



## C.1 Evaluation System

Case study Stockholm  
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## Introduction

The project “FAB: Fast Track Action Boost” aims at improving the provision of services related to labour market integration for refugees and third-country nationals with a special focus on women. To this end, it initiates the cooperation of six European cities or regions: the cities of Milan, Berlin, Stockholm, Vienna and Madrid and the Republic of Serbia.

Each city or region has developed specific approaches and instruments in order to deal with the challenge to integrate third-country nationals into the labour market. Through FAB, good practice is to be spread across cities, region and countries: Each city or region (with exception of Madrid) will adopt an approach from another city or region. The city or region of origin will provide advice with regard to the adaptation and implementation of the approach. The experiences made during this transfer will be disseminated in order to help other entities in developing innovative approaches for labour market integration. Stockholm transferred the project Neighbourhood Moms (NMs; Stadtteilmütter) from Berlin-Neukölln.

The objectives of the project as defined in the description of the action are

- Improve integration of the refugee, asylum seekers and beneficiaries of international protection populations in the target contexts, through mainstreaming of relevant and tested policies, measures and practices (**Service Delivery**)
- Improve the capacities and knowledge of key actors at the city-level to plan, implement and mainstream the measures, service delivery mechanisms and practices most relevant and effective as responses to the specific challenges emerging in the different contexts (**Capacity Building**)
- Develop innovative European models of policy approaches, practices, methods, and guidelines flowing from project results on fast track mechanisms for refugee integration and on women integration in the labour markets (**Dissemination and Learning**).

As part of the evaluation process, SÖSTRA GmbH will carry out five case studies in order to find out to what extent the objectives have been reached. Because of the quite different dimensions of these objectives, the case studies focus on one specific objective, without ignoring the other. The case study in Stockholm put its focus on capacity building.

The case study consists of following parts:

- Demographic and political situation in Stockholm
- Steps taken to implement pilot services
- Assessment of results achieved and possible next steps

In Stockholm, five interviews were conducted:

- Project management
- Steering committee (group interview)
- Councillor
- Coordinator

- Neighbourhood Moms (short group interview)

## 1 Demographic and political situation in Stockholm

Altogether, about 2 million people live in Stockholm's metropolitan area. In the municipality there are about 975.000 people and its' outskirts (Great Stockholm). Almost one third of Stockholm's residents are of an immigrant or non-Swedish background.

In March 2017 there were 5.707 asylum seekers in the city, 1 688 of the asylum seekers were female. The majority of the asylum seekers comes from Syria, Afghanistan and Iraq.

In 2017, the City received 2.858 new arrivals, people who have received their permits and are assigned to the city after living in one of the Migration Board's accommodation or arrived as quota refugees. Those who are assigned to the city were supported by

- accommodation
- Initial social support through the social service unit for new arrivals.
- Swedish for immigrants, SFI, and social orientation
- establishment actions by labor offices
- school and preschool for children

The City of Stockholm also received around **3.000** persons who have arranged their own accommodation and received a residence permit. These persons were also entitled to established measures through the Public Employment Service, Swedish for immigrants, SFI, social orientation and the opportunity for children to attend pre-school and school.

The municipality of Stockholm is subdivided into 14 city districts. The project Neighbourhood Moms (Stadsdelsmammor) could originally be established in seven, currently five city districts. These districts are located in the southern and western part of Stockholm, because there the number of poor people from third countries is quite high.

The districts are no legal entities or juristic persons if their own, but committees of the municipality itself. The districts are responsible for (among other) primary school, social and cultural services. Due to this the districts are quite free in their decision making process, so service delivery of NM highly depends on cooperation between the city's labour market administration as the project manager and city districts as project-realizing institutions.

## 2. Implementing Neighbourhood Moms

### 2.1 Choosing Neighbourhood Moms as the pilote to be implemented

It was clear from the beginning, that Stockholm wants to transfer Neighbourhood Moms from Berlin. Because the labour market's administration manager went to Berlin and was impressed by the Stadtteilmutter-approach in Berlin. Thus, the main question was *how* to implement NM in Stockholm properly, not *if*.

At the same time, Stockholm participated in the application process of FAB. Stockholm already had started with the project when it was clear that the FAB project can be realized (approved application).

*“So, FAB was the opportunity to explore more how the method is functioning in Germany, in Berlin. Cause we already started and set up the structure.”* (Project management)

The structure was set in autumn 2017, while FAB started in January 2018, so it was possible to gain more information. Exploring more was necessary to develop and define the method. All the project management knew until FAB started was a newspaper article and an explanation from a Stockholm’s administration staff member (who currently isn’t employed there) who visited Berlin’s Stadtteilmütter for an hour. Therefore, the projects’ main objectives or its framework was clear, but still there were many questions to answer in order to implement NM in Stockholm “correctly”.

*“We did know a little bit.”* (Project management)

After getting more information, two major differences between Stockholm and Berlin were stated:

- While in Berlin focus is put on children, in Stockholm women are the main target group. This shift is mainly because NM in Stockholm is administered by the labour market unit, so the objective is to give the women jobs in the regular labour market or studies.
- While in Berlin NMs work voluntarily, in Stockholm the NMs are hired by the city districts. In Stockholm there is a program called Stockholmsjob, in which people can work in an additional labour market besides the regular labour market (“not an ordinary work”). This program was created to give people a chance to integrate better while not replacing existing jobs. This Stockholmsjob can be used in the FAB context because the hired women are far away from the labour market.<sup>1</sup> The Stockholm job is limited to one year. After that, some districts have other temporarily limited job offers, so some NMs can work on this basis a little bit longer.

*“I think it is part of the method, that it is a temporarily work. Because otherwise they would be a community worker. And that’s not our aim.”* (Project management)

Furthermore, the training in Berlin is more structured (10 clearly defined topics) than in Stockholm.

## 2.2 Process of learning about the project

There were several steps taken to gain all the information needed. First, there was a study visit in Berlin, representatives from six city districts interested in NM were invited (five came) in order to gain some information on Stadtteilmütter in Neukölln. The FAB project gave the opportunity to

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<sup>1</sup> This was affirmed by several sources, such as the monitoring and interviews with project management, a councillor and Neighbourhood Moms

involve more people “and it’s a good incentive to be involved in this project”. This aspect was affirmed by district managers.

*“I think, at the beginning it was hard to understand, what they are doing, what’s in it for me.”  
(district administration manager)*

After the first study visit the project management had to figure out what elements they wanted to transfer and what parts can be tailored/changed to fit better into Stockholm’s needs. These issues were discussed with other partners involved. The district managers stressed that all districts had a common main goal – integration of people who are far away from labour market – but the project management coordinated the project and defined the project more in detail. Not only interaction between coordination and districts were given, but interactions between the districts themselves. This was very useful in order to find a common idea of what the project should look like in Stockholm.

After that, the first Local Empowerment Workshop (LEW) took place in March 2019. Managers and councilors of the city districts and NMs were invited (all city districts attended the meeting). This was also very useful, because a) it was possible to get more detailed information and b) discuss some things with everyone involved.<sup>2</sup>

The third step was another LEW. Project management and two councilors from districts (who haven’t been involved until then) attended the LEW. The LEW’s aim was different compared to the first because the method and structure in Berlin was now completely clear. Thus, it was necessary to gain really detailed information.

*“And we thought, we cannot get that, if we don’t see the Stadtteilmütter in their context”  
(project management).*

A meeting with Goldnetz, the Berlin partner doing jobboost, had been a useful part of the LEW 2 to. In this context, training of trainers, establishing a curriculum, talking about competencies etc. have been discussed. Otherwise, for Stockholm it would have been very complicated to establish this completely on their own.

Seeing things in real life was assessed as really important.<sup>3</sup> Otherwise there would have been many chances to misinterpret things, e.g. by reading other concepts from Berlin and then interpret it the “Stockholm way”. And, by inviting two councilors who were not involved so much by then, knowledge could be spread. Still, after the first LEW Stockholm already implemented some structures because of misunderstanding the Berlin approach. For example, after the first study visit Stockholm’s project management thought that the NMs’ coordinator was a NM herself before becoming a NM and they implemented it this way. In reality, the Berlin coordinator is a professional social worker. Nevertheless, the Stockholm coordinator has a social worker’s background.

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<sup>2</sup> Project management stated that NMs were proud to see that they are part of a bigger structure.

<sup>3</sup> For example, NMs in Berlin explained they sometimes use objects or other things in the meetings with mothers. Seeing them and getting to know how they are used was very useful (“enlightening”).

Assessing the process, project management explained that all steps were useful and necessary to get a deepened knowledge on service delivery in Berlin and to make a substantial decision which parts to be transferred and which parts to change a little bit. So, they couldn't highlight a specific approach to be especially useful.

*“The three steps made us find our way.”*

Nevertheless, “free elements” (open discussion) were pointed out as very good. All key actors on every level needed were involved in the project. This was a success factor, especially when it comes to the managerial level in the city districts and the councilors. Involvement of city districts is especially important because they are really free in their decision whether to implement NM or not – and if yes how. For them, mutual learning was very useful, too:

*“We didn't know much about this before. So, probably most of our work is inspired from Berlin.”  
(district manager)*

Also from Berlin, all important actors were part of the process, so as a result all information needed to implement the project could be provided.

Another very important (and good) thing is that the FAB budget is quite flexible and can be adjusted to the city's needs. Otherwise it would have been necessary to stick to certain activities, even if some activities aren't very useful. For example, the LEW2-purpose was shifted a little bit.

Other cooperation parts within the FAB project like Training of Trainers and Mentoring visits haven't been realized yet. It seemed not really clear how these parts could improve the current project, so Stockholm's project management has to define clearly named objectives and identify partners who can help them to reach those.

Even if the steps taken have been assessed as well structured and important, involving all necessary partners/persons is not guaranteed. So the councilor explained, that he didn't attend neither a study visit nor a LEW and was in addition surprised by his boss with this new task.

*“When they (NMs) come here two years ago, I came from holiday and had an email and they say >>We are going to hire Stadtteilmutter. Two at the beginning. And we think it would be good if you are the supervisor.<< What is Stadtteilmutter? I don't know.” (Interview councilor)*

Nevertheless, after this start the councilor got all the information needed from his supervisor. Though he was councilor for 1,5 years before he attended a first meeting in Berlin.

### **2.3 Current situation of service delivery – structure**

Seven out of fourteen city districts started with NMs. In these seven districts the need for NM was identified. Currently, five districts realize the project. One district dropped out because the method hadn't been established back then and the NMs' language level was too low to do the job or follow the training courses. Another district ended the work with NM due to organizational problems.





The councillors' network meet three times in a semester, the NMs' network is on a monthly basis. It has to be mentioned that the structure had been developed on the road, meaning that it was and still is open for adjustments.

Due to the highly independent city districts it was necessary to get a common understanding of the project's goals (and how to achieve them) and the roles of every single partner involved. So the project management can set some boundaries, provide the method and training and coordinate the networks.

Given the districts' freedom, there are already differences between the districts. For example, the NM are employed in different units. This can have the effect of different key aspects in counselling, e.g. when in one city district a NM is hired by the social service unit dealing more with questions of healthcare, while in another district the NM is hired by the preschool unit dealing more with questions of childcare, kindergarten and so on.

As far as the interview partners mentioned the structure, they were all very happy with it.

## 2.4 Current situation of service delivery – implementation

City districts hire NMs. In the beginning there were no clear idea of criterias of whom to hire. Therefore it was necessary to come to a common understanding who can be a NM. Now it is set that it must be women with a migrant background, being far from labour market (long-term social benefit) and a sufficient language level in Swedish. According to the district managers, especially the low language level is a problem when it comes to find the right people for the job. Furthermore the NMs must want to be educated, plus now they have a one month internship to find out whether working as a NM works or not.

Mostly, NMs are recruited via the jobcenters, partly they were counselled women before. For the NMs interviewed, their experience as newly arrived women who hadn't any help was an important motivational factor to make the job. When the NMs help other women, they feel very good for themselves.

Due to the fact that NMs often have been far away from the labour market, councilors are responsible not only to plan and structure the NMs work together with them but to ease their integration in a "labour environment", e.g. by including NMs in work meetings, showing them what is important in a (Swedish working) culture etc. Furthermore, he is the main contact person for NMs in the administration units.

*"I'm like the rock her. If there is some problem, they come to me and I say >>we gonna fix this.<<  
(interview councilor)*

These can be time consuming tasks since councilors work often full time and the NMs project is an additional task for them.<sup>5</sup>

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<sup>5</sup> Like it was the case with the interview partner

Due to the fact that the NMs salary is often paid by the jobcenters, the budget in the first employment period obviously is not a big problem for the district administrations. In at least one district, NMs are paid not by jobcenter any longer (because they already paid for two years), but from another source for one more year (landsstyrelsen, regional authority).

To get a common framework, several quality aspects mainly with the councilors were discussed in workshops in order to define the roles and tasks<sup>6</sup> of all partners involved. As a result, the project management developed a concept in which the role of all partners involved are listed. Nevertheless, the results of these workshops had to be flexible enough due to different situations in the districts. In addition, not only tasks were defined, but also the borders of their own activities. For example, it is determined that NMs don't visit families at home or may attend activities with a political or religious agenda (because they work in an official function).

#### **2.4.1 Training**

Project coordination, district managers and NMs highlighted the importance of the training. This is a key factor for the project's success.

Training content was developed with the steering committee and the NMs especially, because they get direct feedback from counselled families and can identify questions/topics to be answered. The now developed training (fourth round) seems to be fine, taking into account the very positive estimation by the NMs themselves.

Training courses take 80 hours. It depends on the NMs personal situation how training courses are organized – from half a day per week till two days per week. Project management coordinates the training. Experts in different fields of relevant topics (e.g. health care system, public employment services, family violence, democracy and equality) are invited to talk about their field of expertise, providing NMs with the information needed. Asked, whether any training element was more important than others, there was an overall assessment that all elements are equally important.

First training courses are organized in a more discussion-friendly way. This is because NMs shall gain trust and self-confidence. Later on, topics which perhaps are harder to accept are on the agenda. That was part of a development of training courses.

Besides training in a narrow sense, other components such as museum visits take place, too.

Training is organized by the project management. Councilors and city districts' managers are not involved in the training, they only get the program and information about it. For both parts, the NMs project is only one (small) task among many others. Managers of an administration unit explained that they are responsible for round about sixty employees, out of which two are NMs.

To provide training for all NMs in all districts is a crucial task of the project management. Even if one city district estimated that the everyday work of the project could be done alone (i.d. without coordination), training has to be provided in a coordinated way.

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<sup>6</sup> For example, what support do the NMs need, how much time the councilors need to put aside.

Feedback on training's quality is very positive, no matter who was interviewed.

#### **2.4.2 Counselling women and families**

The NMs work already during their training. Counselling people without having gone through all training elements wasn't a problem at all for the women, all NMs explained. Besides family counselling, sending women or families to other institutions is a key aspect of the NMs work. While in Berlin NMs visit families at home, in Stockholm the NMs go to different places in their city district and in addition have office hours to counsel women.

It is hard to give causal explanations on the NMs' works impact. But what you can tell because of the statistics is that support in social services (e.g. filling in papers) is a main topic for counselled families. How to avoid that social services take away the children is another often mentioned topic, mainly based on (false) rumors.

In contrast to this statistical evidence, the NMs explained that two topics are most important for the women counselled: equality issues and household an honor violence.<sup>7</sup> In these cases, the NM can give them addresses and contacts of organizations dealing with these issues or accompany them to specific institutions. Cooperating with other social services seem to be no problem, since NMs are employed in an official function.

For district managers, especially the same cultural background is a plus of the NMs project. Due to this, they can reach out to target groups which were hard to reach before. Plus, since the NMs are not professional social workers, their attitude is sometimes different and uncommon, but often helpful when it comes to motivate other people.

### **2.5 Outcome and impact**

Statistics show a constant increase of counselled mothers and families. The manager of one city district unit explained that 20 more children enrolled in preschool than normal. Another example was that social or cultural offers like language training, computer courses or dancing classes are now easily filled with newly arrived women. This is an important contribution to make them more active and to support the integration process.

To gain trust and get correct information to counselled families is one of the main positive results (project management).

Because work as NM is temporary, next steps of labour market integration have to be in mind from the very beginning. This is or at least can be a problem, since the NMs see themselves in their role and it is quite hard to think about the project's end. This estimation from project management was clearly confirmed by the NMs. They explained that they want to be NM as long as possible because this work gives them strength, self-confidence and a good knowledge on many questions about Sweden (society, legal system, rules to follow). In one case, a traumatized NM told that without this work she couldn't have dealt with her experiences. Nevertheless, if

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<sup>7</sup> For at least one NM, empowering women is very important.

there is an end all NMs interviewed explained that they want to find another job or see another concrete way for the future. For some NMs this is a big step because working as a NM is their first work experience.

Nevertheless, on a managerial level, no matter if on city or city district level, integration into the regular labour market is a key goal of the project. Thus, because of new skills and more self-confidence, chances to get a regular job are much better than before (and some NM have already entered the regular labour market).

Besides that, there is interest in the political arena concerning NM, meaning that politicians go visit NMs in a district or talk about the approach in parliament.

Eventually, the NM project sometimes is a good “gate opener” for other reasons, when specific target groups shall be reached.

*“Some of the other projects or units, they come to us and say >>Okay, we need to reach out some information to women. Can you please tell the Stadsdelsmammor to give this information? I think this happens all the time.” (project management)*

This assessment was the same by the interviewed councilor, too. According to him, NMs are so important,

*“because they look and find. Lonely ladies with small children. (...) They meet many many. And in different places. Even in the evening, when they don’t work, where they live, they can see and they can start to talk. (...) That’s why it’s good for (name of city district).”*

This gate opening function happens all the time, one district manager said, too. Though, this seems to be different between the districts. In some districts NMs are part of the unit’s team, meaning that they attend team meetings and so on; in other districts they work more separated because they are located in a specific building.

For social workers, NMs can take the burden to take over the more practical aspects such as filling in forms. But even in mor complicated cases, NMs can support social workers. For example, the councilor (who is a social worker) explained that a women and her child who had to leave her husband, was helped by the NMs in many aspects. This is a great relief and success.

One obstacle in service delivery is time, especially for the councilors. Tough they come to network meetings, this is an often discussed work condition. The interviewed councilor stated that supporting NMs is just one more task beside all the other task he has. No other task was reduced when supporting the NMs started.

### **3. (Possible) next steps**

Above all, all interview partners agreed that the project is really helpful – with a good structure, implementation process and outcome. Nevertheless, some critical aspects were mentioned.

Because of a difficult budgetary situation in the districts it is quite unsure whether NM can proceed as they did until now, so there is a danger that districts can cut all costs which are not bound by law. Therefore, answering the question, whether the districts really want to have the

NM project, is crucial. If they don't say that they want the project, the labour market department maybe could pull out the budget for the coordinator now planned for the next budget. Project management estimated that districts couldn't realize the project completely on their own.

According to the district managers, the financial situation is not that important. Organizational questions are of bigger importance, e.g. there must be councilors who are willing (and able) to support NMs. Another question of organization is, when and by whom the next training can be provided – which can be a budgetary question as well.

That is why several options have to be tested:

Project management wants to get access to the top managerial level in the city districts and convince them that NM is a really good project to get in contact with different target groups. This step will take place in 2020.

To convince them, storytelling is a key factor to reach out to target groups which hadn't been reached yet.

In Stockholm there is another program called Stockholms Mentor. There can be language or skill mentoring. An idea is to link mentors and NMs as mentees together to ease the NMs integration in Sweden even more.

One idea (from a district manager) is to widen the scope and make a project for Neighbourhood Dads, too. Because in Berlin focus is put on children and parents-children-relationship, it is more or less restricted to women, because they in real life do almost all of the child caring. Since in Stockholm focus is put more on labour market issues, there isn't such a big gender specificity.

If no budget is available, NMs could be implemented on a voluntary basis. If this is the case, NGOs should be in charge. City districts don't do voluntary work. Since one project manager is responsible for collaboration issues with NGOs, this could be an idea. But, in the coordinator's opinion, you have to keep in mind that this change would be hard to explain, because this could be assessed as unjust.