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## Social Integration

Are Voluntary Sector Organisation Public Partnerships (VSOPP) influencing municipalities' labour market administrations' views on integration?

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# Abstract

Sweden has experienced increased migration and especially since 2015 in the number of asylum seekers. This has put pressure on the public sector's activities in regards to socio-cultural incorporation of newly arrived residents. While public sector commonly works with system and civic integration, non-profit sector works with social integration. By doing a case study on Stockholm's and Malmö's municipalities, this thesis investigates how Voluntary Sector Organisation Public Partnerships (VSOPP) have influenced their labour market administrations' views on integration. VSOPPs are partnerships between public and non-profit sector, where this thesis focuses on those related to labour market integration of newly arrived adults. By using content analysis, interviews, and indicators for social integration, the thesis looks at the municipalities' commissions for social sustainability, budgets, and VSOPP agreements. These show that the VSOPPs at both administrations have influenced the administrations' views on integration, mainly by increasing social integration through inclusion of established residents in their integration activities. Stockholm already worked with social integration before the VSOPPs, but their approach to integration has been further influenced by these partnerships. Malmö's approach to VSOPPs does not include integration, however, the VSOPPs have been prolonged due to their positive outcomes, indicating an implicit influence.

*Key words:* Voluntary Sector Organisation Public Partnership (VSOPP), social integration, socio-cultural incorporation, labour market integration, Swedish municipalities

*Words:* 19975

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# 1 Introduction

People have migrated through all times. During the last centuries, migration has been motivated by economy and labour markets, but increasingly the forced migration has become a significant share of international migration. Castles & Miller, already in the beginning of the 21<sup>st</sup> century, argued that migration must be seen as a dynamic social process, as something fluid where people today are not as geographically fixed as previously (Castles & Miller 2003:31). This has however been difficult due to the competing notion of the nation-state as a fixed unit based on homogeneity, countering the idea of heterogeneity that comes with mixed compositions of people within societies that are under constant change.

The percentage of foreign residents in Sweden has changed considerably during the last 30 years, climbing from 5 per cent in 1975 (Castles & Miller 2003:73) to 5.5 per cent in 1999 (Ibid:81) to 16 per cent by the end of 2016 (Migrationsinfo 2016a). During the late 1990s, Sweden, just as the rest of Western Europe, experienced a rise in asylum seekers (Castles & Miller 2003:82), but nothing like the situation that has been since 2015, much due to the war in Syria (Migrationsinfo 2016b). Sweden, which for long has been considered a welcoming country, introduced border controls in 2015 to hinder people from entering the country without valid documents of identification. While the central government discussed ways of tackling the increased pressure on the Migration Agency and other state agencies involved in the introduction for newly arrived, non-profit organisations offered their help in the reception. At the spike in 2015, 41 percent of all civil society activities working with social inclusion were directed towards asylum seekers and newly arrived residents (SCB 2016a) and the same year the nomination “Årets svensk” (“Swede of the year”), that usually goes to a person, went to “The volunteer” (Fokus 2015).

The border controls in Skåne drastically decreased the number of asylum seekers, but challenges still remain regarding the introduction to society of those who seek asylum and those who have received residence permits. The main goal for Swedish integration politics is “equal rights, obligations, and opportunities for all, regardless of ethnic or cultural background” (Regeringskansliet 2016). This does not differ much from other goals which means that the integration politics are combined with other actions that include all residents and/or citizens. However, measures are taken to facilitate newly arrived people’s entry to society where responsibilities are divided between different state institutions. For example, the Public Employment Service is responsible for an introduction plan that aims at fulltime occupation – whether it is studies or work – and the municipalities’ obligations, among others, are to provide Swedish language training and social orientation classes. The central government identifies work as the key factor in

integration where an employment leads to economic self-sufficiency as well as social networks (Ibid).

While the relationship between residents and the state is much based on obligations, rights, and societal structures, the civil society has for long provided social spaces where other aspects are taken into account. Previous research on integration shows that system integration, meaning integration into state systems, needs to be complemented with social integration, meaning participation in social relationships, for the overall integration to improve (Archer 1996:679-80 – Kinnvall & Nesbitt-Larking 2011:189-90).

Castells argues that civil society is the space where citizens come together and channel their thoughts on the institutions and society structures, and that the relationship between the state and the civil society is one of the cornerstones of a democracy (Castells 2008:78). However, as the global arena has changed character, and the role of the nation-state has changed in relation to other non-state actors, also non-profit organisations have taken on a different role. While it has been of channelling people's voice, they also have become providers of certain welfare traits.

The Swedish non-profit sector has a good relationship with the public sector, compared to many other countries (Lundström 2002a:224). Looking back in Swedish history, non-profit organisations have played an important part in the formation of today's society, simultaneously as the welfare state has developed during the 20th century. For example, home care services used to be an activity provided by volunteers, but through cooperation and financial aid from municipalities, these services became increasingly institutionalised and ultimately the public sector took over (Lundström 2002b:122-3). However in the beginning of the 1990s, 40 percent of non-profit organisations said they had been offered to take over public sector work (Lundström 2002a:217), indicating the intertwined relationship the government and the non-profit sector have experienced and still do.

During the past ten years in Sweden, different agreements between the non-profit sector and the public sector have been taken. An example is "The Agreement" from 2008, which was made between the government, non-profit organisations, and municipalities and local governments, within the area of social welfare (Regeringen Skr. 2008/09:207). This agreement was followed by a new one in 2010, this time within the area of integration (Regeringen IJ2009/2235/UF, 2010). Both agreements were taken to improve the status of non-profit organisations and acknowledge their role as providers of welfare interventions (Reuter 2012:219, 227 – SKL 2015a).

Also in 2010, The National Forum for Voluntary Organizations (shortly called Forum) introduced "Idéburet Offentligt Partnerskap" (IOP), which in English translates to, by Forum, "Voluntary Sector Organisation Public Partnerships" (VSOPP). It is a partnership between a state actor and a non-profit organisation, initiated by the non-profit actor, where the parties together aim at tackling a societal challenge. Since the partnership is based on more equal terms between the

actors than previous ones, as well as being more long-term, their effects have a chance to reach different outcomes than other types of collaborations (Forum nd.).

## 1.1 Purpose and Research Question

The relationship between public- and non-profit sectors is widely researched, for example Salamon, already 1987, on *Government-Nonprofit Relations* (Salamon 1987). In Sweden, the Agreement has been compared to Anglo-Saxon versions of so called *government-voluntary sector compacts* (Reuter 2012) and also studies on VSOPP agreements are on the rising. Previous research has, for example, looked at how VSOPPs affect the non-profit organisation's democratic value (Smedberg 2016), and positive results have been presented in VSOPP evaluations (Aflaki 2017). However, no studies in Sweden have been done on VSOPPs in regards to labour market and social integration.

A change has occurred in the usage of integration as well as in strategies in regards to the increase in asylum seekers. Responsibilities of the public sector are in line with what is called system and civic integration, whilst the non-profit sector works more with social integration. In line with theory, a mixture of these is preferable, however, the public sector has this far not emphasised social integration as much as the other two. To cooperate with non-profit organisations through VSOPP agreements within social integration could be seen as an indication of how they acknowledge the importance of social integration, and thereby this would also indicate a change in their view on integration.

The labour market is a key factor within Swedish integration politics, and several VSOPPs within integration exist in municipalities that target the labour market entry point for newly arrived residents. Larger Swedish cities have been central in the integration question and both Stockholm and Malmö have experienced an increase in migration, much related to the number of newly arrived residents. In Stockholm 24 percent of the residents are born abroad, and in Malmö 32 percent are, compared to 16 percent nationally (Migrationsinfo 2016b – SCB 2016b). This is no surprise due to urbanisation trends, however, it means that the units working with the integration question have been highly involved in the national developments and have been working actively with integration during the past years. Both Stockholm's and Malmö's municipal administrations working with labour market questions have VSOPP agreements that are within integration of newly arrived residents. In Stockholm's municipality, all three VSOPPs at the labour market administration are within integration of adults, and in Malmö two out of six are. This leads me to my research questions:

How have VSOPP agreements within social integration influenced the labour market administrations' views on integration in Stockholm's and Malmö's municipalities?

To answer my research question, the following sub-questions are asked:

1. Which are the labour market administrations' views on integration?
2. Have the VSOPP agreements influenced the labour market administrations' approach to integration?
3. Have the VSOPP agreements influenced the labour market administrations' integration activities?

In this study, *view on integration* will be understood as a combination of the administration's approach to integration, meaning their understanding of it, and the administrations' integration activities, meaning activities that enhance integration. While the administrative level is in focus in the questions, their view on integration is affected by the overarching view of the municipality and therefore this is also partly included, as will be presented in the material section. Below, the key actors within this thesis are presented.

## 1.2 Definition of Actors

### 1.2.1 The Newly Arrived and the Established Resident

When talking of integration in Sweden, the term *newly arrived resident* is commonly used, however, it is far from well-defined and who is included in this group differs. The Public Employment Service defines a newly arrived as someone who is from a non-EU/ESS country and has not been in Sweden for more than 36 months from the day s/he received his/her residence permit (PES nd.a). The non-profit organisations that are included in the VSOPPs studied here might have different definitions, for example, they might not have a time limit for time spent in Sweden. Therefore it is hard to give one clear definition. A newly arrived resident in this thesis is assumed to have spent little time in Sweden and has received some sort of residence permit.

The *established resident* is often considered to be an ethnic Swedish citizen. However, this is highly subjective and will therefore in this study be understood as residents that are not considered as newly arrived and refer to themselves as established in society.

The power hierarchy between these two types of residents will be developed in the theoretical framework.

### 1.2.2 The Public and Non-Profit Sector

According to the rights-based approach, society is built of duty-bearers and right-holders. Based on the human rights, all individuals have certain rights and these



rights have certain duty-bearers which are responsible for their implementation. Country-wise, the state and its institutions are duty-bearers whilst citizens, and to some extent also residents, are right-holders. It is an interrelation where both parties have obligations to keep, in order for there to be trust and a functional structure (Kirkemann Boesen & Martin 2007:9). In this relation, civil society, including non-profit organisations, play the role of enabler. They can complement state activities, help people make their voices heard, and control that all actors play their respective parts.

Wijkström identifies four spheres in society: the household, the market, the public sector and the non-profit sector. While this is a simplified version of reality, as he also mentions (2002:6-7), it is a good start-off point where this study will focus on the two latter since they are included in the VSOPP format.

The *public sector* constitutes of agencies and institutions that are directly or indirectly run by the central government. Particularly two are relevant in this study: the Public Employment Service and municipalities.

The *Public Employment Service* is a state agency working for all residents' full-occupation and acts according to decisions taken by the central government. It has national guidelines to follow, but local Public Employment Service offices adapt their cooperation partners to their contexts (PES nd.b).

*Municipalities* in Sweden are the state units closest to the population, out of three governmental levels: the central government, counties, and municipalities (SKL 2015b). Municipalities in Sweden are decentralised from the central government and therefore have different organisational structures. A municipality in Sweden is often divided into what I call *thematic administrations* (fackförvaltningar) and/or *municipal district administrations* (stadsdelsförvaltningar). The former means that there is an administration for each thematic area the municipality works with, for example, labour market, education, healthcare and so on. The latter means that the administration works with all these thematic areas within a certain geographical area, a municipal district. Other terms are used for these administrations, such as "department" or "administrative authority" where these vary within the different municipalities' English translations. Since labour market integration is the focus point in this study, I will study the labour market administrations in Stockholm and Malmö.

The *non-profit sector* has other criteria, where Wijkström uses "John Hopkins Comparative Nonprofit Sector Project" to outline what counts as a non-profit organisation. These are: to have some kind of formalised structure; to be private in the sense of separated from the state; to be non-profit; to be autonomous; and to involve voluntary participation (Wijkström 2002:9). These criteria say nothing about the means and goals of an organisation, where a non-profit organisation in theory could advocate for racism and discrimination. However, just as Wijkström mentions, there are values considered as more acceptable than others by society (Ibid:10-11), and I assume that the organisations included in the VSOPPs in this study belong to the accepted. Organisations that work with improved social

integration are most likely not simultaneously promoting values that would go against their work.

### 1.2.3 Voluntary Sector Organisation Public Partnership (VSOPP)

*Voluntary Sector Organisation Public Partnership (VSOPP)* is a cooperation form based on partnership from 2010 that entails a more equal participatory level between the actors compared to for example one way financial aid. There are a number of criteria that both the public sector and non-profit sector need to comply to in order to be able to enter a VSOPP agreement together. The criteria for the non-profit actor in a VSOPP are similar to the ones mentioned above: it cannot be striving for profit, it is required to strive for societal change, and it needs to be autonomous in the sense that the financial aid from the public sector does not mean that the public sector can control its work (Göteborgs stad 2014:1-2). Additionally, the actors cannot enter a VSOPP if there is “a market or a competitive situation to nurture” and both parties need to contribute financially, although not with the same amount (Forum nd).

## 1.3 Thesis Disposition

In the following chapter, the theoretical framework on integration will be outlined. Thereafter I present my choices of method and material, and put the case studies in a context before I operationalise integration. The analysis is structured by material and moves from a municipality level to a municipal administration level, which in turn is responsible for the VSOPPs together with a non-profit organisation. With the help of an analytical tool for operationalised social integration, I will look at the municipalities of Malmö and Stockholm, as well as some of their VSOPP agreements. The discussion is summed up with concluding remarks and recommendation for further studies.

## 2 Theoretical Framework

The measures taken for people to get settled into Swedish society goes under the common term “the integration question”, but what is integration? Extensive research has been done on integration where I have made a selection based on how this subject has been discussed in relation to Western countries and especially Sweden. Integration is often confused or compared with assimilation and segregation, where Rodríguez-García makes a distinction by referring to strands of what he calls “socio-cultural incorporation” (2010:252). In addition to this, I use Kinnvall & Nesbitt-Larking who identify identity strategies in relation to citizenship regimes (2011). Other researchers are also referred to as they relate to these author’s arguments. In this section I will briefly outline the debate on integration, in regards to the power inequalities it entails, before I move to the three strands of integration that will be used in this thesis: system, civic, and social integration.

### 2.1 Socio-Cultural Incorporation

The word integration is used interchangeably with several other concepts that fall within Rodríguez-García’s “socio-cultural incorporation” (2010:252) without being clearly defined. Rodríguez-García identifies three models within socio-cultural incorporation: assimilation or republican, multiculturalist or pluralist, and segregationist or exclusion models (Ibid:252-3).

Multiculturalism and pluralism relate to what here will be referred to as integration, where the key concepts for the other strands are assimilation and segregation. Shortly, the concepts can be defined as: assimilation, where the minoritised is expected to adopt to the majoritised group; segregation, where minoritised and majoritised groups do not interact; and integration which attempts to integrate the majoritised and minoritised. The two former are usually separated from integration (Castles & Miller 2003:250-2). In Figure 1, I have created a simplified version of socio-cultural incorporation to visualise the relationship between the minoritised and majoritised groups in regards to these three concepts. The larger circle symbolises the majoritised group and the smaller circle the minoritised group.

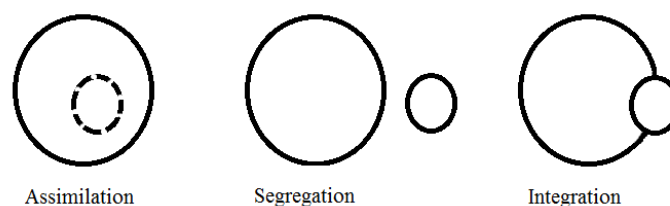


Figure 1: Socio-cultural incorporation

Increasingly diversified societies have made socio-cultural incorporation a contemporary political topic, constantly debated. Grillo states that the Western societies, particularly the United Kingdom, have moved from a focus on the nation-state that did not encourage diversity and rather preferred assimilation, to an increased focus on multiculturalism and a recognition of heterogeneity. However, recently a move back towards assimilation can be noticed through the rise in xenophobia and right-wing parties who are threatened by those who are not considered as belonging (Grillo 2007:979-980).

Kinnvall & Nesbitt-Larking discuss how citizenship regimes affect identity strategies of Muslims in the West. They conclude that assimilation, in regards to the reuniversalised citizenship in France and also Denmark, only leads to superficial integration (2011:54). Sweden, according to them, has together with the United Kingdom, adopted a group-based pluralist approach which indicates multiculturalism, but since the community is placed in the centre and not the individual, little interaction takes place between minoritised and majoritised groups (Ibid:38-39). The mentioned regimes lead to identity strategies of retreatism and essentialism, rather than the preferred strategy of engagement (Ibid:188-190).

On the same note, Grillo outlines the critique of multiculturalism as based in the separatism of communities it can contribute to (2007:985). It becomes clear that interaction between communities is preferred, also referred to as interculturalism (Rodríguez-García 2010:260-1). Interculturalism is also the closest concept to integration that will be used in this thesis, however, focus includes the individual level.

### 2.1.1 Power Inequalities

How people choose to interact, their identity strategy in relation to the Other, is often understood as present within the minoritised group, but it is important to recognise that these also exist within the majoritised, where change only can be achieved through the involvement of both groups (Kinnvall & Nesbitt-Larking 2011:189-190).

To talk of socio-cultural incorporation includes an inherent power relation between groups in society. Whether segregation, assimilation or integration is preferred, all these entail a division of people into an Us and a Them, referring to the dichotomies of Us-Them and Self-Other. To acknowledge the unequal power division, Eliassi talks of majoritised and minoritised groups, due to the fact that the construction of a minority is often a symbol of power for the majority community, who might not be the largest in number, but has had the possibility to outline their own norms as global, international, and/or national standards (2013:39). While Castles & Miller write that an ethnic minority is constructed both by the definition of Self as well as the Other's perception of you (2003:33), Kinnvall & Nesbitt-Larking develop this and write "[t]he less the 'other' is known, the greater the prejudices in terms of negative impressions of 'others' and

the dehumanization of ‘others’” (2011:55). On an institutional level, Vasta adds by stating “[t]he racialization of policies, structural marginalization and racist discourses have reinforced the exclusion of ethnic minorities and thus constituted the problem migrant to be addressed by assimilationism and a form of ‘cultural fundamentalism’” (2007:736). Even though the dichotomy Us-Them, or Self-Other, is a social construction it has effects on reality in terms of the minoritised being further excluded due to lack of interaction with the majoritised. Self has the power to decide how the Other should be included, if at all. This shows both on individual level as well as on an institutional level.

An example of those who have benefitted from separatist models are political strands based in a rise in racism and xenophobia that frame the Other as a threat to Self and the nation-state, in turn using a narrative that focuses on the need of protection. The matter becomes one of security and citizens’ sense of security, and also a way to motivate for example border controls to hinder certain types of immigration (Kinnvall 2004:741-2). Kinnvall, based on Giddens, calls this discussion on security for *ontological security*, meaning the “security of being, a sense of confidence and trust that the world is what it appears to be” (Kinnvall 2004:746). If the Other is framed as a threat to Self, segregation and assimilation are more likely to become the norm in socio-cultural incorporation.

However, these political strands promoting segregation and assimilation often fail to acknowledge the privilege that majoritised groups in the West have enjoyed due to discrimination of minoritised groups. Kinnvall says, “[s]uch interpretation is eurocentric, unwilling to acknowledge structured inequality and the deep historical roots of racism, exclusionary practices, xenophobia and imperialism” (2016:164). Castles & Miller call the nation-state “a construction of the ruling elite” (2003:15) and that the homogeneity many nationalists promote is a construction that never has been true (Ibid:286).

## 2.2 Integration – System, Civic and Social

Even though talking of integration as a mutual process based on interaction between individuals and groups, this can be done differently in relation to different parts of society. Lockwood made a distinction between social and system integration in the 1960’s to better study social change within sociology (Archer 1996:679). System integration refers to structure and institutions such as access to housing, labour, education, and health care. Social integration refers to agency and social relations such as meetings between people within the society (Archer 1996:680 – Østerlund & Seippel 2013).

There exists a broad literature within psychology and sociology on social integration in relation to health and even if the area of study is not the same here, the general understanding of “social integration” as participation in social relationships is applicable (Brissette et al 2000:54-5). For example, Østerlund & Seippel used this understanding of social integration in relation to Lockwood’s system integration to study if membership in voluntary sports organisations

fostered social integration in Norway and Denmark (2013:392-3). The distinction is also possible when talking of integration within socio-cultural incorporation and of newly arrived residents in Sweden, but I would like to add a third strand: civic integration.

Civic integration refers to civic skills and duties that a new resident needs to acquire to become a part of society, for example knowing the language and the history of the country. Goodman states that civic integration can be a strategy in itself for integration where focus lies on the individual's commitment. This can be mandatory or voluntary tests on knowledge about the country's history, culture, language etc. that in the long run lead to a formal citizenship (Goodman 2010:754).

### 2.2.1 Social Integration

Since the main integration strand in this thesis will be social integration, it will now be explained in further detail. Social integration helps to situate Self in social contexts (Cohen 2004:678-9), and thereby also the Other. Dialogue is mentioned as a key word for the involvement of both "sides", where both need to be open to the other, although the parties might not agree. Through dialogue, narratives from different people are heard which in turn can change one party's idea of the "Other" as well as rethink the position of "Self", and affect the ontological security (Kinnvall & Nesbitt-Larking 2011:94,193). Just as Lockwood argues, Kinnvall & Nesbitt-Larking mention that improved social cohesion requires changes on both structural level as well as within people and their idea of the unknown (Ibid:190) and where dialogue then can come to signify a key factor for social integration. Participation and giving space to different narratives on equal terms, through forums of dialogue where both majoritised and minoritised groups are present, will be the underpinning assumption of social integration in this thesis. The operationalisation of integration will be developed in a later section.

## 3 Method and Material

This thesis will be an intensive study, a qualitative case study (Sayer 1992:243), with a take-off point in the operationalisation of integration. A quantitative study with more cases would have increased the possibilities for generalizable results, however, this thesis contributes to creating a baseline for the understanding of integration within municipalities that I believe is necessary to have in place before including more cases (Esaiasson et al 2012:210). To measure the VSOPPs' influence on the view on integration can seem abstract, but I intend to study how integration in relation to the labour market and the non-profit sector is spoken of, and what activities are included in these partnerships, over a period of some years. By comparing levels of the municipalities and VSOPPs, both within and between the cities, I argue that it will be possible to outline their view on integration and how VSOPPs have influenced especially the view on social integration.

As mentioned in the research question, Stockholm and Malmö will constitute the case studies and a comparison will be conducted between the two. Sweden's second largest municipality, Gothenburg, is excluded due to lack of material. VSOPP agreements were first introduced in Gothenburg, however, today it does not seem as if they work with these in regards to labour market and social integration in the ways that Malmö and Stockholm do. Even though a comparative study between three municipalities had been more fruitful in some ways, a comparative study between two still provides several possibilities. My results might not be generalizable to all of Sweden, but are significant since I compare two cities that host many of the current newly arrived residents (Sayer 1992:243).

In this chapter I first present my choices of methods and thereafter the material.

### 3.1 Method

This thesis requires a mixed methods approach to identify the view on integration, all within the qualitative approach. First, I need to clarify integration by operationalising it and this will be done through a concept analysis which concludes in an analytical tool. The material – the commission reports, budgets and VSOPP agreements – will then be analysed with the help of this analytical tool, using content analysis method. However, by just looking at text, certain aspects can be missed so in order to do a more in-depth analysis of the material, I have complemented these with interviews with staff at the respective labour market administrations (Esaiasson et al 2012:261).

Due to the prerequisites of this study, it cannot be done entirely in a deductive way, and neither by using a strict inductive method. Certain assumptions are made

in the beginning based on the theoretical framework and based on an overview of the material together with interviews with municipal employees. Thereafter the analysis of the material is conducted with the help of the analytical tool from the concept analysis and the understanding of the different contexts, acquired through the interviews. This is in line with a hypothetical-deductive method which has its start-off point in a hypothesis with certain assumptions about empirical consequences if the hypothesis is true (Teorell & Svensson 2007:49-51).

Below, each method is presented in depth.

### 3.1.1 Qualitative Content Analysis and Concept Analysis

A qualitative content analysis can entail several aspects and the different strategies within this method vary. Basically, it is about analysing text in some way, where I in this study will look at the content and if indicators for social integration are more or less present (Esaiasson et al 2012:211). Qualitative content analysis is based in the hermeneutic tradition where interpretations are done based on the context. This means that the interpretations I make in the analysis are not claimed to be the only truth, but based on the theoretical framework I as a researcher have made (Teorell & Svensson 2007:99 – Badersten & Gustavsson 2010:43). This content analysis will focus on the understanding of the municipalities, which in this case are the senders of the information, and not on how it could be understood by citizens, which in many ways are the receivers (Teorell & Scensson 2007:102-3). An intensive reading will be done of the material, where quotations that refer to integration and the non-profit sector are analysed with the help of the analytical tool. This analytical tool is constructed through a concept analysis.

A concept analysis is one type of text analysis and often exists as an introductory section within many studies. Even though it in this thesis does not play the main part of the analysis, the result of it will function as an important analytical tool when comparing the cases (Beckman 2005:30-31). There are more or less structured ways of conducting a concept analysis, for example by creating ideal types or dimensions of the concept that then are compared with reality (Ibid:25). My concept analysis of integration will aim at identifying indicators for especially social integration, but also system and civic. While in quantitative studies this measuring tool usually is constituted by a data matrix, I here identify indicators and sub-indicators for social integration that can be said to be more or less present, meaning that a perfect match between theory and reality is impossible (Esaiasson et al 2012-44-6).



### 3.1.2 Interview

The interviews in this thesis fulfil several purposes, for example, to widen the scope of material and as complement to documents. The most important one is however how interviews can give a deeper qualitative understanding of the perspectives within the municipalities (Creighton 2005:190). By asking questions to municipality staff about the VSOPP agreements and integration, a better analysis can then be made of the other material. I conducted two interviews, one at each municipality, to achieve this insight. More interviews would have given me a deeper insight, however, I argue that these interviews were conducted with relevant people and therefore give sufficient information for this aspect of the thesis.

I have used purposive sampling (O'Reilly 2009:196-7) and the centrality principle (Esaiasson et al 2012:258) to choose interviewees. I found the interviewees by researching the administrations and contacting those responsible for VSOPPs (O'Reilly 2009:21-2). Since the interviews did not touch on sensitive subjects, the interviewees are name-given (Esaiasson et al 2012:257). The interview time was approximately one hour.

The interviews were overt. I was open with the purpose of my study and have asked the interviewees to openly reflect on the matter. Since it is not a delicate matter, they were willing to share with me how views and perspectives regarding integration have changed over time (O'Reilly 2009:9).

The interviews were done in Swedish at the offices of the interviewees. Choice of language and setting was done to accommodate as much as possible to the interviewees. The interviews preceded with email contact where the thesis topic was presented and I asked them to look up certain material or answers that they thought might be useful to me (O'Reilly 2009:5-6 – Esaiasson et al 2012:267-8). The interview guide consists of descriptive introductory questions and the role of the administration in regards to integration, of questions concerning their definition/understanding of integration and how they cooperate with civil society and the Public Employment Service, and finally of questions concerning their VSOPPs. This was done in order to start easy and then to work our way into more deep loading questions. I asked both interviewees the same questions and complemented with those that were context specific. Regarding the questions about the specific VSOPPs I asked follow-up questions depending on their replies. Therefore I would say these are semi-structured interviews (O'Reilly 2009:125-7 – Esaiasson et al 2012:264-5). The interviews were held in Swedish, and I was responsible for the translations. However, I do not see this as more of a problem than when using material in other languages than in English. I have sent the thesis sections that used the material from their interviews for proof reading upon request from Malmö.

The interview guide can be found in the appendix (Appendix: Intervjuguide).

### 3.2.2.1 Interviewees

Stockholm:

Annika Rosbring – Currently project manager for VIDA at the labour market administration, at *City of Stockholm*. Previously project manager for their mentorship program that became their first VSOPP agreement (Duo Stockholm). Participated in the development of all three VSOPPs at the administration and wrote the agreements. Interview held at the office for the labour market administration in Stockholm on March 13<sup>th</sup> 2017 (Rosbring 2017).

Malmö:

Ulrika Määttä Lagerlöf – Currently a policy officer at a central unit of the labour market and social administration (which until May 1<sup>st</sup> 2017 was the labour market-, upper secondary school-, and adult education administration), at *City of Malmö*. Participated in the investigation of how the administration could enter into VSOPP agreements and today involved in the contact with the organisations that have VSOPP agreements with the administration. Interview held at the office for the labour market-, upper secondary school-, and adult education administration in Malmö on March 23<sup>rd</sup> 2017 (Määttä Lagerlöf 2017).

### 3.1.3 Matters of Intersubjectivity

Since integration is a concept understood in many ways, as well as being practiced differently than what is stated in theory, challenges regarding intersubjectivity arise (Badersten & Gustavsson 2010:47-9). This is however common within qualitative studies. Since the options of what could have been included are limitless, I have instead tried to focus on motivating what I have chosen to include. This goes for the material selections as well as for key words in the analysis. By using a concept analysis as a take-off point, I ensure a certain degree of validity (Esaiasson et al 2012:57). By structuring the analysis so that each material is analysed in a similar way I ensure a certain degree of reliability (Ibid:63). To completely isolate me as a researcher from the thesis topic is impossible, but can be dealt with through reflexivity, acknowledging my own position, and transparency, presenting every step I take in my research (O'Reilly 2009:189-92). All these aspects will increase the level of the thesis' intersubjectivity.

## 3.2 Material

I will look at Stockholm's and Malmö's municipalities' labour market administrations and the VSOPPs they have within social integration to see if and how the view on integration has changed due to cooperation with the non-profit sector. Even if the main focus is VSOPP agreements, the study will be of more

relevance if also the municipalities' views as a whole are included. Below, the material is presented.

### 3.2.1 Municipality Material

To go more in-depth in underlying causes, I will study the reports from the municipalities' commissions for social sustainability. These commissions have investigated why the cities are experiencing an increase in social inequalities and how this affects the residents' health and well-being as well as the cities' development. In Stockholm, an interim report on the civil society came as a complement to the main report, and this one will also be included.

Some of the recommendations suggested in the commission reports are found in municipal budgets where the municipalities, both on an overarching level and on administration level, define their challenges as well as how they intend to tackle them on a yearly basis. The municipality administrations relevant for this thesis are the labour market administrations in Stockholm and Malmö and I have chosen to study their budgets from 2014-2017. I have chosen this time period to include the budgets since the last election as well as one budget from the previous government. This to be able to identify any changes that are due to changed political leadership rather than cooperation with the non-profit sector on integration.

Where Stockholm's municipality includes overall budget goals and administration budget goals in one budget, Malmö has one budget for the municipal budget and separate budgets for the administrations that are more specific. Therefore, the analysis of Malmö's budgets will consist of both these types of budgets, the ones for the municipality 2014-2017 and the ones for the labour market-, upper secondary school-, and adult education administration 2015-2017. In 2014, the thematic administration was divided differently and will therefore not be included here. In the budgets, I have focused on sections that present the overarching goals of the municipalities, and the sections concerning labour market and the labour market administrations.

A note on municipality budgets in Sweden is that they include more text than numbers with thorough descriptions of aims for the coming year. This makes them possible to analyse in the same way as the other documents.

The labour market administrations often work in close cooperation with the local sections of the government agency the Public Employment Service and this is also the case regarding labour market integration of newly arrived residents. To describe the cooperation between the municipalities and the Public Employment Service in regards to integration, their respective websites will be used.

### 3.2.2 VSOPP Agreements

Stockholm's and Malmö's labour market administrations have in total nine VSOPPs. However, all of these are not relevant for this thesis where I have included five. I have decided to focus on adults, people over 18 years old, since there exists many differences between the interventions and rights of children and those of adults. Additionally, I have decided to look at VSOPPs that are directed towards people who have received residence permits, partly in line with the Public Employment Service's definition of a newly arrived resident, without including a time-limit of 36 months. Neither will I actively exclude those VSOPPs that also include asylum seekers since non-profit organisations might not have the same strict division within their activities. Some VSOPPs are directed to better include vulnerable groups into the labour market, regardless of their status as residents or citizens in Sweden. I have chosen to focus on those that actively target people that are considered as newly arrived residents, even if the VSOPP at the same time might include other groups.

#### 3.1.2.1 Included VSOPPs

Stockholm:

*Duo Stockholm* run together with the organisation IM Individuell Människohjälp (VSOPP Agreement 1); *Medprat* run together with Internationella Bekantskaper (VSOPP Agreement 2); and *Svenska med baby*, also together with Internationella Bekantskaper (VSOPP Agreement 3).

Malmö:

*Mentorskap för ökad sysselsättning* run together with Internationella Kvinnoföreningen in Malmö (VSOPP Agreement 4); and *Y-allas väg till arbete* run with Yalla Trappan (VSOPP Agreement 5).

#### 3.1.2.2 Excluded VSOPPs

Stockholm's labour market administration has in total three VSOPPs where all are included in this thesis. Apart from the two VSOPPs in Malmö mentioned above, they have four more: *Boost by FC Rosengård*, MFF's *Karriärsakademien*, *Hassela Helpline*, and The Red Cross's work with people with post-traumatic stress disorder (PTSD). I have made the judgement that these should not be included in my study. *Boost by FC Rosengård* and *Hassela Helpline* are aimed at helping adolescents into the labour market, and even if MFF's *Karriärsakademien* include people up to 26 years old, they mainly target younger people. The Red Cross's work with people suffering from PTSD includes people with backgrounds from other countries but their aim is not labour market integration, but rather the well-being of these individuals in regards to physical and mental health (Malmö stad nd.a).

## 4 Contextualising the Case Studies

In this chapter I shortly contextualise the case studies by first clarifying the responsibilities of the public sector in regards to integration and then present the two cases.

### 4.1 The Public Sector's integration responsibilities

Sweden's integration politics strive for equality for all (Regeringskansliet 2016). Most measures are taken so that they include all, regardless of status in the country, but others are adjusted to those who are considered as newly arrived residents in Sweden. The central government divides responsibilities between different state agencies, where these responsibilities have changed over time. The main actors in regards to labour market integration are the Public Employment Service and the municipalities (SKL 2015c – SKL 2016).

#### 4.1.1 The Public Employment Service

Concerning integration, the Public Employment Service is responsible for the so called "introduction plan" that they make together with all newly arrived people whom have recently received residence permits. The goal is for the person to have full time occupation, regardless of if it is employment or education. In this plan, which has a two-year timeframe, Swedish For Immigrants (SFI) and social orientation (presented below) can be included, which are examples of civic integration. The introduction plans are relatively new where municipalities were responsible for similar activities until 2010 (PES nd.c)

Other things the Public Employment Service does for newly arrived residents are: internships, subsidised employment, complementary education, and validating the individual's competences to adapt them to the Swedish context (PES nd.d). All these activities are examples of system integration, and touch upon civic integration, since their main aim is to incorporate the person into the Swedish system and specifically the labour market system.

The Public Employment Service has no specific obligations towards asylum seekers who are waiting for the Migration Agency's decision on residency (PES nd.b).

## 4.1.2 Municipalities

In the introductory chapter, municipalities were presented as independent governmental units with different organisational structures. However, even though municipalities are decentralised, they still have common obligations towards their residents. Regarding integration of newly arrived refugees, municipalities are responsible for reception, housing, Swedish courses (Swedish For Immigrants (SFI)), social orientation classes, education, child care, and other interventions within the social spectra (SKL 2016). The administration responsible for integration activities differs between municipalities, and it can also concern several administration within a municipality. However, commonly both SFI and social orientation classes are run by the administrations that also are responsible for adult education and labour market. Below, SFI and social orientation, both of which belong to civic integration, are presented.

### 4.1.2.1 Swedish For Immigrants (SFI)

Swedish For Immigrants (SFI) are Swedish classes offered to all who have received a residence permit, are over 16 years old, and lack basic knowledge in Swedish. The education is formed based on the individual's competences and situation, and often in combination with other activities such as labour market integration via the Public Employment Service (Skolverket 2015).

### 4.1.2.2 Social Orientation

Social orientation classes are offered by the municipalities and have to include a minimum of 60 hours per person. These classes are also supposed to be formed after the individual's needs and if necessary, it should be given in the individual's native language. The classes include information about human rights and rights of residents in Sweden as well as about the everyday Swedish way of life. The education is divided into 8 themes which include information about arriving to Sweden, Swedish health care and education system, the labour market, family life, and more (Länsstyrelserna nd).

## 4.2 The Case Studies

### 4.2.1 Case 1: *City of Stockholm*

Stockholm, the capital of Sweden, is one of Europe's fastest growing cities (Stockholm Commission 2015:15). Commonly when talking of Stockholm, one means the entire county (consisting of 26 municipalities). However, this case study will focus on Stockholm's municipality, *The City of Stockholm*.

Approximately 935 000 people are registered as residents in the municipality, where close to 225 000 (24 %) of these are born abroad (SCB 2016b).

The municipality's organisational structure is divided into 14 municipal district administrations, 15 thematic administrations, and 16 companies (Stockholm stad 2017). This study will focus specifically on the thematic administration for the labour market which is responsible for residents' capability to participate in either the labour market or in adult education. Apart from SFI and social orientation for newly arrived, this administration also works with assisting people into the labour market through "Jobbtorg Stockholm", a similar activity to the Public Employment Service's activities. Its goals are to decrease the unemployment rate and develop the adult education, among others (Rosbring 2017). The labour market administration has three VSOPPs that are all included in this thesis.

The political party or parties that hold majority are the ones that decide the municipality's yearly budgets and overarching goals. At the moment, the left-wing parties hold majority in the municipality, meaning Socialdemokraterna, Miljöpartiet, Vänsterpartiet, and Feministiskt intiativ (Stockholm Budget 2014). These took over from a right-wing coalition in 2014, consisting of Moderaterna, Liberalerna, Centerpartiet, and Kristdemokraterna (Stockholm stad 2016).

In 2015, the *City of Stockholm* decided to tackle the trend of increased division within the city and appointed a commission for social sustainability. In the first report, the issues were presented (Stockholm Commission 2015). This report was followed by interim reports based on thematic goals, where one of these reports on democracy and sense of security focused on cooperation with the civil society (Löfvenius 2016).

#### 4.2.2 Case 2: *City of Malmö*

Malmö is Sweden's third largest city and so is also the municipality, the *City of Malmö*. Currently, 330 000 people are registered as residents where slightly more than 106 000 (32 %) are born abroad (SCB 2016b).

The municipality's organisational structure has been changed every few years where the administrations are divided into different thematic areas every time. When this thesis was initiated, there were 13 thematic administrations and 5 municipal district administrations. However, on May 1<sup>st</sup> this year (2017), a reorganisation was done where the thematic administrations were changed and the municipal district administrations were taken away (Määttä Lagerlöf 2017). This affected the administration in focus of this study, however, I base my analysis on the structure that was until May 1<sup>st</sup> 2017.

Apart from these administrations, the municipality is involved in a number of companies and trust funds (Malmö stad nd.b).

The labour market-, upper secondary school-, and adult education administration describes itself as the central unit for questions concerning the labour market and that they work with being up-to-date with the current market circumstances (Malmö stad nd.c). Apart from SFI and social orientation, the labour market administration has “JobbMalmö” which works to get more people, especially young people, employed (Malmö stad nd.d). Since the administration also works with education for younger people and adults, it has a broader range of activities and goals compared to Stockholm. This administration has six VSOPPs, where two of these are included in this thesis.

The political parties in majority are the left-wing parties where the budgets 2014-2017 have been decided upon by coalitions between Socialdemokraterna, Vänsterpartiet, and Miljöpartiet, or Socialdemokraterna and Miljöpartiet (Malmö stad nd.e).

In 2013, the Malmö Commission on Social Sustainability came with a report on the health situation in Malmö where recommendations on how to tackle increased inequities were made (Malmö Commission 2013). The commission also recommended that a report on the possibilities for VSOPPs was to be done, which was conducted by the labour market-, upper secondary school-, and adult education administration in 2014 (Määttä Lagerlöf 2017).



# 5 Operationalising Integration

Where I in Chapter 2: Theoretical Framework outlined the three strands within integration that will be studied in this thesis: system, civic and social integration, I will in this section present how they will be operationalised.

In a case study including Sweden’s integration policies, the established Swedish citizen would be the *majoritised Us* and the newly arrived resident the *minoritised Them*. The power lies in the Swedish government’s mandate to decide how newly arrived should be included and what resources should be devoted to their introduction into society.

Sweden’s integration policy goal is “equal rights, obligations, and opportunities for all, regardless of ethnic or cultural background” (Regeringskansliet 2016). This entails an understanding of integration that includes all, even though it in practice has become a matter of ethnicity and focused on immigrants. Keep in mind that even though integration is the used term, it is common that integration activities in practice are more similar to assimilation than actual integration, which has occurred in Sweden (Kinnvall & Nesbitt-Larking 2011:188-190). This will be further developed in the analysis and discussion.

Figure 2 is an overview of the three strands and the indicators that each strand contains. These are developed in the following sections.

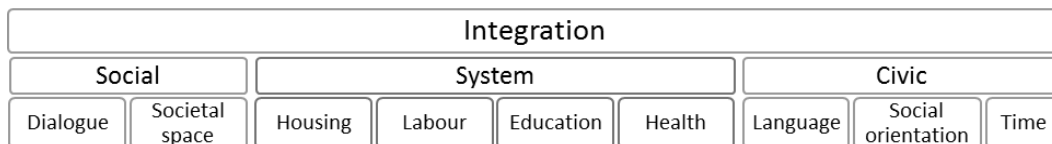


Figure 2: Social, system and civic integration

## 5.1 System and Civic Integration

Since not all the variables in system and civic integration are relevant for the municipalities’ labour market integration, I have in Figure 3 highlighted the ones that relate to the labour market and included what those in practice mean. Even if language and societal skills are highly valued in the process of becoming a Swedish resident, time is an important factor for citizenship. To be able to apply for a Swedish citizenship you need to have lived in Sweden for approximately five years with a permanent residence permit and without a record of felonies

(Migration Agency 2017). Time is not included as an indicator here, due to its independence of any other factor.

As can be seen in Figure 3, the different indicators are the same as the responsibilities that the Public Employment Service and the municipalities have in regards to newly arrived residents (PES nd.b – SKL 2016).



Figure 3: System and civic integration

Figure 3 can be seen as an analytical tool just as Figure 4. However, it will not constitute a central part in the analysis, more than when describing the public sector's responsibilities in regards to integration. This because their indicators are more identifiable than those for social integration and therefore not as interesting to study. Figure 3 should therefore be seen as a complement to Figure 4.

## 5.2 Social Integration

The main focus, and also challenge, lies in operationalising social integration and identifying the relevant indicators. Figure 4 needs to be understood differently than Figure 2 and Figure 3 since here the indicators are much more dependent on each other and therefore very difficult to actually isolate from one another. Much of social integration is based on voluntarism and the individual's choice to engage in social interactions, which is why the non-profit sector is such an important actor within this (Wijkström 2002:9-11 – Brissette et al 2000:54-5). To clarify, I give a concrete example of the difference between system and social integration; At work, social relations are an important part where employees commonly learn to know each other. However, this is not the main purpose of an employment, as is in voluntary social forums for example in the spare time. While employment is an indicator in system integration, the dialogue between people is an indicator in social integration.

Institutionalised discrimination and racism creates barriers for minoritised groups to participate in society on equal terms as the majoritised (Eliassi 2013:39 – Vasta 2007 – Kinnvall 2016). Social integration that leads to a better understanding of the Other could therefore improve the ontological security and create a situation where system integration is facilitated. Engagement from both minoritised, meaning newly arrived Swedish residents, and majoritised, meaning established Swedish residents/citizens, is required for social integration to improve (Kinnvall & Nesbitt-Larking 2011:189-190). If municipalities to a further degree have included arguments and activities in line with this, also their view on integration can be said to have changed.

## 5.2.1 The Analytical Tool for Social Integration

In figure 4, I have divided social integration into two main indicators: *Voluntary interaction* and *Situation of Self and Other*. With *Voluntary interaction* I mean that the context, the meeting between majoritised and minoritised groups, is based on voluntarism and entails building on some sort of social relationship. This falls into the sub-indicators *1.a) Context based on voluntarism* and *1.b) Participation in social relationships*. However, this does not specify the type of interaction or exchange that takes place between the groups. With *Situation of Self and Other* I mean the increased understanding of the Other one gets in relation to Self through dialogue between the groups and where narratives from both sides are shared (Kinnvall & Nesbitt-Larking 2011:55). I have separated *2.a) Dialogue* and *2.b) Sharing narratives* due to the first indicating a conversation, regardless of topic, and the second entails an exchange of personal stories. Underpinning both indicators are ideas of trust, security, and belonging, concepts presented in the theory section as important for the understanding of socio-cultural incorporation and in turn also integration. Even if it not mentioned in Figure 4, *Situation of Self and Other* will in turn affect the ontological security due to how it changes people's perception of the Other. A context based on voluntary interaction sets the framework for where this can happen (Kinnvall 2004).

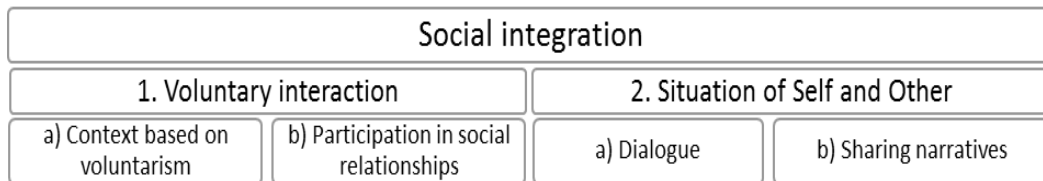


Figure 4: Social integration

Where variables in system and civic integration can be said to be *present* or *not present*, social integration variables can be *more present* or *less present* (Beckman 2005:25). I will therefore in the case studies look for increased focus on the voluntary interaction between people and factors that relate to situating Self and Other. Aspects in the material will point to signs of all three strands of integration at the same time as well as overlap with each other. This will be discussed when necessary, however, emphasis is on indicators for social integration that can be isolated (to the extent possible) from system and civic integration.

Based on the theoretical framework and the contextualisation through the interviews, certain key words surface in relation to social integration. Apart from the ones mentioned in Figure 4, these are: meetings, social interaction, increased understanding of others, voluntary participation, mutuality, belonging, sense of trust and/or security, among others. All of them in different ways relate to social integration and its indicators.

As described in the section on method and material, I will look for these in the different materials that all include sections related to integration, civil society, and improved trust between groups in society.

## 6 The View on Integration

This chapter analyses the material and discusses how it relates to integration. First, a baseline for the public sectors view on integration in regards to their responsibilities is outlined using Figure 3: System and civic integration. Thereafter, analyses follow of the commissions for social sustainability, the municipality budgets and finally the VSOPPs, all with the help of the analytical tool Figure 4: Social integration. Each material section contains sub-sections on Stockholm and Malmö. The chapter concludes with a summary of results and discussion.

### 6.1 The Public Sector

The municipalities, together with the Public Employment Service, provide a two-year introduction plan for new Swedish residents, including classes in Swedish language and society with the goal of full employment by the end of this time period. These actions should in theory mean that the people in question have become system-integrated as well as partly civic-integrated (excluding the time factor of five years residency) after two years in Sweden with a residence permit (see Figure 3: System and civic integration).

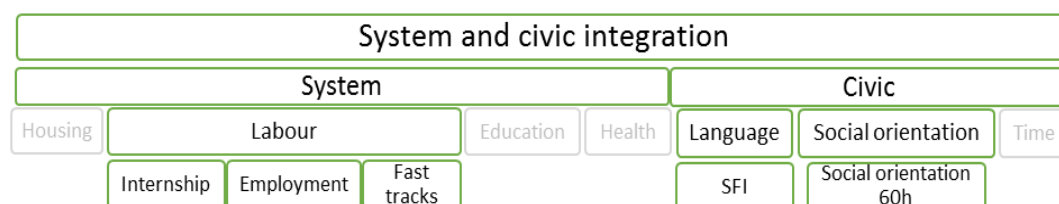


Figure 3: System and civic integration

However, as the reports from the municipalities' commissions on social sustainability show, Sweden is experiencing increased segregation based on ethnicity (Stockholm Commission 2015:63; Malmö Commission 2013:71) and activities beyond the ones presented above are suggested. The central government's integration policy goal regarding equal rights, obligations, and opportunities for all apparently requires further strategies to be reached.

## 6.2 Commissions for Social Sustainability

Both Stockholm and Malmö have assigned commissions for social sustainability to map the current situations within the cities. Increased inequities had been noticed in both and the municipalities decided to research the reasons for this to improve equality. The report from *The Commission for a Socially Sustainable Malmö* (from 2013) is more extensive than *The Commission for a socially Sustainable Stockholm's* (from 2015) and focuses on health. Stockholm's is shorter and has several focus areas relating to social sustainability. The reports show discrepancies between groups of different ethnicity where time spent in Sweden is an important factor (Malmö Commission 2013 – Stockholm Commission 2015).

This, together with the role of the non-profit sector, will be the focus when analysing the reports, including the interim report from Stockholm on civil society. The report from Malmö is written in English and therefore the quotations are taken directly from the report. The reports from Stockholm are in Swedish and therefore the quotations are my translations.

Both Malmö's and Stockholm's commissions show that people born abroad are struggling more than people born in Sweden in regards to work, social life, and health (Malmö Commission 2013:42). Both cities are experiencing increased segregation and even though ethnicity is not the only factor, it is of substantial importance.

The report concludes that segregation is about more than ethnicity, but also that ethnicity has become increasingly correlated with different forms of exclusion and segregation (Stockholm Commission 2015:63)

People tend to live in increasingly socio-economically homogenous areas (Malmö Commission 2013:47)

Stockholmers tend to live in increasingly socio-economically homogenous areas (Stockholm Commission 2015:15)

Simply put, class and ethnicity increasingly coincide with residential area in Malmö (Malmö Commission 2013:71)

A clear result is that individuals with different backgrounds to a lesser extent meet each other in their everyday life (Stockholm Commission 2015:63)

The quotations above indicate that the municipalities have identified several negative consequences of increased divisions between groups in society and that lack of engagement between groups constitutes a problem. According to Kinnvall & Nesbitt-Larking, who argue that Sweden has adopted group-based pluralism, this is a natural consequence of this citizenship regime that leads to identity strategies of either retreatism or essentialism, instead of engagement (2011:38-

39). Lack of dialogue between minoritised and majoritised groups, increases prejudices regarding the Other in relation to Self, and counteracts social integration (Kinnvall & Nesbitt-Larking 2011:94, 190-3).

Trust, as an aspect of social capital, is brought forward in both reports. They conclude that increased segregation and marginalisation leads to discrepancies in society where distrust affects both horizontal relations – between people – and vertical relations – between citizens and state institutions (Malmö Commission 2013:20).

A tighter city with intertwined city areas creates conditions for an enhanced social integration (Stockholm Commission 2015:59)

The quotation from Stockholm is explicitly talking of social integration, although their understanding of the concept must not be the same as is used here. Nevertheless, the quotation presents a wish to increase social cohesion between different city areas and groups. By bringing people together, this could enhance horizontal trust and thereby also vertical trust. Trust relates to ontological security where citizens need to feel trust and a sense of security for relations to improve. In turn, this then relates to the dichotomy Us-Them, further developed in the sections on Stockholm and Malmö below.

### 6.2.1 Stockholm's Commission for Social Sustainability

As mentioned, Stockholm's report is shorter than Malmö's, but it is inspired by its predecessor and refers to Malmö on several occasions. In addition to the main report from the commission, the interim report on civil society is included.

Stockholm's commission begins by clarifying their meaning of social sustainability.

For a peace- and development perspective, social sustainability can be understood as a society's capability to strengthen social cohesion and individuals' participation in the society development (Stockholm Commission 2015:8)

A socially sustainable development entails that society's resources are divided in a way that creates possibilities for more to realise their lives through education, work, and an accommodation with access to desired qualities (Stockholm Commission 2015:10)

In regards to the first quotation, both “social cohesion” and “participation in society” are in line with the indicators for social integration (Figure 4, indicator 1: *Voluntary interaction* (particularly *b*) *Participation in social relationships*) and indicator 2: *Situation of Self and Other*). Social cohesion and participation, as opposed to segregation, involves both those considered belonging to Us and to

Them. In turn, this interaction should, according to both Cohen (2004) and Kinnvall & Nesbitt-Larking (2011), lead to a rethinking of Self through increased dialogue with, and knowledge of, Other.

The second quotation binds system and social integration together, meaning that social sustainability helps create possibilities for integration into the system (“education, work, and an accommodation”). However, aspects of social integration are not explicitly mentioned and focus seems to be on different aspects of system integration.

The importance of employment is further highlighted in the report in a number of sections.

The possibilities for employment with real conditions of employment and a reasonable income is one of the most important factors for people to be able to realise their ambitions in life (Stockholm Commission 2015:43)

A clear weakness on the labour market is also that the competences of people born abroad are not utilised sufficiently. The unemployment is almost three times the size among the population born abroad. Integration to the labour market is one of the most important questions for Stockholm’s development and the future competence sufficiency (Stockholm Commission 2015:14)

A group that has a worse connection to the labour market than the average are people born abroad [...] The connection to the labour market depends on the time spent in the country [Sweden]. The longer a person that has immigrated to Sweden has lived in Sweden, the better requisites he or she has to establish him-/herself on the labour market. This is applicable both to [municipal district] areas with both higher and lower occupation rates (Stockholm Commission 2015:44)

Strong ties are made between labour market, having an employment, and the struggles newly arrived residents face in these areas that in turn affect their achievements in society. Even though “ambitions in life”, which could mean both system and social aspects, are mentioned it is made dependent on employment. If assumed that these ambitions are factors included in social integration, these are made secondary to system integration. Rather, the importance of effectively benefitting from all citizens’ competences is mentioned as main reason for a well-functioning labour market integration. This means that system integration, meaning employment, is a baseline for improved social integration, making the latter dependent on the former where specific indicators for social integration are hard to identify.

The interim report that came from the commission concerning democracy, sense of security, and the city’s cooperation with the civil society, states several recommendations for improvements and highlights the changed structure of civil society. Social networks are increasing, rather than formalised organisations, but

these struggle in the cooperation with the public sector due to the public sector's often rigid collaboration forms (Löfvenius 2016).

They state that almost 50 per cent of the Swedish population say they are active in some part of civil society. However, these people tend to belong to socio-economically stronger groups (Löfvenius 2016:16-7) which means there is a risk that socio-economically vulnerable groups have less influence in civil society. These discrepancies show as well in regards to residents' sense of trust.

Trust varies within the country where socio-economically weaker groups generally have lower trust than socio-economically stronger groups. This goes both for the general and the vertical trust. General trust (sometimes called horizontal trust) aims at if citizens think they can trust people in general in society. Vertical trust is about the trust for common institutions like administrative authorities and other public organs, organisations, and also companies (Löfvenius 2016:19)

High trust between people and confidence in administrative authorities enhances the social cohesion in society (Löfvenius 2016:8)

The quotations and the trust mentioned relates to ontological security, the dichotomy Us-Them, as well as social relationships. Horizontal trust affects the social cohesion and is dependent on interaction between groups. If the Other is unknown, the relation will be based on prejudices and lack of knowledge of the Other's narratives. To create trust, interaction through dialogue is vital and in need of engagement from both institutions and individuals to enhance it vertically and horizontally (Kinnvall & Nesbitt-Larking 2011:190). This strongly relates to both indicators for social integration, *1. Voluntary interaction* and *2. Situation of Self and Other*, as well as their sub-indicators.

The solutions presented in the interim report include new ways for the public sector to interact and cooperate with the non-profit sector, and it also highlights those projects that actively work to create dialogue between groups, coherent with sub-indicator *2.a) Dialogue* for social integration. *Duo Stockholm*, one of the VSOPPs in this thesis, is an example they give of what is already being done (Löfvenius 2016:41-3). This would then indicate that the municipality has realised the importance of social integration in relation to system integration, and that this is something they further want to develop.

## 6.2.2 Malmö's Commission for Social Sustainability

Malmö's commission came before Stockholm's and due to its extensiveness it has figured as reference point for commissions that have followed. For example, it contains a historical overview of how integration politics have developed in Sweden as well as referring to the origins of the concept "integration". As I have also partly presented in the introductory chapter, the commission presents how Sweden attempted to broaden the integration policy to include all in society



instead of a target group, but how this in practice still became a question of ethnicity (Malmö Commission 2013:21).

The concept of integration, however, appears to lead two lives. In the rhetoric there is much more to it than only ethnic relations. But in practice ethnic relations are still the focus, which is unfortunate since integration is one of the concepts that helps us to speak about and understand how society should function and link together (Malmö Commission 2013:21)

The quotation indicates an awareness in the integration debate which in turn could suggest how they continue to tackle the negative trends with realistic understandings of the concept.

Malmö's commission presents the non-profit sector (here called the voluntary sector), together with the culture sector, as important in society in relation to both integration and trust. If I start with looking at how the non-profit sector is talked of, responsibility is placed on it to figure as a recurring complement to the public sector and its activities.

The culture sector and voluntary sector act as bonding cement – bonding the city together and affecting people's health, participation and sense of cohesion (Malmö Commission 2013:47)

In many situations the voluntary sector fulfils a role that the municipality or any other public body is unable to. Voluntary organisations often reach people who never come into contact with the municipality's decision-makers and/or administrations (Malmö Commission 2013:48)

The quotations indicate the positive effects of these sectors but also an expectation on the voluntary (and culture) sector to act as a bridge between the municipality and its residents. This is in line with how Wijkström outlines society into four spheres that act collaterally (2002a:6-7). The commission highlights the paradox of how the public sector have the responsibility but that non-profit actors often are the ones carrying it out due to different positions in society where they reach different groups and have different resources available (Kirkemann Boesen & Martin 2007 – Wijkström 2002). The quotations show how the non-profit sector can create a dialogue between groups, or at least function as a messenger, which is in line with sub-indicator 2.a) *Dialogue*. This, as presented below, is necessary for there to also be trust.

Strengthened trust is a sure way to achieve increased security, health and well-being in a society. Often there is a lack of meeting places and contact interfaces between different population groups which means that delusions about the other thrive, with associated feelings of alienation and insecurity (Malmö Commission 2013:47)

The voluntary sector also often has a capacity for social innovation that the municipality due to its lack of suitable structures cannot always take advantage of (Malmö Commission 2013:48)

In this [social capital], trust is seen as the central concept that arises through social participation which generates trust between the participants, which in turn creates shared values. The connection between the built environment and trust is mainly assumed to lie in the opportunities to stimulate social participation by creating meeting places of both a spontaneous and a planned nature (Malmö Commission 2013:74)

The first quotation indirectly talks of the dichotomy Us-Them and how lack of knowledge negatively strengthens this division. As mentioned in the section on Stockholm, prejudices substitute real knowledge when groups do not interact which in turn creates problems. In the second quotation, the voluntary sector is almost presented as the solution to this, further strengthened in the third quotation.

Meetings between groups, relating to sub-indicator *1.b) Participation in social relationships*, are necessary to achieve ontological security and trust within society. Shared values are mentioned as a part of gaining trust, relating to sub-indicator *2.b) Sharing narratives*. These are all signs of how the report concludes with the necessity of social integration for well-functioning social cohesion in society to be achieved.

With these factors stated, the commission concludes with recommendations, specifically two relating to the non-profit sector:

Strengthen the co-operation with the voluntary sector and take advantage of its potential to create social innovations (Malmö Commission 2013:115)

Create new forms of collaboration between the private and public sectors as well as the voluntary sector based on knowledge alliances, which can contribute to changing the relationship between economic growth and welfare (Malmö Commission 2013:134)

Just as Stockholm, Malmö's commission invites for new collaborations with the non-profit sector, both due to changed forms in society and changed group structures. The recommendations tie system and social integration together by acknowledging different actors' capabilities of providing to the overall societal development. However, specific indicators for them are not mentioned.

## 6.3 Municipality Budgets

The commissions for social sustainability came 2013 in Malmö and 2015 in Stockholm and therefore they have to different extents affected the municipality budgets between the years 2014-2017. Nevertheless, both commissions are

mentioned in the budgets and strategies are to be implemented due to results from the commission reports.

The analysis of the budgets will focus on social integration and how the non-profit sector is mentioned. In contrast to the commission analysis, the budgets are solely discussed separately in regards to municipality. All budgets are written in Swedish and therefore the quotations are my translations.

### 6.3.1 Stockholm's Budgets

The budgets from Stockholm's municipality are extensive and include sections for each administration. In these budgets, I focus on the introductions that present the overarching goals of the municipality, the sections on labour market, and the sections of the labour market administration.

Throughout the budgets, Stockholm emphasises the importance of labour and self-sufficiency for all residents' well-being, regardless of time spent in the city or country.

Through employment, Stockholmers become self-sufficient, but also receive a sense of belonging and security, friends, and possibilities for development and wealth (Stockholm Budget 2014:3)

An employment is the base for people's development, participation and self-sufficiency (Stockholm Budget 2015:9; Budget 2016:11; Budget 2017:12)

An employment is important for people's sense of belonging, development, and self-sufficiency. That people do not work is a waste of human resources and capabilities [...] Work is central for building a city that holds together (Stockholm Budget 2016:112)

In the first and second quotation they indicate that employment, and system integration, leads to improved social integration (particularly indicator *1.b) Participation in social relationships*). The third quotation also indicates this, but relates more to the importance of benefitting from each individual's competences in order to develop the municipality. This also relates more to system than social integration due to the emphasis on city development.

Even though labour is important for all, it is highlighted as a key factor for successfully becoming established in society, referring to newly arrived residents.

The road to self-sufficiency is crucial for the integration. In Stockholm there shall exist an individually adjusted introduction chain for newly arrived that quickly leads to self-sufficiency (Stockholm Budget 2014:11)

A person that comes to Stockholm from another country shall receive a fast introduction where the city cooperates with organisations and the labour market so that people learn a new language, a new culture, and finds a new employment (Stockholm Budget 2015:98-9)

Stockholm shall be a city that develops efforts so that newly arrived shall be able to establish themselves through accommodation, education, and employment. The goal is for newly established to get the opportunity to fully participate in society (Stockholm Budget 2017:5)

Both the first and the second quotations highlight system and civic integration, in relation to the municipalities' and the Public Employment Service's responsibilities regarding integration. The third quotation highlights system integration, but relates this to full participation in society which also relates to social integration (particularly indicator *1.b) Participation in social relationships*). However, I would say that all the quotations referring to the labour market place system integration in front of social integration, instead of seeing how they could complement each other. Social integration is seen as a result of system integration, an interrelation that is not in line with the understanding of integration in this study.

As a minor note, some sections and statements from the same political parties tend to reappear every year, where changes in the ways of expression can be noticed between 2014 (with the right-wing parties in majority) and the following years (with the left-wing parties in majority).

The reception of newly arrived should aim at integration, work, and participation (Stockholm Budget 2014:78, my underlining)

The reception of newly arrived should aim at equality, work, and participation (Stockholm Budget 2015:104; Budget 2016:108; Budget 2017:104, my underlining)

The quotations show an interesting change in the way “integration” is used, and replaced, by “equality”. It could be in line with the government's overarching integration policy goal and a way to broaden strategies to include all people, regardless of group belonging. However, that would indicate that the concept “integration” solely is used for matters concerning integration of people with a foreign background and/or ethnicity, which according to following quotations does not seem to be the case.

Already in the budget for 2014, a mentorship program (that became the VSOPP *Duo Stockholm*) is mentioned as an important new activity due to the voluntary aspects of it. This was a program run by the labour market administration where one established resident and one newly arrived resident were voluntarily matched based on interests and then met regularly.

Newly arrived's introduction to the language and the Swedish society is considerably facilitated if the civil society takes a larger responsibility. The labour market administration therefore receives 1 million SEK during 2014 to start a mentorship program where voluntary Stockholmers are matched with newly arrived (Stockholm Budget 2014:86)

The investment in the mentorship program, that started in 2014, is prolonged due to the positive results that have been achieved by the creation of an arena for contacts between newly arrived and established Stockholmers (Stockholm Budget 2015:104; Budget 2016:116)

The city shall participate in the establishing of the newly arrived's introduction plan and when necessary contribute with social interventions. The city's mentorship program is an important complement to this and will therefore become a permanent activity during this year (Stockholm Budget 2017:104)

The first quotations identifies how the municipality refers to the general public as the civil society and the wish to include them in integration activities for newly arrived residents. This is not mentioned as explicitly in any of the other budgets or documents. The decision to start this type of activity, run by public sector employees, in order to include all in integration activities can be a sign of how thoughts on integration as a mutual process also are implemented in practice. This is in line with the intentions of social integration and the results of making different groups in society meet voluntarily (Kinnvall & Nesbitt-Larking 2011:189-190). In regards to Figure 4, this mentorship program is in line with all indicators without including the non-profit sector.

The mentorship program became a VSOPP and is in turn today run by a non-profit organisation, however, this is not mentioned in any budget. VSOPPs in general are mentioned for the first time in the budget for 2017 where municipal guidelines for how to enter into VSOPP agreements are to be created during 2017 (Stockholm Budget 2017:30, 48). When writing this study, these guidelines are being finalised by the labour market administration (Rosbring 2017).

In the budgets, the civil society is mentioned as an important actor that enriches the city and reaches a broader range of groups in society.

An increased access to meeting places for the civil society requires an enhanced cooperation within the city. Councils and boards of directives should investigate how more meeting places can be established with a specific focus on citizen-run meeting places in socio-economically vulnerable areas according to analyses and suggestions of interventions from the Commission for a socially sustainable Stockholm (Stockholm Budget 2017:30)

According to the quotation, organisations can offer a sense of belonging and enhance cohesiveness in the city, which are both important factors for residents' ontological security (Stockholm Budget 2014:3, 11, 39; Stockholm Budget

2015:4; Stockholm Budget 2016:7; Stockholm Budget 2017:30). As discussed in the sections on the commissions for social sustainability, trust relates to social integration where an understanding Other enhances horizontal and vertical trust.

### 6.3.2 Malmö's Budgets

As mentioned in the material section, Malmö's organisational structure and budgets differ from Stockholm's and therefore the budgets for the municipality from 2014-2017 will be included in this section as well as the labour market-, upper secondary school-, and adult education administration budgets from 2015-2017. Even though two different types of budgets are analysed, they are still shorter and less descriptive than Stockholm's, making it more difficult to identify views on integration.

Just as Stockholm, Malmö's municipality highlights the importance of employment.

Work strengthens the individual, enhances the integration, and secures resources for the welfare. One of our most important goals is therefore to fight unemployment (Malmö Budget 2014:1)

City of Malmö shall, through cooperation with others, give those who are far from the labour market the best possible support to become self-sufficient (Malmö Budget 2015:11 – Malmö Budget 2016:13 – Malmö Budget 2017:7)

The first quotation shows how the municipality emphasises employment as a main factor for the social development, both for the individual and the city. This ties system and social integration together and relates to the central government's integration goal. However, the second quotation, which reappears in three budgets, gives no indication on how employment relates to integration. Instead, the budgets mention the importance of working as a complement to the Public Employment Service and its activities, as a way to reach overarching government goals (Malmö Budget 2014:18 – Malmö Budget 2016:14 – Malmö Budget 2017:8).

The municipality budgets are similar to each other and they tend to use the same sections and goals, for example in regards to becoming a more global and open city (Malmö Budget 2014:27 – Malmö Budget 2015:11,13 – Malmö Budget 2017:5,12).

A more significant variation can be noticed in the labour market-, upper secondary school-, and adult education administration budgets, especially for the budget for 2016. Due to the increased number of asylum seekers during autumn 2015, the budget for 2016 comes with a revised version to include updated numbers on people in need of extra resources for the following year.

The number of refugees that seek protection is larger than ever [...]. In the beginning of 2016, a revision of the budget due to new known facts is expected. The number of places in language introduction and SFI shall increase to match the current needs (Malmö Administration Budget 2016:3)

The substantially increased volumes of pupils within the introduction programmes strains the activities even more [...] The competence sufficiency of teachers in Swedish as second language is the biggest challenge (Malmö Administration 2016 Revised:4)

During 2016, specifically SFI and social orientation will be affected. This is taken into consideration in the committee budget 2016 by a change [of focus] from upper secondary school and adult education to Swedish for immigrants with 16 400 000 SEK (Malmö Administration Budget 2016 Revised:8)

The quotations relate more to upper secondary school and adult education than the labour market, but show the changed tone due to the autumn 2015 when many asylum seekers entered Sweden. The quotations reveal a sharpened tone regarding how the municipality, and especially this administration, should tackle the increased number of asylum seekers. While the other budgets include several areas, the budgets for 2016 focuses almost only on this and it is obvious that original budget plans had to be extensively revised due to the refugee situation. While factors of social integration are hard to isolate in this, it entails a change in the view on integration meaning a recognition of the demand in resources it requires. However, there is no mentioning of non-profit sector activities here, where these could have been a strategy for how to work with the increase in asylum seekers. The lack of mentioning of voluntary activities and meetings between newly arrived and established residents makes indicators for social integration either less present or non-existent in this. Nevertheless, the non-profit sector is mentioned in other sections of the budgets, developed below.

Compared to Stockholm, VSOPPs are mentioned one year earlier in Malmö, in 2016, as well as in the following year, 2017.

During the year, we shall develop cooperation between the City of Malmö and the voluntary sector according to the recommendations of the Malmö Commission. This we will do by investigating the possibility to enter into a Voluntary Sector Organisation Public Partnership [VSOPP] with a social orientation (Malmö Budget 2016:21)

With take-off point in the VSOPPs that the labour market-, upper secondary school-, and adult education administration has entered into with the voluntary sector, potential knowledge alliances are developed (Malmö Administration Budget 2016:6)

Cooperation with the voluntary sector shall be developed and prioritised. VSOPPs and other knowledge alliances are developed during the year [...] (Malmö Administration Budget 2017:21)

The quotations reveal a wish to develop cooperation with the non-profit sector and investigate the VSOPP-format. This was done by the labour market-, upper secondary school-, and adult education administration through a report on how they could enter into this type of partnership with organisations they already had a dialogue with (Määttä Lagerlöf 2017). As shows in the second and third quotations, rather than the goals of VSOPPs, the possibilities they create for knowledge exchange between sectors is highlighted. This means that the municipality does not explicitly tie the non-profit sector to the integration question in regards to VSOPPs. These organisations' possibilities to enhance social integration as a complement to the municipality's system and civic integration is therefore not actively benefitted from. Again, it becomes hard to then relate to the indicators for social integration. Indicator 1: *Voluntary interaction* is most likely an underpinning thought since this is a vital part of the voluntary sector, but indicator 2: *Situation of Self and Other* is not applicable in the same way.

An important note on this is however how Määttä Lagerlöf tells that the directives concerning VSOPP agreements did not include aspects of integration and therefore this is a reason for why matters of integration are not as highlighted when talking of VSOPPs in Malmö as they are in Stockholm. This will be further developed in the sections specifically on VSOPPs below (Määttä Lagerlöf 2017).

## 6.4 VSOPP Agreements

The commissions for social sustainability present the struggles the municipalities face as well as some recommendations on how to tackle them. The budgets turn this into actual goals for every year, where VSOPPs have become one way of increasing cooperation with the non-profit sector. As will be presented below, the labour market administrations have focused on different aspects of the possibilities for VSOPPs. The analysis of the VSOPPs is based on the agreements as well as interviews with municipality administration staff. This material is in Swedish and therefore quotations are my translations. At times, the VSOPPs and their activities are referred to as “projects” or “programs”, however, these terms in this case refer to the partnerships.

### 6.4.1 Stockholm's VSOPP Agreements

All three VSOPP agreements at the labour market administration in Stockholm have been written by the same person and therefore they follow the same structure and have sections that apply for all. One example of this is the definition of integration as “a mutual process within all citizens of the society” (VSOPP Agreement 1:2 – VSOPP Agreement 2:4 – VSOPP Agreement 3:5 – Rosbring 2017). The municipality has four overarching goals where the VSOPPs are related to the first, “A Stockholm that keeps together” (VSOPP Agreement 1:4 – VSOPP Agreement 2:3 – VSOPP Agreement 3:4). All agreements are permanent in the



sense that if no party in the agreement decides to terminate, it will be prolonged continuously.

The reason to initiate their first VSOPP agreement in 2015 was a so called peer reviewing that the non-profit organisation IM Individuell Människohjälp (IM Swedish Development Partner) (IM) had to do with another actor that had an activity similar to their's. This was done with the labour market administration and its mentorship program, and consequently the two decided to merge their activities into the VSOPP *Duo Stockholm*. This was also the starting-point for the VSOPPs that followed (Rosbring 2017 – VSOPP Agreement 1, Appendix 1:1).

#### 6.4.1.1 IM's *Duo Stockholm*

IM is a non-profit organisation that in Sweden works with mutual integration. As mentioned, *Duo Stockholm* was created in 2015 and is a matching activity. The project matches one new and one established Swedish resident with each other, based on sex, age, and interest among others. The couple then meets twice a month during at least six months. Depending on interests, they can, for example, do sports, go shopping, and visit museums. There are also group activities organised for all the couples to join. The aim is for the individuals to learn from each other, whether it be about Sweden or any other country or topic, and the idea is based on reciprocity between the participants. The project wants to contribute to increased understanding for other people and an open society. To participate is voluntary and open for all above 18 with a Swedish residence permit (IM 2016).

In the VSOPP agreement, the aims and purposes of the partnership and its activities are stated.

The parties, City of Stockholm and IM, have as a goal for the mutual activity to establish Duo Stockholm as a tool for meetings between new and established Stockholmers by using the good experiences from the previous respective activities (VSOPP Agreement 1:2)

It is about a voluntary, social contact where both [participants] have an interest of meeting each other (VSOPP Agreement 1:2)

The city's role and responsibility is based on the law and on assignments given by the city council and committee. IM pursues their activities based on their value-system. The parties have equal influence on the activity (VSOPP Agreement 1:3)

The first quotation highlights the parties' different experiences as a way to develop their work to create meetings between established and newly arrived residents. The agreement contains short descriptions of the former two activities, stating how they have created opportunities for people to learn from each other by sharing experiences (VSOPP Agreement 1:1), something that builds on indicator 2: *Situation of Self and Other*. The second quotation relates to social integration, but especially indicator 1: *Voluntary interaction*.

The third quotation presents the different roles of the parties, indicating how the municipality is bound by law and the organisation by their ideology. This is a key factor in the structure of a VSOPP as well as of the non-profit sector (Wijkström 2002:9), acknowledging the parties' different capabilities to contribute to the overall integration.

Rosbring, when asked about how this relates to the labour market integration, answered:

Meetings do not always have to be expressively about a job. Like Duo Stockholm, you get to meet a person because you have the same interest. It does not have to be because you are both accountants, but because you both like to sing in a choir. However, we then see that through these meetings [newly arrived] people develop their language and get knowledge about the labour market. This [established] person might know someone that knows someone that can offer an internship (Rosbring 2017)

Rosbring relates the labour market to the voluntary act of meeting other people in a way that also demonstrates the different capabilities of the non-profit sector and the municipality. Additionally, she talks of the different perspectives the parties have and that by combining them, both can learn from each other (Rosbring 2017). In a way, this shows how the administration is seeing how different activities within integration play a part and when combined, better results can be achieved. This line of thought does however not originate from the creation of the VSOPP, but has rather developed with time as changed societal structures have affected also the work of the public sector (Rosbring 2017). This would indicate the administration's awareness of the importance of combining system, civic and social integration.

#### 6.4.1.2 IB's *Medprat*

Internationella Bekantskaper (International Acquaintances in English) (henceforth IB) is an organisation that works with Swedish communication between established and newly arrived residents. The project *Medprat* works with "medpratare", roughly translated into "with-talkers", which are persons that participate during different Swedish courses such as SFI or other forums where Swedish is taught to people with other native languages. They are there to offer support for participants so that the participants receive more talking-time to practice Swedish. IB motivates this project by saying that in larger classes it can be hard to get time to talk with someone who has Swedish as their native language or knows it very well, and this is why the "with-talker" is a valuable resource both for participants and teachers (IB 2015).

In the VSOPP agreement, the aims and purposes of the partnership and its activities are stated.

The parties, City of Stockholm and the organisation IB, have as overarching goal for the partnership to work together to enhance the integration and brake segregation (VSOPP Agreement 2:2)

Communication training gives the participants a chance to articulate themselves in Swedish and creates motivation and courage for them to participate in conversations (VSOPP Agreement 2:2)

The parties wish to create and develop meeting places for students that study Swedish For Immigrants (SFI) (...) and established Stockholmers, something that today to great extent is missing naturally (VSOPP Agreement 2:2)

The first quotation talks of integration as an overarching concept which could indicate an inclusion of all the integration strands. However, the following two quotations are more in line with social integration. The second one relates to sub-indicator 2.a) *Dialogue* by mentioning participation in conversations, and the third one relates to both indicators by mentioning meetings between established and newly arrived residents. However, even though *Medprat* aims at creating mutual meeting places, there is a difference between the volunteer and the participant compared to the participants in *Duo Stockholm*. It is more of a complement to SFI to speed up the students' learning processes (VSOPP Agreement 2:2). This would make the project a complement to the public sector's work with system and civic integration rather than only working with social integration.

On the other side, the "with-talker" is there voluntarily which means there is a different relationship between them and the students, compared to the student-teacher relation. This in turn affects the conversation, likely making it into a voluntary meeting. This is consistent with indicator 1: *Voluntary interaction*, at least regarding the established group. The newly arrived have other incentives for being at SFI, however, talking to the "with-talker" could also be seen as a voluntary act.

Additionally, the topics which are discussed are chosen by the participants, which contributes to making the conversation informal as well as a way to share narratives. This is in line with indicator 2: *Situation of Self and Other*, and its sub-indicators 2.a) *Dialogue* and 2.b) *Sharing narratives*.

*Medprat* was a running activity and already had an agreement concerning financial aid from the labour market administration before a VSOPP-agreement became relevant. Rather than the administration then realising a need for a complement to the SFI courses, one can assume they had seen the positive outcomes of this activity and wanted to develop it. This indicates an awareness of social integration and the benefits of developing it. Rosbring does not recall who suggested to turn their collaboration into a VSOPP, however, it happened shortly after *Duo Stockholm* (Rosbring 2017).

#### 6.4.1.3 IB's *Svenska med baby*

*Svenska med baby*, also run by IB, consists of groups all over Sweden where parents meet with their children to talk and play together. It targets those who are on parental leave and thereby often become excluded from activities that aim at enhancing integration into both society and the state systems. Both established and newly arrived parents are welcome, creating an arena where small children are the common denominator, rather than background or career. The aim is for parents and children to meet although they might live in different city areas or come from different countries (Svenska med baby 2016).

In the VSOPP agreement, the aims and purposes of the partnership and its activities are stated.

The foundation of the meetings are mutuality. Everyone who participate in Svenska med baby's activity are there to learn from each other and gain new perspectives and networks (VSOPP Agreement 3:2)

For many new Swedes it is also a unique chance to practice Swedish, learn more about the Swedish society and build new networks, in order to faster get into the society and out on the labour market (VSOPP Agreement 3:2-3)

The meetings at Svenska med baby can work as an arena to reach out with information about what the labour market administration's different activities have to offer in to facilitate and assist the entry to the labour market or to studies after parental leave (VSOPP Agreement 3:3)

The first quotation refers to the importance of interaction between groups and what people can learn from each other, coherent with the indicators for social integration. The second and third quotations are more in line with system and civic integration and how *Svenska med baby* can complement the administration activities.

People can experience exclusion during their parental leave if they lack social networks during this period. It can also become a problem if a newly arrived resident is slowed down in the introduction program due to parental leave and then never manages to catch up. The project has been successful in tackling this and therefore manages to fill a gap the administration has had. *Svenska med baby* helps the administration reach those that due to parental leave otherwise miss out on SFI or other activities related to labour market integration. This shows the benefits of combining social, system and civic integration.

All participants are there voluntarily and apart from a leader that organises the meetings, there is no difference between newly arrived and established participants (Rosbring 2017). Therefore, all indicators for social integration are present in this project.

Similar to *Medprat*, *Svenska med baby* was also a running activity when the VSOPP agreement was signed, previously receiving financial aid from the administration.

#### 6.4.1.3 Discussion on the VSOPPs in Stockholm

Throughout the interview, Rosbring mentioned the wish to include the established residents in integration activities and when asked about the view on integration and if she thinks these activities has changed it, said:

[...] many established people have changed their way of thinking [...] and they realise that integration is not about one person taking care of another and make them into “a Swede”. But rather that now we are all here together and it is fun and if there is a problem when it is hard to understand each other, how do we solve it? Well yes, by meeting and talking and creating a deeper understanding for everyone (Rosbring 2017)

She stressed the importance of seeing participation in integration activities as a voluntary meeting with new people, rather than portraying Self as someone that needs to help the Other. This, she said, could strengthen the dichotomy Us-Them, which is something they work against. This is partly in line with the central government’s integration policy goal, where newly arrived residents have been targeted but the activities include all residents equally. Her line of thought is also very coherent with theory on Us-Them as well as the indicators for social integration, particularly indicator 2: *Situation of Self and Other*.

Activities by the municipality have traditionally only been for the most vulnerable groups, in this case the newly arrived residents, and therefore the established residents have seldom participated. By having activities with non-profit organisations who work with social integration, also the administration has managed to reach out to the entire population in regards to this question. In the long run, the administration has seen that this is positive since everyone is a part of the system, whether it be the labour market or any other place.

With regards to integration as a concept, Rosbring has experienced that the reciprocity they promote in the VSOPPs has started to become a common underpinning within the administration’s work with integration. This might be due to personal factors where she herself has affected her colleagues in this direction (Rosbring 2017) and even though Rosbring’s experience from the office climate is positive it does not directly show in, for example, budgets although the VSOPP agreements now have been in place for a few years.

A cooperation between the VSOPPs is not explicit, but Rosbring mentioned how the three projects have been able to support and complement each other.

For example in Duo Stockholm we had participants that were going on parental leave and therefore would not participate in SFI, and then it was great to be able to say that

Svenska med baby exists [...] And that people at Swedish with baby maybe want to meet a friend more regularly and then you can recommend Duo [Stockholm] (Rosbring 2017)

The quotation shows further benefits both each VSOPP and the municipality can have by working in this way. Networks exist between the Public Employment Service and the administration activities, but if the VSOPPs are integrated in this and their networks used to a greater extent, system, civic and social integration together enhances possibilities for the overarching integration. This could be connected to the Agreement within the integration area (2010) which is mentioned in the VSOPPs as an underlying document. However, Rosbring admits that this document has been a way to strengthen the VSOPP arguments, rather than as a key source when entering into the VSOPP agreements (Rosbring 2017).

## 6.4.2 Malmö's VSOPP Agreements

Based on the selection criteria for this study, two out of six VSOPPs that Malmö's labour market-, upper secondary school-, and adult education administration have are related to labour market integration of adults with a foreign background. The people included in these VSOPPs are not necessarily newly arrived according to the Public Employment Service definition, but have for different reasons not been able to enter the labour market. Both VSOPPs target immigrant women and are therefore more specific in their aims compared to Stockholm. Their agreements, compared to Stockholm, are shorter and do not include a definition of integration, probably because integration is not one of the purposes of the VSOPPs although the non-profit organisations work with it in their activities.

### 6.4.2.1 Yalla Trappan's *Y-allas väg till arbete*

Yalla Trappan is a social corporation that works to assist immigrant women to into the labour market. By looking at what competences these women had, often women with little or no educational background, they have developed projects within catering, cleaning and sewing where participants learn Swedish, learn about the Swedish labour market, and get a work. Through the internship program *Y-allas väg till arbete* they prepare women for the Swedish labour market as well as employ some of the women themselves as their own business is growing. The method has been successful and developed both in Malmö and in other parts of Sweden (Yalla Trappan nd.a). Among other things, they have a collaboration with the furnishing store IKEA where employees from Yalla Trappan do sewing at the Malmö store and they have a restaurant and catering firm (Yalla Trappan nd.b).

In the VSOPP agreement, the aims and purposes of the partnership and its activities are stated.

The purpose with the partnership is to give unemployed women in Malmö labour market interventions that lead to self-sufficiency (VSOPP Agreement 4:4)

In Y-allas väg till arbete, women from Yalla Trappan are supervisors, co-workers and role models, women that have done the journey themselves from sick-leave and unemployment to active participation in society (VSOPP Agreement 4:5)

The aim is that 80 percent of the participants that finish the program are ready to move on to either studies or work, and that all participants that finish the program have:

- an increased will and a capability to be an active citizen of society, and
- stand closer to the labour market (VSOPP Agreement 4:5)

Compared to the VSOPPs looked at in Stockholm, this program does not create meeting places between established and newly arrived residents as explicitly. Instead it focuses on one group and the members within it, and on how they can assist each other by themselves having been a part of the process. This means that the type of interactions they create meeting places for does not directly create dialogue between groups in society, depending on who is considered as an established Swedish resident. The indicators for social integration therefore do not directly match, although there is dialogue and possibilities to situate self within the own group (referring to indicator 2 with sub-indicators).

The women this project involves are not a part of the introduction plan at the Public Employment Service (VSOPP Agreement 4:4) or JobbMalmö (Yalla Trappan nd.c), which makes it possible to see this program as a complement to the public sector's activities, where the administration struggles to reach this group. Nevertheless, during the project period, the participants have constant dialogue with the Public Employment Service so their case workers there can include the participants' improvements from being a part of Yalla Trappan. This can for example be the type of work they apply for or to include new competences they have acquired (Määttä Lagerlöf 2017). The Public Employment Service's involvement enhances the chances of successful outcomes and builds bridges between the participants and the public sector. This is in line with how the Malmö's commission for social sustainability spoke of the non-profit sector and it ties system, civic and social integration together.

The current agreement expires by the end of 2017 but renegotiations have been initiated and the aim is to prolong the agreement for another year (Määttä Lagerlöf 2017). This strengthens arguments about the positive effects of the VSOPP since resources are spent on prolonging the partnership.

#### 6.4.2.2 IKF Malmö's *Mentorskap för ökad sysselsättning*

Internationella Kvinnoföreningen (The Organisation for International Women) in Malmö (IKF Malmö) is for women of all nationalities and organises for example seminars and mentorship programs to promote diversity, mutual integration, and women's self-employment. The activity included in the VSOPP with Malmö's

municipality is the *Mentorskap för ökad sysselsättning* (at times *Mentorskap för anställning*) which translates to “Mentorship for increased occupation”. It is a mentorship program for women who have an academic background and/or vocational training, but lack experience from the Swedish labour market and therefore have struggled to acquire employment. The mentors are working with what the participants have training in and can therefore help the participants get experience. Just as Yalla Trappan, this VSOPP is quite similar to internship programs that the municipality and the Public Employment Service already organise, however, here it is to a further degree adapted to the target group.

In the VSOPP agreement, the aims and purposes of the partnership and its activities are stated.

The purpose with *Mentorskap för anställning* is to, with mentorship as method and internship at the mentor’s work place as tool, work to decrease unemployment among immigrant women with academic background/vocational education (VSOPP Agreement 5:4)

This project creates bonds between established and non-established women with academic background or vocational education. It is similar to Yalla Trappan since it creates meetings within a group where individuals have taken different numbers of steps in the integration process (Määttä Lagerlöf 2017). Additionally, goals of the agreement include that the participants receive a broader network and that they increase their self-esteem (VSOPP Agreement 5:5).

The mentors participate voluntarily and are not paid (Määttä Lagerlöf) which corresponds with social integration, specifically indicator 1: *Voluntary interaction*. However, only one sentence in the agreement mentions the benefits for the mentors that assist the participants.

The involved mentors are expected to also achieve cultural competence that can lead to changed attitudes and employment patterns within the business world” (VSOPP Agreement 5:4)

This sentence is most likely formulated by IKF Malmö since it reappears in the appendix with the organisation’s project description (VSOPP Agreement 5, Appendix 1:1). Moreover, Määttä Lagerlöf did not have a comment on it, indicating that it is not within the administration’s focus to further develop the role of those considered to belong to the established group. This is however understandable since these mentors already are employed and therefore have fulfilled the administration’s goal of employment for more residents in Malmö. Instead, it enhances the voluntary aspects and the mentor’s will to assist since the outcomes for them are, on paper, fewer than for the participants.

The current agreement was to expire in summer 2017 but renegotiations have been made and it will continue for another year (Määttä Lagerlöf 2017). Just as



for Yalla Trappan, this supports arguments for the positive effects of this type of partnership, and strengthens the bridge between civil society and the public sector.

#### 6.4.2.3 Discussion on the VSOPPs in Malmö

Malmö's labour market-, upper secondary school-, and adult education administration's view on their VSOPPs differs from Stockholm's, probably due to the entire approach to VSOPPs. While Rosbring had thought much about the meaning of integration, Määttä Lagerlöf had experienced that they decreasingly talk of the term and rather focus on the activities and their aims (Rosbring 2017; Määttä Lagerlöf 2017). This is noticed in the VSOPP agreements since they are aimed at complementing the administration's goal of getting more people into the labour market (or education), although with other means than the municipality.

Määttä Lagerlöf highlighted, in both VSOPP agreements, the positive effects of having mentors with personal experiences similar to the ones the participants have.

[...] it is easier for them to also inspire, to be mentors, because they have done the same journey and shows that it is possible, and that is the case for both Yalla Trappan and IKF [Malmö] (Määttä Lagerlöf 2017)

The mentors' knowledge of both sides, being a newly arrived and becoming an established, has worked as a bridge between the groups and the participants have responded positively to this. It can work encouraging and help to reach the agreements goals of empowerment and increased self-esteem (Määttä Lagerlöf 2017). This is partly in line with sub-indicator 2.b) *Sharing narratives*, since the mentors share their experiences of entering the Swedish labour market. These stories might rather be of a system character than of social, but still involve personal aspects, relating to social integration.

Since it was a political decision to investigate the possibilities to increase cooperation with civil society, the VSOPPs were based on relations that the administration already had with organisations. Määttä Lagerlöf does not think that the VSOPP structure works for all collaborations, and that certain organisations do not have the capabilities necessary to take part in such an agreement, for example due to financial reasons (Määttä Lagerlöf 2017).

When Määttä Lagerlöf talks of the partnerships she does so dealing with them all in a group. She also says that the administration's role is to facilitate for the organisations to succeed in their goals. The administration has actively tried to adjust so that different types of organisations can be a part of a VSOPP agreement, regardless of size, amount of staff, and financial status, since different strategies have proven to reach a broader group within society when combined. Just as in Stockholm, Määttä Lagerlöf mentioned the importance of these organisations being able to reach groups in the city that the municipality are

interested in but have struggled with reaching (in line with Wijkström 2002) (Määttä Lagerlöf 2017).

It is difficult to evaluate the view on integration since, according to Määttä Lagerlöf's experiences, the administration does not actively talk of the term. Aspects of integration are not in focus in the VSOPP agreements, but instead goals of full time occupation (either work or education) which are in line with the aims of the administration, the Public Employment Service, and the central government. Social relations seem to be viewed as outside the administration's scope of work, but are then partly covered by the non-profit organisations' value-systems and activity aims. If the organisations then work with social integration, the VSOPPs can work as connecting system, civic and social integration together.

## 6.5 Summary of Analysis

After analysing the reports from the commissions on social sustainability, municipality budgets, VSOPP agreements, and interviews with staff in both cities, some remarks can be made in a comparison. I have done this based on the indicators from Figure 4: Social integration. Below, this figure is posted again as a reminder.



Figure 4: Social integration

Before discussing each indicator, I want to highlight a recurring theme. This concerns whether system integration is seen as dependent on social integration or the other way around. According to theory, they are interdependent but since the views on integration vary between the actors it at times seems as if they present a causal relationship between the two. This matters when looking at how municipality administrations understand integration and if they take social integration into account in their own activities as well as in the partnerships they have with non-profit organisations. In Malmö it seems as if they see system integration as their main tool for achieving employment for all residents, regardless of background. Social integration in their VSOPPs then become secondary aspects of the partnership activities. In Stockholm, VSOPPs have been used as a way to further develop activities that create meetings between established and newly arrived residents, making social integration more of a central focus point.

## 6.5.1 Indicator 1: *Voluntary interaction*

### 6.5.1.1 Sub-indicator 1.a) *Context based on voluntarism*

A key factor for organisations in the voluntary sector is having volunteers as part of their activities and the arenas they create are voluntary. Both cities' commissions highlight how non-profit organisations function differently from the public sector and how this is beneficial for the overall achievements. Also the budgets mention this and the indicator 1.a) *Context based on voluntarism* is clearly a part in all VSOPP agreements in both cities. However, Stockholm, by running the mentorship program themselves before cooperating with IM via *Duo Stockholm*, has to a greater extent included this in their administration activities, compared to Malmö. Also, by realising their own need of an activity that includes both newly arrived and established residents, shows how Stockholm's view on integration is different than Malmö's, at least in regards to VSOPPs.

### 6.5.1.2 Sub-indicator 1.b) *Participation in social relationships*

In both commissions and budgets, employment is highlighted as a major factor for becoming part of society, meaning integration. Sometimes this is presented as a factor for increasing social participation in society, other times as a complement to this. The VSOPPs identify how social integration activities could promote system integration, meaning that social relationships can be a factor for achieving employment. In Stockholm, *Duo Stockholm* and *Svenska med baby* are clear examples of how they promote social integration through participation in social relationships. *Medprat* does so as well, but where there is a learning aspect in line with SFI and civic integration.

Malmö's VSOPPs work with mentorship methods where social aspects are included, but there are other purposes with the mentor-participant relation. *Y-allas väg till arbete* wants to strengthen the women that have not managed to enter the labour market by valuing the skills they already have and by them meeting each other and learning from those that have done the same journey. *Mentorskap för ökad sysselsättning* focuses on those with an academic background but need to learn and adapt to the Swedish context and can do so by having a mentor working with what they have competencies in. Therefore, even though social relationships most likely take place, the main goal leans more towards system and civic integration. Since integration is not a directive for the VSOPPs, this is expected.

## 6.5.2 Indicator 2: *Situation of Self and Other*

### 6.5.2.1 Sub-indicator 2.a) *Dialogue*

The commissions early identify increased segregation based on ethnicity as problematic with several negative consequences. A lack of this indicator, 2.a) *Dialogue*, is one of the reasons for why these commissions were founded. Commissions and budgets identify the need for meeting places where both the culture- and non-profit sectors are seen as important for this. I argue that these are

underpinning arguments, among others, for why all VSOPPs are based on communication between participants, mentors and volunteers, although in different manners. All VSOPPs in some way create dialogue between the established and the newly arrived residents in a way that administration activities, excluding Stockholm's mentorship program, have not previously done.

#### 6.5.2.2 Sub-indicator 2.b) *Sharing narratives*

While dialogue can mean any type of communication, sharing narratives includes the individual's own stories and experiences. Just as mentioned above, *Duo Stockholm* and *Svenska med baby* is focused on the dialogue between established and newly arrived residents based on their personal interests and therefore also they to a great extent include aspects of 2.b) *Sharing narratives*. For *Medprat* it depends on the topics discussed and could be more about societal structures than about personal experiences, even though social topics probably are included.

In Malmö, it is about sharing narratives regarding the individual's experience of entering the Swedish labour market as well as society. However, it is hard to state what is actually shared in regards to the individuals' personal stories apart from the labour market. One can assume that relations that arise between participants and mentors are based on trust. This in turn would say that they also confide in each other and share experiences to promote the other's sense of empowerment and confidence. In *Y-allas väg till arbete*, women in similar situations assist each other in their development. So also in *Mentorskap för ökad sysselsättning*, but where they share academic backgrounds or vocational training.

#### 6.5.3 Trust and Ontological Security

While I made ontological security an underpinning factor for social integration's indicators, it is highlighted in both commissions for social sustainability. Trust in the state institutions is essential for the public sector to function, and one way to reach this is to also increase the sense of trust that people feel within and between groups in society. This is hindered when people do not meet, which is also mentioned as a factor for why there is a need for an increased amount of voluntary meeting places between groups. The VSOPPs in Stockholm have become a way for the administration to include the majoritised established group in the integration question, where the VSOPPs in Malmö target specific minoritised groups that have struggled with entering the labour market. However, also in Malmö the established group is partly included via the mentors.

Trust is not as explicitly related to social integration in the VSOPP agreements as they are in the commissions for social sustainability. Nevertheless, the VSOPP activities build relations between people, both within between groups. These relations, and the communication that takes place, in turn enhances ontological security. The commissions therefore present trust as an important factor where the VSOPPs have actual activities that in the long run can enhance it, both vertically and horizontally.

## 7 Conclusion

The increased migration to Sweden from different parts of the world, and particularly war-torn ones, has set pressure on the public sector's institutions that work with including these people into Swedish society. While the main responsibility lies with governmental units, the non-profit sector has contributed immensely. The public sector and the non-profit sector in Sweden have for long had a close relationship and so also within the question of integration. However, integration can be understood differently where the former generally works only with system and civic integration and the latter mainly with social integration. When the two actors cooperate, their experiences, resources and methods can be combined, for example through partnerships such as VSOPPs.

The research question for this thesis is: *How have VSOPP agreements within social integration influenced the labour market administrations' views on integration in Stockholm's and Malmö's municipalities?*

By looking at the municipalities' commissions for social sustainability, budgets and their labour market administration's VSOPP agreements, as well as conducting interviews with administration staff, I have with the help of indicators for social integration outlined the administrations' views on integration and how they work with integration activities in their VSOPPs.

The municipalities' baseline, identified through the reports from the commissions for social sustainability, show many similarities in regards to increased challenges with segregation based on ethnicity. In both cities, the non-profit sector is mentioned as an actor that can build bridges between people as well as between residents and institutions, and as an actor that can reach groups that the public sector struggles to reach. However, the view on VSOPP agreements differ between the labour market administrations, and therefore so does also the view on integration.

In the case of Stockholm, they already had a mentorship program in line with the indicators for social integration when their first VSOPP was entered into. Without a non-profit organisation, the administration created an activity based on voluntary participation of both established and newly arrived residents. This was further developed in their first VSOPP agreement with IM, *Duo Stockholm*, and then also in the two following ones with IB, *Medprat* and *Svenska med baby*. However, an important outcome is how the administration through these activities has been able to a further degree include the established group, and not only those considered as newly arrived. Integration understood as a mutual process that includes all residents is closely linked to the theoretical understanding of

integration. This mutually has been implemented in the VSOPPs, indicating how this type of partnership has influenced both their approach to integration and their activities.

In the case of Malmö, integration activities were never in focus when entering the VSOPP agreements, however, the activities have included both established and newly arrived residents to some extent. This indicates an influence on integration activities towards social integration and therefore also an influence on the view on integration. The main focus continues to be full-time occupation for all and the approach to integration has not been influenced significantly. Nevertheless, the positive outcomes of working with mentorship in the two VSOPPs, Yalla Trappan's *Y-allas väg till arbete* and IKF Malmö's *Mentorskap för ökad sysselsättning*, have been highlighted and since the agreements have been prolonged, this is understood as an acknowledgement of how all integration strands are important.

The VSOPP agreements in both cities have included established residents in the integration activities which creates meetings between groups in society in an explicit way, in line with social integration. Even if this is done differently at the administrations, the VSOPP agreements have been prolonged, indicating that their positive outcomes are noticed. The outcomes might not be highlighted in regards to integration, however, implicitly this influences their integration activities. The level of influence is dependent on the approach to VSOPPs and if integration is included in their aim. However, even though VSOPPs are not entered into due to integration reasons, they in the long run influence municipalities' view on integration.

## 7.1 For Further Research

Previous research in Sweden on VSOPP agreements have mainly focused on specific VSOPP agreements and on how these affect the non-profit sector. This study is based in the public sector's perspective and I argue that this should be further researched. This thesis constitutes a good baseline which can now be built on in order to achieve more generalizable results on how Swedish municipalities are adapting to different non-state actors in society in regards to integration. For example through a quantitative study on all municipalities. It would also be interesting to do research on further reasons for why a municipality enters a VSOPP agreement, apart from integration.

This study did not include trust as an indicator of its own for social integration. However, since trust and ontological security are central for the outcomes of integration activities, this should further be developed in a study of its own.

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# Appendix: Intervjuguide

## **Tillvägagångssätt**

Inte anonyma om inte så önskas

Spela in alla intervjuer för att sedan transkribera svaren

Genomföra intervjuerna på svenska, översätta till engelska vid behov

Genomföra alla intervjuer ansikte mot ansikte. Komplettera svar via telefon och/eller mail

Stycken där intervjusvar används kommer att skickas till berörd för godkännande

## **Forskningsfråga:**

How have VSOPP agreements within social integration influenced the labour market administrations' views on integration in Stockholm's and Malmö's municipalities?

## **Frågor**

Inledande frågor

- Vad heter du?
- Vad jobbar du som?
- Vilket ansvar har du gällande IOP-frågor?

Integration

- Vilket ansvar har din enhet för integrationsfrågor i kommunen?
  - Vilket ansvar har ni inte?
- Vilken definition av integration arbetar ni utifrån?
  - Hur förstås integration? Integrationens mål? Medel för att nå målet?
- Hur har synen på integration förändrats under de senaste åren? Vad tror du det beror på?
- Skiljer sig integrationsfrågan från andra gällande social inkludering?

Samverkan

- Hur samarbetar ni med Arbetsförmedlingen?
- Vilket resultat förväntas era insatser ge? Tillsammans med arbetsförmedlingen?
- Hur samarbetar ni med civilsamhällesaktörer?

IOP inom integrationsområdet

- Vilka IOPs har ni? Pågår processer för fler IOPn?
- Vem var den drivande kraften i att skriva avtalen?
- Varför/varför inte är arbetsförmedlingen med i samarbetet?
- Vilka resultat förväntas IOPna ge?
- Hur påverkar IOP de verksamheter inom integration som ni redan bedriver?
- Har IOP inom integrationsområdet påverkat er syn på integration? Hur?