The role and attitudes of stakeholders in the DI process – or

How scepticism changed into support

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Outline of presentation

- Brief summary of history and ideology
- The political process:
  - What triggered the full transition to community care,
  - what were the role and attitudes of stakeholders,
  - what were the drivers of change
  - Changing role of drivers of change in the early 1990s
- A sustainable community care model
  - Changing role of drivers of change after the 1990s

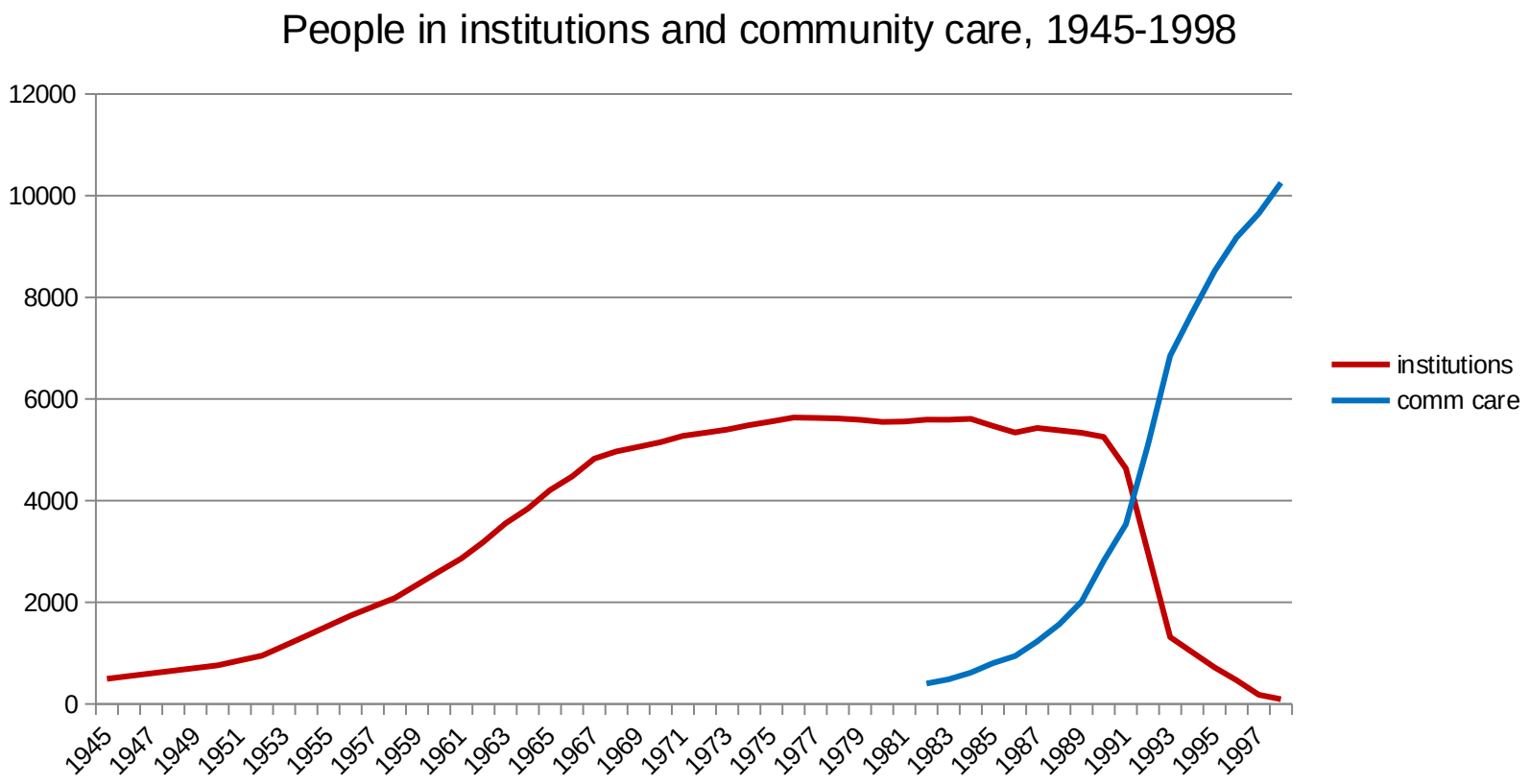
Summary I: Images of community care

- 1950s and 60s
  - A minor supplement to institutions
  - Ideology played no role
- 1970s and 80s
  - Community care the preferred alternative
  - Institutions the only realistic alternative for people with extensive service needs
  - Children should grow up at home
- 1990 and beyond
  - Institutions are unwanted and unnecessary
  - Community care the only option, level of services can be adapted to all levels of needs

Summary II: Main arguments

- The welfare state – equality arguments
  - Unacceptable living conditions
  - Segregation implies stigmatisation
  - Segregation is a barrier to participation
- The psycho-social arguments
  - Under-stimulation is a barrier to learning
  - Institutions are intellectually disabling
  - Institutions hamper personal development (institution harm) – client role invades identity
- The practical arguments:
  - Typical services should be adapted to more diversity

Summary III: The rise and fall of institutions in Norway, 1945-1998



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Summary IV: Outcomes/experiences

- More people have services
- Family: from opposition to support
- Much improved housing conditions
- More self-determination/ choice in everyday matters
- Community presence and neighbourhood reactions
- The revolution that disappeared (occupation, social networks, leisure …)
  - The loneliness issue
- Few failures

Politics I: Initializing the process

- Scandals (Jim Mansell)
  - Yes, scandals initiated a public investigation (1982)
  - No, scandals were nothing new
- Scandals met a more fertile ground than earlier
  - Fitting in with general trends
    - Transfer to local government
    - Normalisation/desegregation: special services in a more normal setting
    - Long stay institutions had lost support
  - The parents' society
  - International comparison: Lagging behind Sweden

Politics II: The top-down process

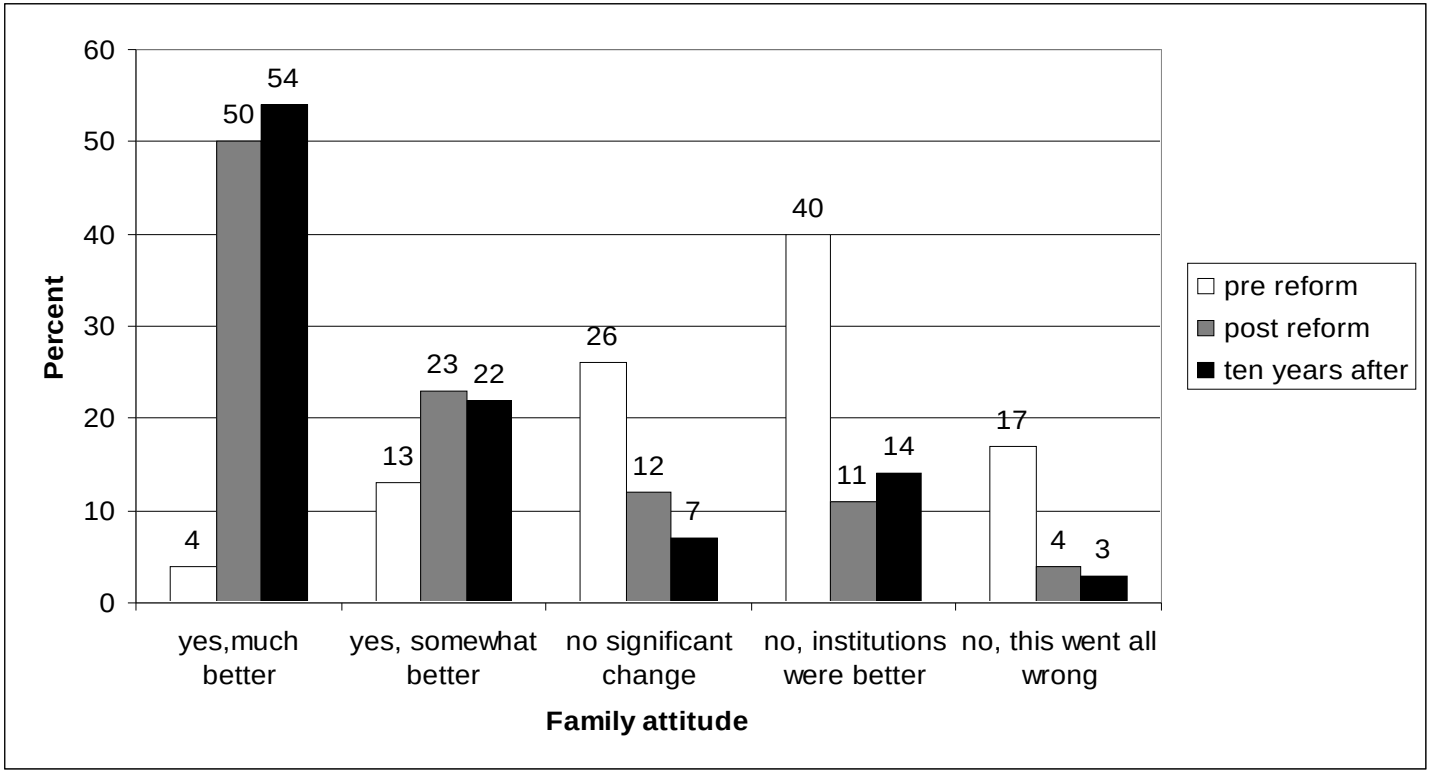
- A national state-run process
  - Full DI enacted by parliament 1988
  - Involvement of parents society (activists)
  - Reformists in the Department of Social Affairs
- Little or no involvement of
  - The future service provider (local government)
  - Professionals and staff
  - Parents in general (activist/mass difference)
- The enactment was unexpected
  - Criticized for being an experiment

Politics III: Cooperation in the DI process

- Professionals:
  - Taking a new role: From scepticism to watchdogs
  - Making normalisation the new professional guideline
    - Behaviourism lost support
  - Safety net for staff: the labour legislation
- Common parents:
  - The impact of experience: Things turned out to be better
    - Distrust in local government changed
    - Worries did not come true
- Media:
  - Criticisms that made government safeguard the process
    - The local – national difference
- Local government:
  - From “this is not our task” to “citizens we have overlooked”

Family attitudes

Source. Lundeby and Tøssebro 2006



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Politics IV: Actions to change attitudes?

- Not much really:
  - Ideology, seminars and education (colleges)
    - Normalisation and integration (desegregation)
    - A welfare state for all – acceptable living conditions
  - Earmarked funding
- Experiences:
  - Much improved housing conditions
  - Few failures
  - Disproved worries
    - Not really integration, but acceptance – becoming a visible and natural part of the local community
    - Local government took the task seriously

Longer term outcomes – a sustainable model?

- Housing:
  - Diverging trends
    - Larger group homes
    - More people with services
- Employment
  - Diverging trends
    - Innovations
    - More without daytime activity, moving away from normalisation
- Other life domains
  - Status quo (slightly more family contact)

Briefly on employment

- Based on a general system
- Three levels of support:
  - Support with the aim of a job in the open market (3%)
    - Supported employment, wage subsidises, trying out jobs, access support, transport, etc.
  - Sheltered employment (35%) – sheltered job in typical workplace (3%)
  - Social service activity centres (48%)
- The system is rather comprehensive, but
  - People with ID is too often referred to activity centres
  - Challenge 1: 40% of activity centre users qualify for sheltered employment
  - Challenge ii: Increasing number without occupation

Changing drivers of change

	initially	implementation	after
National gov.	+	+	0
Local gov.	0	+	0
Parents/activists	+	+	?
Profs./staff	-	+	0
Benchmarking	+	?	-
Media	0	?	0

Lessons

- Little to be afraid of (if adequately planned and implemented)
- Several important actors changed from scepticism to support, and sceptics safeguarded the early implementation
- Safeguarding future development
  - Norway left too much to local government without much regulations (only soft guidelines) and little national monitoring/incentives
  - The anchoring at local political level was insufficient
  - Rules and regulations of community care is needed for groups that in themselves have a weak voice
  - Empower (local) drivers of change