordinates the service and follow-up to the users during the entire period of Introduction program. The term ‘barrier’ in the research question symbolizes the challenges or the difficulties which are observed or felt by the users while participating in the program. What and which kind of obstacles they are faced with and how they are being troubled by them? The term ‘driver’ denotes useful elements or key ingredients which help in promoting and achieving growth in participation. The reason for choosing to identify the barriers and drivers of participation from user and case worker perspective is to collect the ideas, beliefs, knowledge, and comments from both sides and perspectives. This dual collection of knowledge contents will be useful in justifying the research question. Considering the one-sided standpoint may not be helpful in identifying or observing the real reasons which can be an incomplete cause or can be thought over as biased in other terms.

2. BACKGROUND

In this chapter the key terms or words such as Refugees and Immigrants are defined in their operational terms for better understanding in the context of this thesis. The working pattern of Municipal refugee services and its integration grants are being discussed to understand the administrative level of processing the users and their applications.

2.1 Immigrants:

An Immigrant is a person who migrates from their own host country to another country for living under legal resident permit. The other terms which are often used are migrants, foreign-born and international migrants (bolter, 2019). As per Jan 1, 2020 immigrants constitute 18.2 percent of entire population in Norway which includes immigrants who are born outside of Norway with two foreign born parents and four foreign born grandparents (www.ssb.no, 2020), while Norwegian born with immigrant parents are assumed to be approx. 2-3 percent. These

two immigrant groups are believed to have background from 195 different countries and independent regions (ssb.no, 2020).

2.2 Refugees:

As per UDI Norway, a refugee can be defined as a person who meet all the requirements for gaining the protection (seeking asylum) in Norway. Persons who have been persecuted for religion, ethnicity, nationality, skin color, political issues or if exposed to real danger such as death penalty, torture or punishment can obtain resident permit as an Asylum seeker in Norway (udi.no, n.d.). The UNHCR explains that refugees are the individuals who flee from the homeland due to threat of expulsion and mistreatment and henceforth unable to return due to the predominant situations.

2.3 Municipal Refugee Services

The asylum seekers or resettlement refugees who have been granted resident permit in Norway are in line with an agreement established by UN High Commissioner for Refugees. These refugees are placed by the local Norwegian municipalities. Those who need settlement, municipalities offer them housing assistance. A national committee, which is chaired by the Directorate of Integration and Diversity and representatives (iMDI) from state and municipal councils, decides the settlement of refugees based on the council populations, qualification programs, housing services etc. There is a common rule that no municipality should be required to have less than 10 persons unless there are special circumstances (imdi.no, n.d.). This committee has a goal for rapid settlement which means settling down the refugees within a period of six months and three months for minor, unaccompanied children, and young people (imdi.no, n.d.). These municipalities work in collaboration with participants and starts mapping them as per their competencies and develop individual plans accordingly. They issue the participation certificates and pay the introduction participation benefits in addition to the Norwegian language training and social studies. They also carry out various job training courses and vocational training programmes which enable them to gain focus and cooperation from NAV services. In many municipalities, the training sessions take place under the Municipality adult education centre and the administrative and pay-outs are done in collaboration with NAV (Norwegian Labour and Welfare Administration). The NAV must

work in providing economic and social assistance but often includes refugee services in some municipalities. The partnership agreements between NAV and municipalities often takes place. Therefore, the Introduction program is conducted in and outside NAV and differ among various municipalities.

2.4 Integration grant to the municipalities

These municipalities receive an integration grant when they settle down the refugees and persons who have been granted a residence permit on humanitarian grounds. Furthermore, they also receive grants for those who have been granted resident permit based on family reunion and those who will join or reunite with the main or reference person later. The integration grant is to provide the municipalities with an additional expense related to the settlement and integration of refugees during the whole financial year (regjeringen.no , 2014)

3. THEORETICAL FRAMEWORK

Theoretical Framework is a combination of interrelated concepts which gives direction to the research and is used to outlook the relevant data that are necessary for defining the specific framework. This part of thesis will provide a theoretical framework for the following literature review and analysis. The first is Sherry Arnstein's ladder of Citizen Participation which gives a brief overview and definition to the user Participation which is a core concept and used broadly. The concepts such as User participation and User Involvement are explained thereafter.

3.1 Sherry Arnstein's Ladder of Citizen Participation

The term "citizen participation" is well explained by Sherry R. Arnstein in 1969. To better understand and analyze the term participation, she explained the concept in the form of Ladder of participation with various levels. Citizen participation is an absolute term for citizen power (Arnstein, 1969). The concept is chosen by the have-nots, are those who are powerless due to their social circumstances. In other words, they can be called as "powerless". Arnstein, termed powerless as have-nots in her literature. These have-nots were Blacks, Mexicans, Americans, Indians, Eskimos, and whites who defined the participation as redistribution of power excluding the political and economic processes. In this process the have-nots participate to

explain on how the information is being shared, taxes are allocated, policies being developed and implemented, Programs operated, welfare and benefits being delivered out.



The ground level of the ladder is (1) Manipulation and (2) Therapy both explains about the non-participation that is strained by others to substitute for the active participation. The main intention is to stop or prevent people from participating in planning and conducting programs rather allowing powerholders to teach and treat the participants. The next level rungs are (3) Informing and (4) consultation that concede have-nots to hear and have a voice. But their views are not taken granted due to lack of power rather are ignored by the power holders. Participation is restricted hence no affirmation of changing the status. Next, higher of tokenism is (5) Placation because down levels do not provide rights to have-nots for taking decisions. Next, the levels in the ladder are citizen-power which raises the chances of decision-making. The next level in the ladder of participation is (6) Partnership which facilitates to confer and employ in contracts with powerholders. The highest level in the ladder is (7) Delegated Power and (8) Citizen control in which the have-nots receive or owe most of the managerial power and decision-making rights. This ladder of participation simply explains the significant gradations of citizen participation at different levels from have-nots to the powerholders.

The ladder mainly explains the fundamental divisions between the powerless and powerful citizens. Both, the have-nots(powerless) and powerholders are homogeneous because both groups comprise of different opinions or points of view, cleavages, different subsets of groups and competing interests. Powerholders incorporate racism, discrimination, stigmatization, and resistance for power redistribution. On the other hand, have-nots holding the poor-socioeconomic framework and knowledge, unable to form a group of liable citizens group.

3.2 User participation

The concept of user participation was primarily used in the public policy documents for the development and planning of the regional communities in UK and USA (Beresford, Kubler & Preibusch, 2012). During the year 1947 when the community health councils were established in the UK health sector, this concept was noted as first statutory recognition to safeguard patients interests and rights in NHS (National health system) (Barnes & Cotterell, 2012). Later on the concept was introduced in the European social welfare sector that has brought an immense change of perceptiveness (Barnes & Cotterell, 2012). The user participation become more individualized. The concept highlighted the individual rights and opportunities that impact their own interests, lives and welfare services. The concept was first discovered in 1970 but highlighted in 1990 and was lifted from margin to main stream (Barnes & Cotterell, 2012). The literature reveals that the user participation has two different type of discourses. One is titled as “democratic” or ‘right -oriented’ discourse whereas the other one named as “consumer -oriented discourse”.

In “democratic” or “Rights -oriented” discourse the users are interpreted as an individual’s who are tied to all the fundamental rights and duties in the society whereas in the consumer -oriented discourse the individual obtains all the rights to “consume” the services of the society. The Democratic and consumer discourse focus on how user participation provides the qualitatively better services to the organizations despite different approaches (Andreassen, 2009) (Beresford and croft , 2004). The consumer-oriented approach is primarily focused on how the services can be more reliable, flexible, efficient, and better suited to the individual. User participation is a concept which is often used for recognizing the users and their citizenship status. This concept includes user right to financial security, prosperity, and rights to survive in the equal standards of society (Harrison, Downswell & Milewa, 2002).

The author Lars Uggerhøj (Uggerhøj, 2014) has discussed about the challenges of the welfare services in different European welfare countries by focusing more on the citizen participation, user involvement and social inclusion. The real intention is to find how does the marginalization and participation relate to each other, identical or unidentical? What is the role of the welfare services in these both concepts? They have also focused about the link between user participation, marginalization, and the welfare services.

Participation and marginalization are a twin concept, and they are regarded as the two ends of the same line. Participation is also called as a social inclusion or user involvement. It is considered as a favorable model for the role of the citizens. On the other end marginalization is also called as the social exclusion. It is also observed as a subsequent consequence of the users on favors for choices and unfavorable behavior. From neoliberalism perspective, participation and marginalization represents as good and bad behavior codes respectively. That exists different forms of the user participation such as consultations or real active participation. User participation has a key role in welfare services, but it has mechanism through which the social participation is reached. User involvement supports the democracy and promotes participation in general. Matthies has explained very well about these two concepts and the relationship between them. After undergoing various analyses, results finally shows that both the twin concepts are related and mutually contraindicated (Matthies, 2014). Marginalisation can be prevented when the participation works as a core element in the development of democracy. On other hand, Marginalisation occurs when participation not working and vice-versa. To better understand the concept participation, it is important to know which factors affects marginalization. It is also necessary to focus on the positive and negative shades of the welfare services which play key role by supporting the vulnerable groups (Uggerhøj, 2014).

Participation is an individual oriented approach in which the user is at risk of having more individual responsibility. It is a decisive condition that can prevent marginalisation. Hence, Matthies states that these “twin concepts are aligned on both ends of the same line”. Thus, he states, “participation or marginalization” instead of “participation and marginalization”. The risk of marginalisation increases with the less and little focused participation levels. These concepts can be rather called as “siblings” instead of “Identical twins”. It means that both are related to each other even though travelling in opposite directions and if they are at risk, then it’s a risk to democracy (Matthies, 2014).

The service users must have a choice to improve the levels of participation and involvement. They need a voice and must be heard to overcome the challenges faced by them during the participation in various welfare services. Their voices and experiences must be considered and carried further for implementing new social policies which can promote participation and prevent marginalisation. To hear the service user voices, there must be ears. The case workers in the welfare services must carry forward these voices and support them in achieving a good impact (Beresford and Croft, 2004). The user voices alone cannot contribute to change the system and authorities within a night. Apart from the voices, the users must take matters in their own hands to create pressure on local and central authorities. The authorities must take the responsibility by involving them into the matters so that they can be reached to the political and state level (Uggerhøj, 2014).

Many authors argue that welfare services and politicians must work on conditions that can promote participation. They must understand the real goal of participation. The caseworkers must carry out the issues and problems of service users to the political level and explain them the real definition of participation in terms of “respected dialogue”. The need of different analysis, strategies and guidelines are necessary to improve the user participation levels. The users must be involved to form a participatory praxis. It is observed that marginalization can be prevented when participation is promoted by involving service users as co-producers in the processes of participation (Beresford and Croft, 2004). There may be critical situations where service users may not be able to decide by their own and need guidance. In such scenarios, it is worth to guide them and carry forward for active participation. This could make them less dependent and is a time-saving method.

3.3 User involvement

The term “user involvement” is an important component used in the Norwegian welfare services and the legislation that regulate them. The fundamental values that user involvement includes are democracy, citizenship, human rights, and freedom of speech. The political parties argue on the “user involvement” and states that the users must be provided an opportunity or chance to express their interests and thoughts which could be beneficial for the expansion of the democracy (Olsen, 2011). Their voice of speech can exhibit the essence of changes and development. “Users” are the individuals who are entitled to participate in the programs that

are administered by the governmental organisations to help them by fulfilling their needs. The role of user participation in the Norwegian welfare services plays key role because their skills and challenges can evidence strategies to advance or design the programs in an apprehensive way (Andreassen, 2009). User involvement is a method that is being practised at both the individual and structural levels. At individual level, users are part of decision making regarding their welfare services.

The user involvement usually occurs at the individual service user via professional relationship with the aim to motivate the individual by their own (Tritter, 2009). The individuals are the service users and are often termed as “consumers” because they utilize or consume the services provided. In European countries the patient’s rights legislation and entitlements are well established for diminishing the user and provider asymmetry. For example, the patients have a right of information, right to consent or disagree with the different choices or options available among the types of treatment. These independent decisions are taken by their own and are granted to access the choices as per their needs and requirements. The users have a right of choice which can be utilized for opting among the different service providers based on the information available (Thomson and Dixon, 2006). Educating the patients is very advantageous in the first step. This helps in reducing the symmetry between the service users and service providers and enabling them to manage by their own over the long-term health conditions with their own available information and knowledge that will motivate them to fight against the illness and face situations by involving personally (Greenlaugh, 2009).

Patient education must be shared and distributed between different service users rather than categorizing it as a professional knowledge. The sharing of knowledge can bring a shift in the professional knowledge by driving it to more transparency. Patient oriented professionals now take up a different role for example supporters, guide, catalyst of partner in different various user organizations where they help the user by assisting them in different works providing them knowledge and emotional support. This restructured relationship between the service users and service providers may bring a shift away from the classic professional client relationship.

In 1999, the Norwegian government has established patient education as a central hospital key function and therefore established the subsequent different educational resource centers. This patient education programs were conducted in which the professionals and peer supporters used to work together with the aim of providing users and professional the equal knowledge in the planning, delivering, and evaluating the programs. This kind of the user involvement can be

beneficial for the individuals and professionals in terms of help and expertise advices. The service users in the organizations take up new positions where their knowledge and experiences are utilized for the development of service provided professionalism and to achieve a greater contribution towards the health and well-being. This professional experience is distributed among the users due to which the knowledge becomes more transparent to the users and service providers. This knowledge of transparency helps in re-formulating the user organizations. The diversity in the professional tasks take up by the professionals while working at the organizations for example improving the service quality based on the suggestions and feedback taken from the users, providing involvement by enabling the discussions and the transmission and the transfer of the knowledge of fraud in between the healthcare providers and the different user groups and organizations. Initiating the use of user experiences and solutions for the service improvisation under quality improvement at the organizational level in health care. In European healthcare organization's often the volunteers and workers are the other persons who were service users formerly. The real intention behind is to escalate a better contribution towards the service user involvement.

Authors argues that user involvement is a core concept and a key element in public welfare services that reminds the service providers that users know best (Cowden and Singh, 2007) The service-users are the ones who utilises or consumes the welfare services and have the sense and capability of understanding it due to their personal involvement via actions while consuming the services. The paper first discusses about the discourse of user involvement in British welfare during 1970 and 1980, which forms the context to understand the new labour project. Delivering the high-quality integration services that can project interest in users who work as a professional consultant in the formation of state and government policies. Beresford states that the term user Involvement must be examined thoroughly, and the concept must be considered as important. Both the progressive and regressive sides of user involvement must be taken into consideration. In this paper they used the term "consumers" to the service users who consume services. Simon-Heyes argues that consumers are meaningless in mental health services because they are not given choices to opt for treatment, rather treated forcefully. They are not being heard or have a right of making decisions. Users do not have any influence. So, users become fetish in Mental health services. Beresford defined user involvement as a technique which is used for gathering information from users which is used as a background or context for the policy formation. User involvement is less acknowledged in terms of power distribution or decision making (Andreassen, 2018).

User Involvement is very important for managers because users are the ones who know the truth that is unavailable to the front-line staff. Due to this reason the manager approaches users directly in many situations. But it is again true that users have little knowledge when compared with the front-line staff about how the services should be organised, managed, and arranged. Service users' critiques can be incorporated in agenda to develop welfare service-users and are titled as consultants instead of activists. The consumer is given choices and managers listen. Service users had a great impact on research and education by considering their lived experiences. They argue that user involvement must be given importance and should be taken as granted by managers (Andreassen, 2018). Front-line staff should consider them with appropriate measures. In longer run, these users can be advantageous in developing or considering policies.

Users must be given choices to take self-decisions which can deliver good level of participation. Their personal involvement while consuming the services make them understand the real nature and true background of the program. Service users lived experiences is useful in remodelling program and developing new strategies when required. The possibility of real user involvement is possible when they are being heard and given rights to take decisions by their own. This nature will enable them to understand the real purpose and aim of service. This true understanding will direct them towards the right destination. Service user feedbacks, discussions and transfer of knowledge may be helpful for getting symmetrical relationship between service user and service providers.

4. RESEARCH METHOD

To gain or achieve better understanding and for a perspective discussion or debate on the barriers and drivers influencing refugee participation it is quite essential to focus or reflect upon the existing literature and research within this area. The Literature review method has been chosen as a research method in thesis to shed light on the existing Norwegian Literature. It provides the current knowledge by identifying the gaps in the available literature and can suggest best possible future directions required for the research. It was not possible to carry out empirical study, but this method finds realistic and appropriate to focus on the research question study through the available research within available time frame. There is little literature

evidence or previous research studies available on the barriers and drivers faced by the users during the Introduction program in Norway. Most of the research studies are available focused about Implementation challenges and Integration crisis and Policies after the successful completion of Introduction program in Norway. Literature review means reviewing on the existed or available literature relevant to the research question. It is quite essential to reflect upon the research studies available in the required field since they can provide solid foundation of knowledge to that topic.. Though the research question is Narrow, it was not easy enough to find the relevant research articles. Little literature available on the barriers and drivers faced by the users during the program and more studies are available after the program. It is acceptable that the research question is narrow, but the real intention is to fill the knowledge gaps.

In this review process, the sources are derived from scholarly academic journals and consist of articles, books, government reports, websites etc. The literature review gives an overview as a description, summary and evaluation of each source which later are analyses, interpret and critically evaluate the literature. They are said to be the secondary sources which do not summarizes the new or original works.

The approach for literature review method is developed in a step wise fashion or framework. It includes mainly five stages to get the literature review (Julia, Jacqueline & Vijayan Pillai, 2008). These stages are 1. Formulating the research primary question 2. Identifying the relevant studies 3. Selection of studies and Data preparation and Extraction (charting) 5. Collating and summarising.

4.1 Formulating research question

Formulating the research question is first step for conducting a literature review. It should be governed by a central and main question which represents background and research developments related to that specific question. The question should not be too broad or narrow but must be feasible and convenient. As already stated in the introduction the research question of the thesis is: What are the identified barriers and drivers of participation faced by the newly arrived refugees and immigrants in Introduction Program in Norway from the service user and service provider (case worker) perspective?

4.2 Identification of relevant literature

This is a core step in the framework as it lies between the main research question and data collection. Finding and searching the relevant data related to the primary or main research question is the difficult side. It is possible when the question is being opened in the form of broader terms, key concepts and related words or terms that could facilitate to gather the data which could provide an initial and basic information available from the current and past. Special words, key concepts, related terms, and subjects often makes the data collection or finding the relevant literature easy in the initial stages (Julia, Jacqueline & Vijayan Pillai, 2008). In my thesis, to find out the relevant literature the following key concepts were used such as refugees, immigrants, Activation, Immigration, Introduction programme, User involvement, User participation, Implementation, Integration measures and policies of Norway.

4.3 Study Selection and Data Preparation

For my thesis, I have consulted the Oslo Metropolitan University (Oslo Met) Librarians with the relevant and specialist field and their experience and knowledge were used for the refinement of key terms and concepts which could help to gather the relevant literature. We started searching the literature from the ORIA, The Cochrane Library, Article First, Google Scholar, JSTOR, ResearchGate. The databases and relevant journals as per the subject are selected. For example, we clicked “Faculty of social sciences” and then clicked subheading databases which are useful for social sciences and directed to a webpage oria.no. There were nearly 10 databases found for social work, child welfare and social policy, out of which Academic search Ultimate and Socindex are the two databases which were able to find the articles relevant to the research question. A table below describes what relevant words and key terms, and search modes are used and how many hits are identified relevant to them. To systemize the research, the search words are clubbed to identify the nearest hits. To find out the relevant literature, the key concepts such as refugees, Immigrants, participation, introduction program were used in the databases for preliminary search of the relevant research articles. The study consists of inclusion and exclusion criteria.

#	Query	Limiters/Expanders	Last Run Via	Results
S3	S1 AND S2	Search modes - Boolean/Phrase	Interface - EBSCOhost Research Databases Search Screen - Advanced Search Database - SocINDEX,Academic Search Ultimate	34
S2	refugee* Or immigrant*	Search modes - Boolean/Phrase	Interface - EBSCOhost Research Databases Search Screen - Advanced Search Database - SocINDEX,Academic Search Ultimate	214,079
S1	Introdukt* N3 program*	Search modes - Boolean/Phrase	Interface - EBSCOhost Research Databases Search Screen - Advanced Search Database - SocINDEX,Academic Search Ultimate	3,867

The search modes were Boolean/phrase. When we used first search words (S1) Introdukt*N3 and Program*nearly 3,867 hits were identified. In this search word (S1), we used N3 as a quote which is used in between introdukt and program for relevant phrase and adjacent words searching. These logics are used while searching the literatures in databases to get more and relevant hits. Again, Key terms of research question such as (S2) Refugee * or Immigrant* are used and received massive hits. Then, to systemize and narrow down the literature search both S1 and S2 are clubbed together and finally 34 hits were identified. These 34 hits were articles, reports, documents, reviews, and books.

4.4 Literature Inclusion and Exclusion Criteria

In my method section, an inclusion and exclusion criteria has been categorised for the proper selection that can optimize the validity of the research articles. These two criteria were used to achieve a standard and high-quality research work. A total of 34 studies were gathered and out of them 7 were selected due to their high relevancy. The research question is narrow focused because it concentrates and discuss about the introduction program only in Norway but not in other Scandinavian countries. The research question focuses on the barriers and drivers faced by the users during the introduction program but not after the completion of the program. In these 34 hits, few studies have discussed about the comparative analysis on the introduction program among the Scandinavian countries, but the research question is abided to Norway. Therefore, studies related to Introduction program in Scandinavian countries comes under exclusion criteria for this study. Much literature is available on the post program outcomes and measures. Therefore, out of 34 hits, there were only 7 which were sounded relevant to justify the research question. There is a possibility of getting more hits if the research question is broadly focused, but the main intention is to focus on the barriers and drivers that are occurring during the introduction program. Though these 7 studies may not be completely able

to justify the research question but is able to provide a little and concrete information which may encourage future studies to carry out research further in this field.

In my study, under inclusion criteria lies peer-reviewed journals and empirical research papers including Qualitative, Quantitative and Mixed methods as study designs. Books, dissertations and theoretical papers and essays were excluded. We have considered Reports from one Norwegian research institute (FAFO) and used as an inclusion criterion because these reports are highly relevant to the research question. Therefore, even though Reports are not considered in literature review, we have included them under special interest (Julia, Jacqueline & Vijayan Pillai, 2008). The population cohort in our study are Newly arrived Refugees and Immigrants who are settled in Norway. Under exclusion criteria lies all those who are native Norwegians and children born to Norwegian residents, EEA Residents and Asians.

4.5 Data Extraction & charting

A total of 34 hits were accessed completely as full texts and screened. How to screen the studies based on the research question or theme of the project is very important. while screening the studies it is highly important to screen them based on the inclusion criteria which was designed for the relevant subject. The screening of studies should be done by keeping the inclusion criteria into the mind. The studies which are selected for complete access and screening must be able to answer and justify the research question. It helps to screen more studies with less conflicts. Out of these full-text 34 studies, 7 were selected and data has been extracted in the form of charting with five main headings such as Study title, Year & Place, Author Name, Research Objective, Method and Findings. The charting is done to get a clear overview of the extracted data which help in scrutinising the results and findings (Julia, Jacqueline & Vijayan Pillai, 2008). The chart is placed in the appendix section.

4.6 Data Charting:

The data charting provides all the basic and necessary information required to understand a complete study or research. This overview through the charting provides an overview of the selected and included studies. Though there were many studies left behind for screening relevant to the project, few studies were included because the other articles were not found to be relevant considering our inclusion and exclusion criteria.

4.7 Literature review

In this literature review, articles were mainly selected due to their more relevancy towards the research question. The seven yielded studies are from different peer reviewed journals and Reports from one Norwegian research institute (FAFO). These studies are selected and has been screened completely are very much relevant and subjected to the research question.

4.8 Study Limitation

This thesis study is mainly focused on the barriers and drivers faced by the service users during the introductory program in Norway from service user and case worker perspective. Just like all other studies, my thesis study also has limitations. Due to narrow focused, it was tough to get sufficient supportive articles with high relevancy. Articles with Norwegian Language were more available and sometimes was not possible to translate the whole Report or Article and therefore granted limited access. Most of the articles available were focused more on post program challenges and measures. Less literature available on the challenges identified during the program by the service users. Literature studies on the Introduction program in Norway are quite little and rather much is available on Scandinavian countries. This literature gap drives the interest to select this research question. Although, it was quite difficult and challenging to work on the topic with less evidence and supportive knowledge, but intense support and interest motivated to work ahead.

5. ANALYSIS OF THE LITERATURE REVIEW

This chapter discusses and analyses the research articles about the Barriers and drivers faced by the users in terms of refugees and Immigrants while participating in Introduction program, both from the service user and the case workers perspective. I will examine and analyse the 7 identified articles and reports in terms of barriers and drivers for participation. Firstly, I present, analyse, and discuss each article separately. Secondly, I analyse the identified barriers and drivers for user participation in terms of the theoretical framework

1. Kavli and Djuve (2015)

Kavli and Djuve in their report “Ten years of experience” A knowledge status about the introductory programs and Norwegian language training for Immigrants” have examined and carried out to summarize and discuss about the existing knowledge available on introductory program. The objective of the research is to summarize and discuss on the existing knowledge available on the Introduction program with an idea of developing knowledge status and carried out Qualitative research Method.

It is true that participants from different nationalities are placed in the same group for language training which is conducted in various levels. Individual plan is not encouraged in smaller municipalities whereas bigger municipalities often follow them. It can be challenging for the users to participate due to their various backgrounds and conditions. Every user has his or her own background in terms of education and knowledge. Therefore, previous studies referred to in the report (Djuve, Kavli, Braanen sterri & Braten, 2017) findings suggest that “mapping participants based on their educational status” could help case workers to understand participants real needs and their competence levels. The recognition of individual (user) backgrounds may help in tailoring the individual plans and the content of the program for them. Individual plans that take into consideration each individual participant’s background could be considered as a driver of participation in the program. The barriers for user participation at Individual level were analysed and found that the lack of individual tailoring that leads to less motivation at the individual level often which prevents them from active participation from user perspective. The users must be guided and provided information which could help them to take decisive steps. They are new to administration and country; hence it may not be possible for them to know everything. Hence, they must be taught about the rules and regulations of the program, functioning, courses offered and their purposes, financial benefits, their rights, and entitlements. The individual plan is mostly carried out at smaller municipalities. The Lack of facilitation for participants with little or no previous education and who are poor in mother tongue is notable. Studies shown that it is challenging to decide that which program, whether language training or work practice should be offered to them. Based on previous studies, it is understandable that mapping the participants based on their literacy levels and tailoring an individual plan in collaboration with the available municipality measures, is difficult and non-

manageable (Djuve & Kavli, 2015) by their own. It may not be easy for them due to lack of knowledge and poor language skills from case worker perspective.

Municipality introduction program results often varies in terms of quality due to different composition of participants with different nationalities. Those who have been given preference to participate with the voluntary sector often gives good user participation results and encourages more. The challenges of implementation of the program can indirectly and passively affect the user participation and they can affect the content of the program. The case workers often try do collaborate with the participants but due to scarcity of the funding's or local package measures, it is difficult to manage in terms of tailoring the program to each participant wishes and needs. Therefore, often municipalities try to practise the time-consuming methods to run the programme smoothly. Time consuming methods means they often merge language training and work purpose trainings. It is again observed that caseworker with good communication skills, contacts and networks, professional educational background has more chances of implementing the programme systematically. The reason behind the variation in the results of the municipality programme implementation can be various. It depends upon the programme advisors, facilities available at municipalities, service user individual characteristics and government support. The working pattern in municipalities influence the content and measures in the program and might affect the results which simultaneously influence user participation too.

This report delivers two main findings which are important to the research question:

1. The individual plan drawn, and the content of the program must be based on service user or participant individual background and needs. A comprehensive mapping of service user background enables the participants to participate on better terms because it has been drawn as per skills and requirements. This step could be a driver for user participation from user perspective because it is designed by their own for themselves.
2. The lack of tailoring individual plan as per user needs and desires may lead to develop less motivation towards participation and could be barriers for active participation from case worker perspective.

2. Djuve, Kavli, Brannen and Beret (2017)

Djuve, Kavli, Brannen and Beret in their report “Introductory program and Norwegian Language Training. What works -for whom” published in 2017 at Oslo, has shed light on which kind of measures and type of organisation of the program and its working methods are effective in integration work. Qualitative method (User and panel survey) and Quantitative method (Analysis of data resources) were used. The study has carried out the surveys using different data sources and methodological steps. Through the registry data the study followed three cohorts of service-users (Participants) in the introduction programme who participated in Language Training, the programme and in employment and education. A total of four Qualitative user surveys were conducted in various six municipalities. The data collected was divided at two levels. One was the data collected at Municipal level by conducting web surveys and Interviews between the Teachers and Program Heads. The other data collected was at Individual Level which was taken from the administration registries. For example, NIR (National Introduction Register).

The most obvious finding is that user participation works especially for men than women. A need to introduce educational courses for adult immigrants to encourage formal competency. Language considered as a barrier from user perspective and driver from case worker perspective.

Language is the first and foremost thing which is felt as a difficulty or a problem by Newly arrived refugees or Immigrants in Norway. It is difficult for them to understand and communicate. They really don't understand what the teacher or case worker tries to communicate them. The Introduction program is carried out in Norwegian and its difficult for them to understand. Initially case workers users' symbols and signs to communicate with them. Language is felt as a barrier during the participation period from the user perspective.

Language is a barrier faced by refugees and Immigrants when they arrive to a new destination country and can lower the chances of employment opportunities in the labour market and difficult to communicate and socialize with the natives. The language (Norwegian) training is the primary component of the introduction program because it is the ladder to the door of opportunities in the Norwegian labour markets. Language is a barrier for users or participants initially because it may not give proper access to all the resources but after completion of program, they can find employment and jobs. It is sometimes proved as a driver to the users in terms of achieving higher educational qualification and skilled jobs when completed successfully. Language is considered as a barrier from user perspective and driver from case-

worker perspective. It is claimed that host country language is useful for Immigrants because it helps in adjusting in the labour market easily (Chiswick&Miller, 2014). To evaluate the language training, it requires multiple variables to find out the degree of relevancy. For example, the number of hours granted and to whom. The language training is completely free for refugees in Norway (Djuve, 2017). These variables are useful to access the quality of language training, but the results are often differed and varied because they depend upon the participants individual educational background and knowledge skills. Participants with good knowledgeable skills can learn the language quite fast then the others and these individual characteristics differ among the participants. It has been stated that a little proportion of refugees and Immigrants with little or no education often pass low -level language tests on arriving due to lack of competency (Djuve, 2017). During the introduction programme it is necessary for a case worker to really understand the participant's skills and guide them as per their capability and competency level within program structure limits. The quality of the language training and the individual characteristics are equally important for a systematic program Functioning. If the service user or participant communicates with case worker directly, the chances and possibility of user participation may increase and the opposite. Both are equally important because if they are balanced equally there is a possibility of achieving good results in terms of higher participation rate by service users. Many Authors argued that little focus is given on program content and quality of participation rather more attention is given for the completion of programme (Djuve, Kavli, Braanen sterri & Braten, 2017).

According to Case workers, both the language training and vocational education are equally important for service users. These parallel trainings can provide diverse options in terms of employment and the possibility of skilled work chances may rise. The language and vocational education are less linked due to lack of cooperation and more physical distance between the secondary schools or colleges and municipalities. This differentiation may intimidate and demotivate them from active user participation in the program. This report findings suggest that there is a need to develop vocational educational courses for adult immigrants to develop formal competency which could benefit improving in terms of education which can be utilized for skilled jobs.

Report 2.1 Gender as both a driver and barrier for participation

In the review of report 2 shows a unique finding. It has been mentioned that Men participants are more in numbers than Women in terms of participation and are showing good results in terms of achieving job opportunities and integrating quickly. Similarly, young user participants demonstrate good results compared to older participants. Woman refugees have less opportunities due to personal responsibilities for example taking care of the children and managing household. It is worth to notice here that gender is playing a role of barrier for women and driver for men in participating the program because women are left behind due to family responsibilities and circumstances. Even though, they might be more qualified than men, situations make them to step back from active participation. It has been noticed that they participate in the program restrictedly due to their own reasons (Family, health, pregnancy & children). The literature available about gender participation in the introduction program is little and scarce, further need of studies and knowledge are required.

This report has identified some unique findings (barrier and driver of participation) in terms of research question:

1. The poor language training quality and unidentified user competence could be considered as a barrier for active user participation in the introduction program.
2. Gender can be a driver for men and barrier for women in terms of active participation in the program. Gender has a quite dual and controversial role in the participation.
3. Language is considered as a barrier from user perspective and driver from case worker perspective during the program.

3. Hagelund and Kavli (2009)

Hagelund & Kavli in their article “If work is out of sight. Activation and citizenship for new refugees” described the tension between the aims of employments and economic self-sufficiency and social inclusion and participation in a wider sense. Qualitative method was used. They conducted surveys among the case workers and program managers from sample Norwegian municipalities. In-depth interviews and focus groups were conducted. The research

article concludes that the labour market-oriented goals for Norwegian introductory scheme for refugees and Immigrants are being interpreted and Implemented where they face challenges in labour market.

The introductory scheme must map the potential candidates who are in real need of work employment. Refugees with little or no education, long time sickness and health problems and large caring household or family responsibilities are the personal situations which often draw them less interested towards program and participation. These personal circumstances can also be considered as identified barriers for user participation in the program from the case worker perspective. These situations may pull them back from active or full participation. Larger households and parental or family responsibilities raises the financial demands and resources which motivate them towards employment options and deviates from active participation in the program. The possibility of identifying such vulnerable users from the program at the initial stages can minimise the risk of user participation to certain extent (Hagelund & Kavli, 2009). Finding a suitable job opportunity based on their user profile and integrate them by fulfilling their personal needs is the first and foremost challenge for the activation perspective. Learning the local language and adapting the new culture and system is a qualifying measure by its own which not only open doors for employment but provide access for higher studies or University studies. Refugees who have children must have language skills because being parents they must have the knowledge about the outside society for the upbringing of children.

This article has identified finding (barriers of participation) which could justify our research question:

1. Refugees with little or no education, long time sickness and health problems and large caring household or family responsibilities shows less interest or no interest towards participation due to their personal challenges and these situations make them dependent or rely on social welfare benefits. The Participants background are the identified as barriers from the case worker perspective which could prevent from active participation.

4. Trude and Bjerck (2018)

Trude & Bjerck carried out a report “Guidance in the introductory program. A qualitative study in five municipalities “in 2018 at Oslo. This report has carried out a Qualitative research study on five selected municipalities in Norway. The municipalities that were chosen for the study

were Asker, Rælingen, Volda, Trondheim and Stange. The qualitative research study was Interviews and Observations. This overall objective of the project report is to identify the measures or steps taken by the five municipalities in Norway to increase the numbers in user participation. In other words, what kind of steps taken to improve the refugee participation in the introduction program. They primarily focused on the background of the program by evaluating the content and quality of delivery to the service users. This was the main reason for selecting up this report because barriers and drivers can be identified when the real background of the program can be evaluated from the bottom. Hence, the background check for the introduction program is the primary step that can find key answers to all questions.

This report identified ten main factors which briefly explains the working pattern of introduction program in the welfare system. These ten factors are as follows:

1. Developing trust between the service user (Participants) and service provider (caseworkers).
2. Individual mapping of the participants via follows up method.
3. Differential guidance based on Individual capability and background.
4. Job trainings for promoting early labour markets entry.
5. Service user involvement and accountability are considered.
6. Guidance about multicultural values.
7. Program composing with mixture of courses for building up competency skills.
8. Caring and helping each other in the program between the service providers.
9. Service providers with interest of discovering flexible and new solutions.
10. Support and guidance within and outside the public sectors.

These factors were identified and observed while evaluating the program from the roots. These factors shows that how the introduction works or runs in a municipality. The objectives of the program being carried out practically to help the vulnerable group who are new to the Norwegian society.

This report illustrates that an individual mapping and follow-up can is easy to guide the participants. The mapping and close follow up should be used to identify user needs and wishes. The participants are the ones who are going to carry out the plans within their programmes. Hence if mapping is prepared by discussing or taking them into consideration, user involvement may become more easily attainable for participants and task may become eased

for service-providers vice-versa. These municipalities have shared their experiences while preparing individual plans for participants. The municipalities identified that when the individual plan for service user is drawn in the form of illustrations, signs & symbols, and images instead of texts, makes it easier for participants to understand the plan and help them to contribute more to design it. It finally concludes that drawing or preparing individual plan must include the users. By approaching the individual plan in such a way, there is a possibility of promoting the user participation in the introduction program. It is identified as a driver or a tool for user participation from the case worker perspective. It has been observed that these five municipalities have active and potential contacts with the labour markets and work collaboratively with them. The service providers influence users towards labour market functions via practical conversations and guidance in the program. This is advantageous for service users for finding an employment. In this way, the case providers in these municipalities through their guidance motivates them more towards labour market programs rather than education. This guidance may not be able to find the skills and competency in the participants which can be shined if taken to right path. The introduction program must be carried out broadly by including all possibilities which can drive them in to right direction. The service provider must have the ability to identify the user and their needs via follow up and guidance method through the program. Based on their individual backgrounds and personal needs, case worker must have an ability to judge, about the kind of resources required by the participant. Whether a service user needs educational resources, labour market resources or else voluntary sector resources. In this way, there is a possibility of moulding public sector services as per user needs and promoting easy labour market integration.

Through this report we find three points that are relevant to the research question.

1. Individual mapping of participants through follows up method encourages user Involvement.
2. Preparing Individual plans in collaboration with service users and participants and using symbols and Images instead of texts, gains more service user interest and promotes user participation. This is an identified Driver of user participation from the case worker perspective.
3. Case providers guidance and practical conversations influence them more towards labour market integration than education to make them financially independent. It

promotes integration but not improve participation. Therefore, unidirectional guidance can be barrier of user participation from user perspective and may not be able to justify the users and organizations.

5. Fernandes, A. G. (2015)

Fernandes in her article “(Dis)empowering new immigrants and refugees through their participation in introduction programs in Sweden, Denmark and Norway” mainly examines whether and how the two different ideologies (Liberal and Radical) on empowerment are embedded in introduction program in Scandinavian countries. To analyse these programs in detailed, an empowerment perspective was initiated. The two types of empowering ideologies are Liberal and Radical. The radical empowering ideologies focus on changing the individual and system both, where the Liberal empowering ideology focus only on changing the individual. Qualitative research method Including Textual Analysis of policy documents related to introduction program was carried out. The study findings finally demonstrate that introduction program in Scandinavian countries is placing more responsibilities on the refugees and new immigrants. This highly supports the liberal empowerment ideology which demonstrates the individual responsibility, active participation, and self-management.

These Individual plans must be tailored in cooperation with the program supervisors (service-providers) who are responsible for guiding with necessary information. This can improve the participation levels and user will be involved whole heartedly. Radical empowerment ideologies were failed because they conclude that the introduction programs are more precise and responsible towards refugees and Immigrants as it is a well-defined system and ignored the structural obstacles present in the society (Leonardsen, 2007). The Liberal ideology was not able to address the barriers from a structural perspective towards participation. In contrast, Radical empowerment ideology is encouraged and addresses that social problems faced by the users in the society. Fernandes argues that the structure, design, and framework of the programme do not promote empowerment and real user participation. However, a liberal understanding of empowerment and user involvement is possible. This is mainly because radical empowerment encourages a focus on changing structural barriers which the programme does not. Liberal empowerment is about changing the individual which the programme does. This ideology was not compatible with the objective of the programs. They must be noticed

and solved as they can reduce the attention of active participation in the program and integration in the society. It is easy for the state to say that the refugees and immigrants are responsible for their own integration, but they may need assistance. The study findings finally demonstrate that introduction program in Scandinavian countries is placing more responsibilities on the refugees and new immigrants.

This article has focused on the ideologies and highly supports the liberal empowerment ideology which demonstrates that individual responsibility is a key component for an active participation in the program. The self-management skills must be possessed by the participant because these participants who took part in the introduction program are quite young and active who are quite able enough to manage by their own. One of my main points in this article is that the design and structure of the program do not allow for radical user involvement, but rather promotes a liberal understanding of user involvement.

Though the article does not straightforwardly justify to our research question but through ideologies clarifies that service user must be independent, responsible, and self-manageable at tasks and situations. These qualities provoke enthusiasm and motivation in them to participate.

6. Hagelund (2005)

Hagelund in her article “Why it is bad to be kind. Educating refugees to life in the welfare state: A case study from Norway” which was published in the social policy and Administration (Vol 39, No 6, 2005) has focused on the compulsory two- year Introduction programme implementation measures to address the problems. They investigated on term integration, its real definition and the kind of policies which are taken by the government to promote it. What could be the reasons for integration crisis even after the successful implementation of activation or introduction programs. The author in this article has focused on the integration crisis, background of the program and the problems related to it. The paper states that introduction program carried out for newly arrived refugees has two important components i.e., financial, and educational which is clearly visible, but the third component which is less acknowledged is “Mental component”. This component boosts a kind of attitude to work and welfare. The service users are given pressure to participate in the program which has become compulsory from 2004. Though the reason behind compulsory participation is to make their life easy in terms of living in the new society. But, though the system, administration, language, and

climate are completely new to them, they feel difficult to proceed. They are allotted with the personal contacts or service providers (case workers) who provides guidance and complete follow up, but they still lack motivation and encouragement to participate. The main motive of out thesis is also to trace out the real challenges that are faced by such service users during the program. what made them feel difficult or challenged?

In this article, Hagelund states that the meaning of Integration and its real reason has been changing over the time. The aim of integration is to avoid enforced assimilation and stimulate active participation by the immigrants. It involves social inclusion and acceptancy of cultural diversities. In Norwegian welfare state, institutions are organised to perform the integration process. Both the home office and directorate of immigration and various local municipalities, take it as a task and carry out the entire Integration process.

Hagelund while having the interviews with the caseworkers found out that the service users depend highly on the case workers for everything. The caseworkers thinks that the service users or the participants are young people who capable of doing the things by their own. They have a sense of capability arranging for themselves. Therefore, from case worker prospective the help and the guidance must be provided with the limitations but not over the border. Too much of help may feel them dependent more. Limited help with complete guidance is worth, as per case worker perspective. Too much of help and kindness is a threat for the effective program results. Therefore, the title of the article is “why it is bad to be kind?” The debates on the introduction programs are often less heard. The government says that the introduction benefit is provide when the participation is fulfilled.

This article has identified a finding which could be a barrier for participation from case worker perspective during the introduction program.

1. The program has two know components i.e “financial” and “educational” respectively. The third component less acknowledged is “Mental” component. The mental component is the pressure or the stress which is faced by the participation due to compulsory participation in the program. This is acknowledged little and less discussed or debated. The real reason is that it is not advantageous to service provider and service user but rather is an unnecessary factor which is being ignored. This Mental component may influence the user thinking and can develops distrust and disinterest towards

program and case worker. It could be considered as one of the barriers from the user perspective during the participation.

7. Djuve and Kavli (2014)

Djuve and Kavli in their article is “Facilitating user involvement in Activation programme: When carers and clerks meet Pawns and Queens” which was published in the Fafo report, Oslo. The report has analysed the user influence in the activation programme. The main motive is to identify the key challenges between the user and case workers in difficult situations during the introduction program. In this article, to build a framework of analysis and for easy understanding the users are classified two types such as Pawns and Queens. The case workers are classified in two types such as care-oriented carers and rule-oriented carers. The study has conducted 126 qualitative interviews with users and case workers in the programme and analysed. User involvement is a core element in the introduction programme. The aim of the study is to analyse the user involvement by taking responses from the service providers during the challenging situations. Authors in this article states that treating each case is different and must be decided based on the user capability. The proper time and resources are important factors to get a better quality of introduction program. It is not the responsibility of case providers to carry out the program with the target of achieving good results. The Pawns must turn into Queens to achieve a real user influence in the program. Though, it is not possible all the time, balance between the service users and service providers must be rolled on to take the program smoothly. The interaction process between the service users and service providers must be a smooth process.

In other words, the service users must act as active “Queen” rather than passive “Pawn”. This type of process is seen when the individual plans are drawn for the service users by involving them as an important component along with service providers. Those who take active part in developing the plan act as “Queen” and maps the Individual plan by their own decisions and choices. The service users when acts as Pawns in the process of Tailoring Individual plans are not the decision makers and rather are dependent on the service providers. Both the carers and

clerks feel difficult when the users act like “Pawn”. At this situation, clerks (rule-oriented carers) take decisions on behalf of them. They act as a friend but maintains a professional relationship and engage in the discussions. On the other hand, Carers (care-oriented carers) take the user involvement as a serious subject and they carry out the process in a well-defined manner to reach the long-term goals such as education, employment, and social inclusion in the society. They even work beyond their limitations to fulfil the service user requirements.

It is quite challenging for the case providers to balance between the user involvement within policy regulations. When the carers (care-oriented carers) have discussions with Passive service users “Pawn” it is common to postpone the work and decisions until the user express it strongly. On the other hand, “clerks” takes decisions on behalf of “Pawns” by overcoming the service user wishes. All these above said examples explain the failed implementation challenges of user involvement. Hagelund (2005) states that service providers being so kind and helpful becomes “bad” in terms of Integration. She further noticed that the “kindness” is taken as “clientification”. The Norwegian Integration policy was the result of this critique and believes that it has been opened for newcomers in Norwegian society (Djuve, Kavli, Braanen sterri & Braten, 2017).

When Pawn like service users and disagreeing, Queens participates in the program it is challenging for the carers and clerks and will result in medium range results of programmes. The idea of delaying or postponing the decisions may be time consuming process but may generate good results in long run. Taking decisions on behalf of users may influence them, make them more dependents. Though it makes rapid progression in the programme but there are chances of low-quality results. Mapping the users while tailoring the individual plan can make the planner efficient and generates good results in terms of employment and education.

Through this report we find two points that are relevant to the research question

1. Users who are active Queens work actively with case workers in developing Individual plan promotes user Involvement and user participation. Participants with such individual characteristics can be considered as drivers for active user participation from case worker perspective. Passive users (Prawns) who are unable to take decisions by their own due to lack of personal abilities and rather depend on case workers. Such passive users are felt tough to motivate and train by case workers. User with such dependency nature is barrier for participation by case worker perspective.

2. Case workers who are “Carers” care-oriented workers who educate the participants to reach the long-term goals such as Education, social inclusion and skilled employments that could be time consuming but encourages the real user participation and generates good results. Case workers with such professional characteristics can be considered as drivers for active participation from the user perspective. Rule oriented case workers takes decision on behalf of users and make them dependent. Though it is fast and time saving but may not be able to achieve user involvement. This is considered as a barrier of participation from user perspective.

6. ANALYSIS

In this chapter, I discuss the reports and articles in light of the theoretical framework presented earlier. The theoretical concepts are Arnstein’s ladders of citizen participation, user involvement and user participation are being discussed in conjunction with the selected articles and reports.

6.1 User Participation barriers and drivers explained in comparison with the theory of Arnstein’s ladder of Citizen Participation

The first and second levels in Arnstein’s theory for ladder of citizen participation which are titled as (1) Manipulation and (2) Therapy explains that service users are not involved in planning and conducting the programs which is prevented by the powerholders (caseworkers) and rather focus much on treating them just as participants. They are less informed and invited while developing the Individual plans and conducting programs. The citizens have no power in these levels and participate passively.

Kavli and Djuve (2015) has identified two barriers of user participation during the program which are explained in comparison with the first and second levels of Arnstein’s theory of Participation. The report states that lack of mapping the service users or participants based on their educational background and personal characteristics could make it difficult for the case workers to provide individual tailoring of the programme. It is the responsibility of the case workers to design the program and map them as per their backgrounds. These individual plans

prepared must map the user educational background and personal characteristics to achieve individual adjusted programmes. This lack of mapping service users based on their personal and qualification characteristics can raise the possibility of developing an ineffective individual plan. This ineffective individual plan may not be able to promote user participation at a successive level. The lack of tailoring an individual plan may leads to the possibility of less motivation at the user level which prevents from active participation. This could be considered as a barrier for user participation from caseworker perspective.

Trude and Bjerk (2018) has identified two drivers of user participation which are explained in comparison with the first and second of Arnstein's theory of citizen Participation. The report states that Individual mapping and follow up method is easy to provide training. This mapping helps in identifying the service user needs. There is a possibility of user involvement when users are mapped as per their backgrounds and needs. This Individual mapping of service users and follow up method encourages user Involvement and could be considered as a driver for user participation. The Individual plans prepared in the form of symbols, signs, and illustrations instead of texts attracts user attention because of easy understanding. This type of Individual plan has good chances of increasing user participation and could be considered as a driver of participation from the case worker perspective.

The next levels of Arnstein's ladder of participation are (3) Informing and (4) consultation that explains that user should have a voice and must be heard. But again, their views are less focused because they are powerless in terms of unemployment and limited access to resources and are rather financially dependent (Arnstein, 1969). When unheard or less prioritized, there is a possibility of ineffective plan and poor outcomes. An effective individual plan can be developed when users are heard and provided an opportunity to explain their needs, desires, and suggestions. This is advantageous in preparing a flexible and supportive individual plan which can be advantageous for both users and caseworkers. This raises the possibility of user participation and a successful completion of the program.

Djuve, Kavli, Erika and Beret (2017) has identified that Unidentified user competence could be considered as a barrier of user participation. There is possibility of non-recognising the user competency and skills when are unheard and less considered. This may develop asymmetrical relationship between the user and caseworker. This rigidity may not be able to escalate user participation and could be considered as a "Barrier" of user participation from user perspective.

Trude and Bjerck (2018) has identified that case workers often are much focused on the program completion rather on the content and quality. They influence users more towards the employment rather than education. This unidirectional guidance could be considered as a barrier of user participation. One of the reasons could be that users are not heard by the case workers and therefore they are unable to identify the actual needs of users based on their competency levels and this can be interpreted that users are neither informed nor consulted in what they can. The unidentified and unheard user competence and desires leads to the unidirectional guidance by the case workers can be considered as barrier for user participation during the program.

Djuve and Kavli (2014) has identified that caseworkers with professional characteristics who are care-oriented often direct the users towards the long-term goals such as Education, social inclusion, and skilled employments. Even though these long-term goals are time consuming but promotes user participation and are considered as driver of participation from user perspective.

The Arnstein's fifth level of participation is (5) Placation which means that program supervisors do not allow the users to utilise their rights and take the decisions. These user experiences are given little importance and they are not provided with the opportunity to take their self-decisions or use their basic rights while participating in the introduction program. Since they are aware of their own situations and personal abilities while coping up with the program structure, they must be given open and flexible options for participation which can motivate them more and pressure less. It has been observed that the participants who start with the basic education, primary or lower secondary school during the training period, interested more to participate. But it is not possible for all the applicants or the participants in the programme because many of them apart from the schooling and training programmes are worried about the financial issues due to family and children. Henceforth it has been observed that there is mixed combinations of beliefs and opinions between the participants who takes the programme (Djuve, Kavli, Braanen sterri & Braten, 2017).

Hagelund and Kavli (2009) has identified that Refugees with little and no education, larger households and family responsibilities shows less interest towards the participation in program due to personal and financial challenges. Users with such backgrounds are considered as barrier of user participation from case worker perspective. Their personal and financial challenges

direct them more towards the work-training options than education during the program. They must be given right to take the decisions to overcome their own challenges.

The next level in the ladder of participation is citizen-power which raises the chances of decision-making and (6) Partnership that could facilitates to confer and employ in contracts with the program supervisors. The top-most level in the ladder is (7) Delegated Power and (8) Citizen control which explains that users can receive and has access to the utilize their decision-making rights. Users owe power and can take decisions. Although many follow the close-up relationships during the program period which makes users to build up social networks by getting more contacts and easy access to the teachers which help them to know little knowledge about their rights and the service which in turn becomes advantageous for them to take appropriate decisions for themselves.

Djuve and Kavli (2014) has identified that Users (Queens) who actively works in collaboration with the case workers to develop the Individual plan encourages user Involvement and promotes User participation. Active users with such individual behaviors and activities are considered as drivers of user participation during the program from case worker perspective.

Fernandes (2015) mentioned in her article that the design and structure of the program promotes a liberal understanding of user involvement. Arnstein (1969) states that service citizen or service user self -decision or decision making is required for democracy and empowerment. The active service user must be self- responsible, must be able to take independent decisions, self-manageable at handling tasks and situations and be able to manage self and should participate actively to become an active individual independent.

6.2 User participation

The user participation has two type of discourses. The first one is democratic oriented discourse in which users are tied to all fundamental rights and duties whereas the consumer-oriented discourses users often obtain rights to consume the services of the society. Service users work in collaboration with the case workers to develop an Individual plan which can be flexible and advantageous for the users to participate more actively. This type of user participation is

consumer-oriented discourse because they work with case workers for tailoring Individual plan which may help them to obtain basic qualification and Language training to consume services in terms of Employment, vocational training, and Education. They use their rights to develop an Individual plan which can provide opportunities and can consume services.

The author Lars Uggerhoj (2014) has discussed about the challenges of the welfare services by focusing more on citizen participation, user involvement and social Inclusion. He states that participation and marginalisation are identical concepts who are seen on both ends of the same line. Participation is often called as social inclusion or user involvement. Financial challenges, economic burden and personal responsibilities and lack of resources may affect the user participation and may lead to marginalization from the user perspective. These personal challenges deviate them from active participation in the program. The author Matthies states that Margination and participation are twin concepts and are contraindicated to each other. Participation can be promoted or raised when the marginalization can be prevented and therefore it is important to understand that which factors affects or promotes.

In the literature review, Hagelund and Kavli (2009) has identified that Refugees with little or no education, chronic sickness, larger households, and Family responsibilities shows less interest towards the participation in the introduction program and make them dependent on the welfare benefits. This is identified as a barrier of user participation in the program.

Service users must have voice and must be heard to overcome the difficulties during active participation (Greener, 2007). It must be heard by the caseworkers or relevant service providers to support and carry forward to the relevant authority for a better outcome. Case workers with pedagogical and professional backgrounds are care oriented in terms of understanding them and their real needs and desires. Djuve and Kavli (2014) has identified that Care oriented Case workers with good professional characteristics often try to educate the users to reach the long-term goals in terms skilled employment and education despite time consuming. Case workers with such professional abilities are drivers for user participation in the program. They often try to obtain the real user involvement for fulfilling the goals.

6.3 User Involvement

User involvement is an important concept which provides fundamental values to the user in terms of democracy, citizenship, human rights, and freedom of speech. User involvement

provides an opportunity to the user to utilize their own rights and freedom of speech to express or reveal their interests, wishes and desires which could be beneficial to the user and democracy. Their views and interests can drive towards the positive implementations and new policies. The user involvement at individual level has the right of decision making regarding their welfare services. They must be given choice to select by their own and take independent decisions based on their needs and requirements. User involvement occurred via professional relationship direct them to reach their aim and goals.

Kavli and Djuve (2015) has identified that lack of mapping individuals based on their educational and personal background could be a barrier for user participation and this unidentified user competence can be difficult for case workers to tailor an Individual plan for them. Hence, users must be involved while preparing an Individual plan because they know their competency levels better than case worker. By doing so, it encourages the real user involvement and promotes user participation. This encourages a healthy and symmetrical relationship between users and case worker.

The authors Cowden and Singh (2007) argues that User involvement is a central core concept for public welfare services which states that “Users know the best”. Users are the service consumers and know the best possible way to consume or utilize them. They must be heard and have voices for achieving a best possible user involvement. When ignored there is a possibility of developing distrust and asymmetrical relationship between user and service provider which could be a stress factor or mental component for user.

Hagelund (2005) has identified that the introduction has two main components such as financial and educational components. But there is a third component which is less known and is known as “Mental component”. This component is felt or suffered by user in terms of mental pressure and stress since the program participation is obligatory. This compulsory participation is stressful for them because users are often less heard and unable to take decisions by their own and due to lack of knowledge about their rights and system which make them completely depend on the case workers. This dependency does not provide opportunity to take part in the program in a flexible way and drives them towards passive participation. This mental component could be considered as barrier for user participation from user perspective.

Trude and Bjerck (2018) has identified that Individual mapping and follow up method is advantageous to know their needs and desires. Users take part while preparing plans for their programmes and are prioritized. This way User involvement is more possible. Their opinions and views are heard for preparing an individual plan. It is been observed that plan prepared in the form of symbols and signs instead of texts make it easier for them to participate and contribute to design it better. This type of user activity promotes user involvement and is identified as driver for participation from case-worker perspective.

Djuve and Kavli (2014) has identified that users (Active queens) who are very active and enthusiastic work with case workers and tailor the individual plans by their own choices and decisions. They are decision makers while preparing their individual plan for the program. This type of process promotes user participation and involvement. Another type of users (Passive Pawns) who are not able to decide or choose what suits best to them while preparing an Individual plan and depend on the case workers.

7. SUMMARY & CONCLUDING DISCUSSION

To conclude this study with the identified findings and analysis, I would like to like to remind the research question again. The research question is

What are the identified barriers and drivers of participation faced by the newly arrived refugees and immigrants in Introduction Program in Norway from the service user and case worker perspective?

The aim of this thesis is to identify the barriers and drivers faced by the newly arrived refugees and Immigrants while participating in the Introduction program in Norway and to draw the conclusions, the findings of the thesis study have been summarized. The concluding discussions based on the study findings are discussed consequently.

The individual plan drawn, or schedule must be based on service user or participant individual background and actual needs which can provide case workers with a better understanding of the real competence of the users. Individual plan of the programme might enable participants to participate with complete interest because it has been drawn as per skills and requirements.

This step could be a driver for user participation from user perspective because it is designed by their own for themselves. Lack of mapping the Individuals based on their educational background and personal characteristics feel them less motivated at individual level. It could direct them to take long time for program completion which could be mental pressure, time consuming and financial hardship to the user and organisation. User from different destinations with various backgrounds must be screened and mapped to understand their skills and competency. This unidentified user competency can be difficult for case workers to provide training and obtain user involvement. and encouraged. This can be considered as barrier of participation from case worker perspective.

Language and gender are two aspects which plays a dual role. They act as barriers and drivers from different perspectives. Language is felt as barrier of participation from user perspective and driver for participation from case worker perspective. The Norwegian language training of the primary component in the introduction program because it gives an access to the local labour markets for employment. Though it is not easy to learn a foreign or a new country language and rather sufficient training and time is required to learn the language. It is taken as barrier from user perspective because it does not help in finding jobs until taken sufficient and proper training and is a time-consuming method. But when considering about long term goals it is proven advantageous by accomplishing skilled employment and higher education opportunities. Hence language is seen or taken as a driver for user participation from case worker perspective. Gender is considered as barrier for user participation for women due to their household responsibilities. It pulls them back due to other important tasks. It has been observed that women are more qualified than men statistically but steps back due to personal circumstances such as Family, child, and pregnancy. Men participated more in numbers than women and gender is driver of participation for them.

Users with little or less education, larger household responsibilities and chronic sickness are often less motivated or shown less interest towards participation in the program. Users with such personal situations are taken or seen as barriers of user participation from case worker perspective. The possibility of identifying such vulnerable users from the program at the initial stages can minimise the risk of user participation to certain extent (Hagelund & Kavli, 2009).

Individual mapping of the users and close follow up is advantageous for the case workers to understand their needs and competency levels. This could help case workers to provide training to them in easy terms which may increase the possibility of user involvement. When the

individual plan is drawn in the form of illustrations, signs, and symbols instead of texts, makes much easier for users to understand the plan and becomes flexible for them to participate enthusiastically. This is identified as a driver of user participation from case worker perspective. It has been observed that case workers concentrate more towards the completion of the program by influencing them towards employment options and less interest towards education opportunities. This promotes Integration but may not encourage user participation. This Unidirectional guidance is barrier for user participation from user perspective.

It is known that introduction program delivers two components, and they are financial and educational respectively. Mental component is an unknown and little debated. This mental component is a mental stress and pressure which is felt by the users due to obligatory participation in the program. This compulsory participation develops mental component and develops distrust and asymmetrical relationship between user and case worker which may not possibly obtain user involvement. This mental component is considered as a barrier of participation from user perspective.

Active users (Queens) often take the decisions by their own and works actively involved with case workers for developing the individual plans. This passionate nature of user is considered as a driver of participation from case worker perspective. The passive users (Prawns) are unable to take decisions and depends on the case workers for developing individual plans. Users with such dependency nature are considered as barriers of participation from case worker perspective. Care oriented Case workers motivates users to reach long term goals such as skilled employments and vocational or higher education aspects which could be time consuming. But they focus more on the content and quality of the program than completion. Case workers with such professional abilities are considered as drivers of participation from user perspective. Case workers who are rule oriented takes decisions on behalf of users and make them more dependents. This is time saving process but may not be able to obtain real user involvement. It could be a barrier of participation from user perspective.

There is a great need to reduce knowledge gaps observed about the user participation in the introduction program. Therefore, more research studies should be encouraged. Debates and discussions must be carried out at political and administration levels to broadly understand the lags in the program process and the necessary gaps can be fulfilled. The collaboration between the program supervisors and users must be strengthened to make the program more successful. They are the ones who participates in the program, experience, and pass-through various levels

of participation in terms of language training and work qualification programs. They travel thoroughly through the entire process of the program and can explain the positive and negative aspects of the program. Their views and opinion should be considered for designing the program which could elevate the levels of participation and help in the reaching the goals in terms of employment and integration. The attention on the program content and language training quality and participation quality should be raised and prioritised. It can make the process and program run smoothly. The motivation to reach the goal is a success factor which must be directed by the program supervisors to them to keep them motivated throughout the process. The responsible municipalities must hire the teachers with professional pedagogical skills and migration educational qualifications to develop and raise the program standards and attracts the participants by motivating them towards the training sessions which can increase the participation levels. The knowledge of education and schooling should be prioritized, encouraged, and given much importance to improve the literacy levels of the participants. The knowledge between the implementation process and results are uncertain. The broader options including the teaching sessions and job placement opportunities must be encouraged more to users as they give good and quick results. The users who are in serious need of job opportunities because of financial challenges must be mapped initially and should be allotted to the work qualification programs to fulfil their needs. Language is primary but job requirement is important too for overcoming the economic challenges. Therefore, mapping an individual before allotting in the introduction schemes can be flexible for users and beneficial for the organisation. It is advantageous dually.

Most of the available literature describes about the process of implementing the program at various municipalities, variation in the performance results due to the available resources and different participants and Integration process. The qualitative and quantitative studies conducted surveys, focus groups and Interview processes at organisation and individual level. The much attention is given on the role of municipalities and program structure whereas exhibited little exposure about the users and their involvement in the program. Poor user participation can result in the failure of the integration policy. Therefore, user participation studies must be encouraged more before reformulating or redesigning the program and broadening the laws and regulations. If we are successful in tracing such problems, then it's easy to find solutions to them. Unless it is not worth changing and reformulating the integration or implementation policies again and again.

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9. APPENDIX

The table below gives a short and precise overview of the 7 selected articles in the form of chart in support of thesis study.

Title	Year Place	Author	Research objective	Research method	Findings
1. "Ten years of experience" A knowledge status about introductory programs and Norwegian language training for immigrants	2015 Norway	Anne B. Djuve Hanne C. Kavli	To summarize and discuss on the existing knowledge available on the introduction program. FAFO reviewed on the available literature with an idea of developing knowledge status	Qualitative research method.	The study findings reveal that there is a huge central knowledge gaps in the introduction scheme. The lack of full day offers and weak worker orientation generating poor results in program implementation method. Lack of mapping the participants and poor motivation from municipalities results in low participation and poor integration.
2. Introductory Program and Norwegian Language Training	2017 Norway	Anne B. Djuve Hanne C. Kavli Brannen Sterri Beret Brathen	The ambition of the study is to shed light on which kind of instruments, what kind of organisation and which working methods are effective in integration work	Qualitative method (User/panel survey) Quantitative method (Analysis of data resources)	The most obvious finding is that user participation works especially for men. Documented Norwegian skills helps in transition to work for them. Variations noted in the results of municipalities performances. The study suggests a design with fair performance based financial system to balance the local and state financial burden which is a management tool for improving the integration field. A need to introduce educational courses for adult immigrants to encourage formal competency.
3. If work is out of sight. Activation and citizenship for new refugees.	2009, Oslo, Norway	Kavli (FAFO), Anniken Hagelund (UiO)	The research article explains about the nature of tension present between the employment and financial independent (citizenship) discourse and participation and social inclusion(activation) discourse from the case workers perspective by evaluating the Norwegian Introduction programme which is	Qualitative methods. Surveys among the case workers and program managers from sample Norwegian municipalities. In-depth interviews and focus groups.	The first "activation perspective" which holds control on introduction scheme and provide positive effects to participants by insisting more on job opportunities. Secondly, the "citizenship perspective" which handles labour market challenges by widening the policy formulations to promote social inclusion.

			an implementation tool or measure.		
4. Veiledning i introduksjonprogramme (en kvalitativ studie i fem kommuner	02/2018, Oslo, Norway	Trude Hella Eide & Mari Bjerck	This overall objective of the project report is to identify the measures or steps taken by the five municipalities in Norway to increase the numbers in user participation. In other words, what kind of steps taken to improve the refugee participation in the introduction program.	Qualitative research method	This report justifies to the research question because they focused on the content and quality in the guidance of participants throughout the introduction programme by individual mapping and follow-up. The Individual plan which facilitates user's flexibility and interest towards the program and used as a tool for case workers signifies as a "barrier" for education or "driver" for labour market participation though this project report.
5.(Dis)empowering new immigrants and refugees through their participation in introduction programs in Sweden, Denmark, and Norway.	2015, Oslo, Norway	Ariana Guilherme Fernandes	The research article mainly examines whether and how the two different ideologies (Liberal and Radical) on empowerment are embedded in introduction program in the Scandinavian.	Qualitative research method Textual Analysis of policy documents related to introduction program	The study findings finally demonstrate that introduction program in Scandinavian countries are placing more responsibilities on the refugees and new immigrants. This highly supports the liberal empowerment ideology which demonstrates the individual responsibility, active participation, and self-management.
6. Why it is bad to be kind. Educating refugees to life in the welfare state: A case study from Norway.	social policy and Administration (Vol 39, No 6, 2005)	Anniken Hagelund	the article has focused on the compulsory two-year Introduction programme implementation measures to address the problems. They investigated on term integration, its real definition and the kind of policies which are taken by the government to promote it. What could be the reasons for integration crisis even after the successful implementation of activation or		The paper states that introduction program carried out for newly arrived refugees has two important components i.e., financial and educational which is clearly visible, but the third component which is less acknowledged is "Mental component". This component boosts a kind of attitude to work and welfare.

			introduction programs?		
7. Facilitating user involvement in Activation programme: When carers and clerks meet Pawns and Queens.	Fafo report 2014	Djuve & Kavli	The main objective of the article is to analyse the user influence in the activation programme. The main motive is to identify the key challenges between the user and case workers in difficult situations	Qualitative interview method	In this article, to build a framework of analysis and for easy understanding the users are classified two types such as Pawns and Queens. The case workers are classified in two types such as care-oriented carers and rule-oriented cares. The study has conducted 126 qualitative interviews with users and case workers in the programme and analysed it. Therefore, this article can answer and justify the research question to certain extent

