

Report from
EMN Sweden
2015:3

**Integration of beneficiaries
of international/
humanitarian protection
into the labour market:
policies and good practices
- Sweden**



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Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices

Report from EMN Sweden 2015:3
© Migrationsverket (Swedish Migration Agency), 2016
Editor: Jonas Hols • E-mail: jonas.hols@migrationsverket.se
Diarienummer 2.2.1-2014-49250
This publication can be downloaded from www.emnsweden.se
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Disclaimer: This publication was produced by the Swedish National Contact Point of the European Migration Network (EMN) for public dissemination within Sweden and abroad. It is based on the Swedish contribution to the EMN focused study "Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices", which was carried out within the framework of the EMN work programme for 2015. The original contribution had the format of a detailed questionnaire. Since this was not considered to be user-friendly it was decided to develop a more reader-friendly format. This version is also somewhat updated with regard to aspects of relevance for the situation in Sweden. The original version of the Swedish contribution to the EMN study can be obtained from the Swedish National Contact Point of the EMN upon request.

Summary

This report, which represents the Swedish contribution to the European Migration Network (EMN) study "Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices", looks into the Swedish policies (rules) and practices regarding the integration into the labour market of refugees and those found in need of subsidiary and humanitarian protection. According to the specifications of the study these three categories make up beneficiaries of international/humanitarian protection.¹ Thus, the study essentially focuses on the categories of immigrants covered by the Act on establishment activities for certain new arrivals ("The Introduction Act", i.e. "Etableringslagen"). In Sweden, beneficiaries of international/humanitarian protection are often referred to as new arrivals (newly arrived migrants/immigrants), i.e. "nyanlända". In this study, these terms are used synonymously.

An important and long standing basic feature of labour market integration policies in Sweden is that rights and entitlements are uniform to all residents. This means that the immigration status of a person is generally not a criterion for their access to the labour market and/or labour-market related support measures. The 2016 Budget Bill states that the goal of Sweden's integration policy is equal rights, obligations and possibilities for all, regardless of ethnic and cultural background. Activities and measures are to contribute to conditions for, inter alia, beneficiaries of international protection and their families to establish themselves in society and the working life. At first hand, the goal of integration policy is to be achieved by general measures, but it is recognised that these need to be complemented by targeted measures.² Broadly speaking the bulk of the policy measures, rights and entitlements are in principle equally accessible to all resident nationals, EEA- and Swiss nationals and third country nationals.

The most recent major overhaul of Sweden's labour market integration policies, with particular focus on beneficiaries of international/humanitarian protection, came with the Act on establishment activities for certain new arrivals ("The Introduction Act") in 2010. The political driving force behind the 2010 reform was to accelerate and improve labour market integration among newly arrived immigrants and create a uniform nationwide system. The reform meant that the co-ordinating responsibility for the introduction of beneficiaries of international/humanitarian protection was moved

¹ In Swedish legislation subsidiary protection encompasses both "alternativt skyddsbehövande" and "skyddsbehövande i övrigt", the latter is a national protection status set to be abolished following the new policy measures announced by the Government in November 2015. Humanitarian protection in the Swedish context refers to the national provision of particularly distressing circumstances, i.e. "synnerligen ömmande omständigheter", which will also cease to exist and be replaced by a more restrictive provision. This temporary legislation entered into force 20 July 2016.

² Prop. 2015/16:1 Utgiftsområde 13 - Jämställdhet och nyanlända invandras etablering, available at: <http://www.regeringen.se/rattsdokument/proposition/2015/09/prop.-2015161/>

from municipalities to the state level with the Public Employment Service (the PES/ Arbetsförmedlingen) assuming the co-ordinating role. The Social Insurance Agency (Försäkringskassan) and County Administrative Boards (Länsstyrelse) are other key stakeholders in the reform. The responsibility of financial support to newly arrived migrants was transferred to the state level for the course of the two year introduction period. However, some of the key responsibilities remain in the hands of municipalities, e.g. Swedish language tuition for immigrants (Sfi), civic orientation courses and adult education.

The "Introduction Act" constitutes somewhat of an exception to the generic policies since its application is limited to beneficiaries of international/humanitarian protection and their family members (all of working age), and 18 to 19 year olds without parents. The reform has been subject to several evaluations and studies, some of which are ongoing. Some reports indicate it has had limited effects on labour market integration as a whole and in particular on the employment rate of newly arrived immigrants.³ In addition to the "Introduction Act", there are a few other examples of job support measures specifically geared towards third country nationals (including beneficiaries of international/humanitarian protection), e.g. internships, support to become self-employed and government subsidised jobs. The first employment secured by participants on completion of the introduction period often comes in the form of government subsidised jobs ("instegsjobb" or "nystartsjobb") specifically targeting newly arrived migrants.

The government funded introduction benefit is now uniform to all newly arrived migrants and requires active participation in Swedish language tuition (Sfi), civic orientation courses and employment preparatory activities which form part of the individual's "introduction plan". With regard to recognition of foreign qualifications and formal evaluation, the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR) and the National Board of Health and Welfare (Socialstyrelsen) and play important roles. The Swedish National Agency for Higher Vocational Education (Myndigheten för yrkeshögskolan, MYH) has the task to co-ordinate and support a national structure for validation. In October 2015, the Government announced plans to establish a validation delegation to monitor, support and coordinate work in this field.

In Sweden, beneficiaries of international/humanitarian protection are as a rule awarded permanent residence permits. Temporary residence permits constitute an exception in the 2010-14 period covered by this study.⁴ All beneficiaries of international/humanitarian protection (and including those received as part of the resettlement programme) can receive help in the search for housing by either the Public Employment Service or the Swedish Migration Agency (Migrationsverket). Municipalities supply housing (flats). The provision of housing has become an increasing challenge in the light of the high number of newly arrived migrants in the past few years. Currently, some 11 000 beneficiaries of international/humanitarian protection remain in the reception system waiting to take up residence in the municipalities.⁵

On 23 October 2015, the Government and several of the opposition parties announced an agreement containing a number of measures to reinforce the reception system and to strengthen the labour market integration of newly arrived immigrants.

³ DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p.36 ff.

⁴ Please note, however, the temporary changes in legislation announced by the Government on 24 November 2015 which entered into force 20 July 2016.

⁵ Migrationsverkets verksamhets- och utgiftsprognos oktober 2015 (P5-15), bilaga 1, p.59.

Furthermore, on 24 November, the Government presented additional measures to create a breathing space for Sweden's refugee reception. Swedish legislation will be temporarily brought into line with the minimum requirements in international conventions and EU law, which, inter alia, includes the introduction of temporary residence permits for all persons in need of protection (of a duration from thirteen months to 3 years) with the exception of those received via the resettlement programme. There are few differences between refugees and those with subsidiary and humanitarian protection statuses with respect to rights and entitlements. Refugees are, however, eligible to apply for Swedish nationality after a shorter period than the other two categories.

Some reports indicate migrants having gained experience from subsidised jobs stand a better chance to secure a job on the regular labour market. There are a number of examples of labour market integration measures and projects taking place at regional and local levels. Among good practices reported is e.g. Swedish language tuition for professionals (including vocational training) which has proved to be a successful method to pave the way for a faster entry into the labour market for some newly arrived immigrants. Furthermore, complementary education (bridging courses) for those with foreign academic qualifications (e.g. for medical doctors, educators and veterinarians) is another support measure deemed to have had a positive effect on the possibility for participants to secure a job in their trained profession.

Sammanfattning på svenska

Denna studie är det svenska bidraget till EMN-studien "Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices". Den kartlägger och diskuterar regelverk och politiska åtgärder kring hur olika grupper av nyanlända integreras på arbetsmarknaden i Sverige. De grupper som står i fokus är flyktingar, alternativt/övrigt skyddsbehövande samt de som beviljats uppehållstillstånd på grund av synnerligen ömmande omständigheter. I studien benämns grupperna sammanfattningsvis beneficiaries of international/humanitarian protection.⁶ I studien ingår därmed i stort sett de grupper som omfattas av Lagen om etableringsinsatser för vissa nyanlända invandrare ("Etableringslagen"). Nyanlända benämns i studien som "new arrivals" eller "newly arrived migrants/immigrants" och används i de flesta fall synonymt med "beneficiaries of international/humanitarian protection".

Historiskt sett har arbetsmarknadspolitiska åtgärder och rätten till tillträde på arbetsmarknaden i Sverige oftast varit generella i bemärkelsen att de flesta som är folkbokförda kan komma ifråga för dem. Den typ av (permanent) uppehållstillstånd som en invandrad person har är i allmänhet inte av betydelse för hans eller hennes tillgång till arbetsmarknaden eller arbetsmarknadsåtgärder. Målet för den svenska integrationspolitiken är "lika rättigheter, skyldigheter och möjligheter för alla oavsett etnisk och kulturell bakgrund"../... och att åtgärderna "ska bidra till att ge nyanlända flyktingar och andra skyddsbehövande samt deras anhöriga förutsättningar att etablera sig och bli delaktiga i samhälls- och arbetslivet. Målet för integrationspolitiken uppnås i första hand genom generella åtgärder. För att nå målet behöver de generella åtgärderna kompletteras med riktade åtgärder".⁷ Huvuddelen av åtgärderna liksom t.ex. rättigheter och bidrag är tillgängliga för alla folkbokförda svenska medborgare liksom medborgare i EES/Schweiz och tredjelandsmedborgare med uppehållstillstånd i landet.

Den senaste stora reformen gällande integration på arbetsmarknaden för nyanlända skedde 2010 då "Etableringslagen" trädde i kraft. De politiska motiven bakom förändringarna var att påskynda och förbättra integrationen på arbetsmarknaden av nyanlända och dessutom få ett nationellt sammanhållet grepp kring frågan. Reformen innebar att huvudansvaret för introduktionen av nyanlända flyttades från kommunerna till Arbetsförmedlingen, som även fick en koordinerande roll. Försäkringskassan och länsstyrelserna är två andra aktörer som har viktiga uppgifter. Det ekonomiska ansvaret för stöd till nyanlända övertogs också av staten under den två-åriga introduktionsperioden.

⁶ In Swedish legislation subsidiary protection encompasses both "alternativt skyddsbehövande" and "skyddsbehövande i övrigt", the latter is a national protection status set to be abolished following the new policy measures announced by the Government in November 2015. Humanitarian protection in the Swedish context refers to the national provision of particularly distressing circumstances, i.e. "synnerligen ömmande omständigheter", which will also cease to exist and be replaced by a more restrictive provision. This temporary legislation entered into force 20 July 2016.

⁷ Prop. 2015/16:1 Utgiftsområde 13 - Jämställdhet och nyanlända invandras etablering, available at: <http://www.regeringen.se/rattsdokument/proposition/2015/09/prop.-2015161/>

Några stora ansvarsområden ligger dock kvar hos kommunerna, t.ex. utbildning i svenska för invandrare (Sfi), kurser i samhällsorientering och utbildning för vuxna (bl.a. komvux och yrkesvux).

”Etableringslagen” är något av ett undantag från de ofta mer generella åtgärderna eftersom den fokuserar på de som fått uppehållstillstånd på grund av flyktingkap, annat skyddsbehov eller synnerligen ömmande omständigheter och deras familjemedlemmar.

Reformen har utvärderats och studerats i olika sammanhang. Vissa rapporter gör gällande att den haft begränsad påverkan på integrationen på arbetsmarknaden för dessa grupper.⁸ Utöver ”Etableringslagen” finns även andra exempel på åtgärder som riktas mot i första hand tredjelandsmedborgare, inklusive fokusgrupperna för studien, t.ex. praktik och subventionerade arbeten. Det första arbete den som har genomgått introduktionsperioden får är ofta ett ”instegsjobb” eller ”nystartsjobb”. Den statsfinansierade introduktionsersättningen är nu densamma för alla nyanlända och kräver aktivt deltagande i Sfi, samhällsorientering och jobbförberedande aktiviteter som alla är del av en personlig introduktionsplan.

Myndigheten för yrkeshögskolan (MYH) har uppdraget att koordinera och stödja en nationell ordning för validering av examina. Gällande formell validering av utländska utbildningar och examina har bl.a. Universitets- och högskolerådet (UHR) och Socialstyrelsen viktiga roller. I oktober 2015 aviserade regeringen planer på att tillståta en nationell valideringsdelegation för att stödja och koordinera arbetet på det här området.

Under studieperioden (2010-14) har huvudregeln varit att flyktingar och andra skyddsbehövande beviljats permanenta uppehållstillstånd. Tidsbegränsade uppehållstillstånd har varit ett undantag.⁹ Alla som beviljas tillstånd som flykting eller annat skyddsbehov liksom de som beviljas tillstånd för vidarebosättning (ofta kallade kvotflyktingar) kan få hjälp med att hitta boende i Sverige. Detta sker genom Arbetsförmedlingen eller Migrationsverket. Kommunerna står för bostäderna. Att ordna boende har blivit en allt större utmaning i ljuset av de höga antalen nyanlända under senare år. För närvarande finns ungefär 11 000 personer med uppehållstillstånd i mottagningssystemet som väntar på bosättning i kommun.¹⁰ Den 23 oktober 2015 annonserade regeringen och flera av oppositionspartierna en uppgörelse om migrationspolitiken som innehåller ett antal åtgärder för att stärka mottagningssystemet och integrationen på arbetsmarknaden av nyanlända. Detta paket följdes av ytterligare åtgärder som regeringen aviserade den 24 november 2015 för att skapa andrum för det svenska flyktingmottagandet. Den svenska lagstiftningen kommer att anpassas till miniminivå enligt de internationella konventionerna och EU-lagstiftningen på området, vilket bl.a. kommer att betyda tidsbegränsade uppehållstillstånd för alla flyktingar och andra skyddsbehövande med undantag för de som tas emot som genom vidarebosättningsprogrammet (d.v.s. kvotflyktingar). Dessa tidsbegränsade förändringar av Utlänningslagen trädde i kraft den 20 juli 2016.

Det är mycket få skillnader i åtnjutandet av rättigheter och förmåner mellan de som fått uppehållstillstånd som flyktingar, alternativt/övrigt skyddsbehov och synnerligen

⁸ DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p.36 ff.

⁹ This situation applies to the 2010-14 study period. Please note, however, the temporary changes in legislation announced by the Government on 24 November 2015, which entered into force 20 July 2016.

¹⁰ Migrationsverkets verksamhets- och utgiftsprognos oktober 2015 (P5-15), bilaga 1, p.59.

ömmande omständigheter. Ett exempel är dock att personer som har flyktingstatus kan ansöka om svenskt medborgarskap tidigare än personer från de andra två grupperna.

Vissa rapporter indikerar att nyanlända som har skaffat sig erfarenhet från subventionerade jobb har en bättre chans att få ett arbete på den ordinarie arbetsmarknaden. Det finns många exempel på arbetsmarknads- och integrationsprojekt på regional och lokal nivå och i flera fall framgångsrika sådana. Bland andra åtgärder som varit framgångsrika finns t.ex. svenska för yrkesverksamma (Sfx), vilket kan kombineras med praktik, och visat sig vara en lyckad väg att påskynda inträdet på arbetsmarknaden för en del nyanlända. Kompletterande universitetsutbildningar för akademiker (t.ex. läkare, lärare och veterinärer) är en annan stödåtgärd som visat sig ha en positiv effekt på nyanländas möjligheter att säkra ett jobb inom det område de utbildat sig.

1 Introduction

Recognising that the integration of third-country nationals is one of the key challenges the EU and Member States currently face, the European Migration Network (EMN) decided in 2014 to undertake a comparative study on the integration of beneficiaries of international/humanitarian protection into the labour market. The integration of third-country nationals is often a difficult process, but when achieved, offers many advantages to both the third-country national as well as the host Member State and the EU in general. According to UNHCR, integration policy which allows all newcomers, including refugees, to become economically productive has the potential to lead to self-reliance, dignity, and social interaction and is beneficial to individuals and the receiving society.¹¹ Getting integration right is therefore key to both a successful EU and to an effective protection system for beneficiaries of international protection in the EU.¹² The new EU Agenda on Migration¹³ launched by the European Commission in May 2015 rehearses this argument, as it states that "the reality is that across Europe, there are serious doubts about whether our migration policy is equal to [...] the need to integrate migrants in our societies, or to the economic demands of a Europe in demographic decline." Integration, effective integration, of those foreigners who are to stay in the medium- or long-term in the EU is crucial.

At EU level, within the broader framework of integration, most focus has to date been placed on migrant integration rather than the integration of beneficiaries of international protection. Similarly, at national level, refugee integration is also often mainstreamed in third country nationals' immigration policies. However, in view of the growing number of asylum seekers in combination with a higher recognition rate, the integration of beneficiaries of international protection has become increasingly important, especially in the current political climate.

With more than 160 000 asylum seekers arriving to Sweden in 2015 including a record 30 000 unaccompanied minors, integration has jumped to the top of the political agenda in the past year. It is anticipated that up to 73 000 (2016) and 103 000 (2017) new arrivals will be received in the municipalities in the coming two years.¹⁴ The public and political debate on which is the best way forward to pave the way for swift labour market integration for these new arrivals has intensified. The Government has announced a number of new policy measures with a view to step up the labour market entry of this group. Several of these proposals are touched upon in the study. An ongoing public/political debate concerns which means are suitable and effective to lower the thresholds for new arrivals to enter the regular labour market. Some debaters and organisations, e.g. the Confederation of Swedish Enterprise (Svenskt Näringsliv), argue it is necessary to cut entry wages in order to create jobs for the many new arrivals. This view is also shared by some of the political parties. Meanwhile, the Government and some labour organisations, e.g. the Swedish Trade

¹¹ A New Beginning, *Refugee Integration in Europe*, UNHCR, September 2013

¹² *Idem*

¹³ A European Agenda on Migration, COM (2015) 240 Final, 13.05.2015, pg. 2. http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf

¹⁴ *Migrationsverket: Verksamhets- och utgiftsprognos (P2), 2016-04-27, bilaga 1.*

Union Confederation (LO), are of the opposing view and advocate alternative approaches.¹⁵

From the perspective of refugees, labour market access and participation is one of the key concerns in terms of integration. A 2013 UNHCR Study pointed out that, when asked "What makes you feel integrated?", most refugees responded "to have a job". In practice, securing access to the labour market has proven difficult in view of the specific circumstances of some beneficiaries of international protection. Practical obstacles include, among others, limited language proficiency, poor health, lack of documentation proving qualifications and past experience, lack of social/business networks, housing instability, discrimination, and lengthy asylum processes. The UNHCR Study emphasises the refugees' desire to work and not to be dependent on welfare payments. Having a job was described by respondents as: fostering feelings of pride, because of the ability to provide for oneself/one's family and to contribute to the wider society; facilitating acceptance by the receiving population; as well as supporting them with other dimensions of integration to which employment is closely linked, such as housing, socio-cultural integration, education etc.

Labour market integration is not only essential to refugees, but also to receiving societies. From a government perspective, labour market participation of refugees reduces the costs to the welfare system, and ultimately the cost of the asylum system. Furthermore, within a context of ageing populations and the rise of structural labour market shortages across the EU¹⁶, Member States face the challenge of making optimal use of the labour force present on its territory.

Consequently, there is a need to better understand Member States' (different) national legal frameworks and practices in relation to the integration of beneficiaries of international protection. For instance, how do Member States' labour market integration policies aim to address the needs of refugees and persons granted subsidiary and other forms of humanitarian protection?, and can any good practices be identified concerning Member States' policies on labour market access/participation and the provision of employment-related support measures to beneficiaries of international/humanitarian protection? are among the primary questions addressed.

The aim of the study is to provide an analysis and further understanding of the application in EU Member States (and Norway) of the integration support measures for beneficiaries of international/humanitarian protection in relation to labour market access and participation, by mapping existing policies and identifying good practices. More specifically the Study aims to:

¹⁵ See e.g. "Lägre ingångslöner skapar fler jobb", *Svenska Dagbladet* 12 January 2016, "Strid om lägre löner", *Dagens industri* 9 February 2016, "Miljardsatsning räcker inte för att ge nyanlända jobb", *Dagens Nyheter* 21 February 2016. These articles are merely a few examples of reporting in the media (newspapers) on this current debate.

¹⁶ As is testified by the activities of the EMN, which in response to information needs identified by Commission services, embarked in 2014/2015 on a follow-up study of the 2011 "Satisfying Labour Demand through Migration". The 2015 Study was titled: "Determining labour shortages and the need for labour migration for third countries in the EU". http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/studies/results/economic-migration/index_en.htm.

- Review the legal and policy framework concerning labour market access to refugees, beneficiaries of subsidiary and humanitarian protection, reviewing in particular the existence and occurrence of legal/practical obstacles to access employment for these groups;
- Examine which employment-related support measures Member States offer to refugees, beneficiaries of subsidiary and humanitarian protection, investigating the extent to which these can and are being accessed by the target group;
- Examine the availability of tailored employment-related support measures to beneficiaries of international and humanitarian protection (i.e. special provisions/programmes which are different from those available to third-country nationals legally residing in the Member State territory);
- Examine whether and to what extent Member States grant similar rights and benefits regarding labour market access and employment-related support measures to refugees and to beneficiaries of subsidiary and humanitarian protection, identifying any differences in the treatment of the statuses as well as overall differences between refugees and beneficiaries of subsidiary and humanitarian protection on the one hand and legally residing third-country nationals on the other
- To the extent possible, seek to identify good practices concerning Member States' policies on labour market access/participation and the provision of employment-related support measures to refugees, beneficiaries of subsidiary and humanitarian protection

The study focuses on integration measures for beneficiaries of international/humanitarian protection. In the Swedish context this means that those awarded refugee status and subsidiary protection statuses (i.e. "alternativt skyddsbehövande" and "skyddsbehövande i övrigt", the latter a national provision) are included as well as those awarded a residence permit due to particularly distressing circumstances (i.e. "synnerligen ömmande omständigheter") in the framework of the asylum procedure. Thus, the study is limited to all persons whose asylum application had a positive outcome.

Scope of 'integration measures'

Integration is a multi-faceted process, with many dimensions. Integration is largely influenced by **integration support measures** provided by the host state. Integration support measures are wide-ranging and can relate to e.g. language courses; orientation courses; education; labour market access and participation; access to procedures for recognition of qualifications; accommodation; health; social benefits, etc ¹⁷.

In the realms of this Focussed Study it is not possible to consider all topics under all dimensions of integration. Rather, the Study will focus on **the integration dimension of "labour market access and participation"** in view of the reasons as set out in the introduction. Although the primary focus is on labour market access and participation, the Study indirectly also covers other integration support measures that the State provides which are closely linked to and specifically support labour market access and participation, namely:

Orientation courses;

Language courses;

¹⁷ See Chapter VII, content of international protection, Articles 20-35 recast Qualification Directive.

Counselling;

Access to housing

Education;

Vocational education and training (VET);

Recognition of qualifications (support with);

Guaranteed minimum resources;

For further explanation on the scope/understanding of these support measures, please see section 4 below on definitions as well as the related sections in the study. Note also that the focus of the study is on retrieving how Member States (i.e. governments) organise the provision of these different support measures. It will primarily focus on the practical implementation of such measures, including the collection of best and good practices. The aim is to review what employment-related support measures refugees, beneficiaries of subsidiary and humanitarian protection are entitled to as laid down in national law and/or policy. The temporal scope of the study is, in principle, 2010-2014. However, given the dramatic events of 2015 with the huge influx of asylum seekers and the dramatic

Methodology

The study is based on common specifications decided upon by the EMN, in order to facilitate a comparison between EU Member States (and Norway) and the report represents the Swedish contribution to this comparative EMN study. It is based primarily on desk research of Sweden's legal framework and policies in the field. Reports and analyses from e.g. the Public Employment Service (Arbetsförmedlingen), the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR), the Swedish National Audit Office (Riksrevisionen), Stockholm University (SULCIS), The Migration Studies Delegation (Delegationen för migrationsstudier, DELMI), the Confederation of Swedish Enterprise (Svenskt Näringsliv) have been very useful for the study. Experts from the Public Employment Agency (the PES) and the Swedish Council for Higher Education were also particularly helpful in contributing to the drafting of the study and providing comments and feedback. The final draft of the study was also circulated to e.g. experts at the Swedish Migration Agency and the Ministry of Labour. Statistics are primarily from the Swedish Migration Agency, the PES and Statistics Sweden (SCB), as indicated throughout the study.

A Synthesis report, which is a comparative report bringing together the main findings from the national reports and placing these within an EU perspective, was published in July 2016. The report, entitled "Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices - Synthesis Report for the EMN Focussed Study 2015", is based on national contributions from 22 Member States. These reports and other EMN (focussed) studies developed to date including Synthesis Reports, National Reports and Common Specifications are available at the European Commission's EMN website. ¹⁸ Beyond (minimum) rights laid down in the recast Qualification Directive, Member States have a large margin of manoeuvre and as a result their legal frameworks and

¹⁸ http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/index_en.htm

2 Promotion of integration: The EU legal and policy context

practices on integration of beneficiaries of international/humanitarian protection may differ significantly.

The Amsterdam Treaty marked the development of a common EU immigration and asylum policy. It did not however provide a legal basis for a common integration policy. Legal competence for a common agenda on integration was, under the Amsterdam Treaty, exclusively limited to combatting discrimination against migrants. The Lisbon Treaty (adopted in 2007 and entered into force in 2009) introduced, for the first time, an explicit legal basis for the promotion of integration at EU level (Art. 79.4). However, the Lisbon Treaty still clearly states that this competence is confined to measures which are complementary to the activities of Member States.

Despite the limited legal competence for a common agenda on integration, the development of a series of policy documents gradually established an EU framework on integration. Such policy documents generally do not differentiate between migrant integration and refugee integration. As a result, refugee integration is therefore often mainstreamed in general migrant integration policies. Most of the EU policy documents dating from the early 2000s do not specifically address refugee integration. Nonetheless, some policy documents did acknowledge the specific needs of refugees in terms of integration, namely the 2003 European Commission Communication on Integration which called for "addressing the needs of refugees and beneficiaries of international protection through specific programmes and measures to empower refugees".¹⁹ However, it was only in 2009 under the Stockholm Programme that Member States agreed to specifically focus on the recognition of the specific situation and integration support needs of refugees, and on data collection and analysis of refugees' integration. The 2011 Agenda for the integration of non-EU migrants subsequently also referred to actions targeting especially vulnerable groups of migrants (including refugees).

Following the Tampere and the Hague Programmes, the Stockholm Programme (2009) adopted an ambitious programme in relation to integration. It stated that "Member States' integration policies should be supported through the further development of structures and tools for knowledge exchange and coordination with other relevant policy areas, such as employment, education and social inclusion. In particu-

lar, it called the Commission to support Member States' efforts through the development of a coordination mechanism using a common reference framework which should improve structures and tools for European knowledge exchange. It also invites the Commission to identify European modules to support the integration process and to develop core indicators for monitoring of the results of integration policies. Indeed, the Migrant Integration Policy Index (MIPEX) indicators were developed and National Contact Points on integration established.

¹⁹ Relevant recent policy documents concerning migrant integration include e.g. the 2003 Commission Communication on "Immigration, integration and employment" which was the first EU policy document outlining the situation on integration within the EU and more recent policy documents such as ; the 2010 Commission Communication entitled "Europe 2020, a strategy for smart, sustainable and inclusive growth", which emphasised the need for establishing a new agenda for migrant integration in order to enable them to take full advantage of their potential and the 2011 "European Agenda for the Integration of Third Country Nationals", outlining the actions required in order to increase the integration of migrants, and the necessity for these to be conducted both at local and national level.

3 Relevant sources and literature

EMN Studies and Ad-Hoc Queries

EMN carried out a two focussed studies in 2014 that touch upon the broader context of this study:

*Migrant access to social security and healthcare: policies and practice*²⁰

*The organisation of reception facilities for asylum seekers in the different Member States*²¹

In addition, a number of Ad-Hoc Queries have been launched in the framework of the EMN throughout the 2012-16 period on topics concerning the integration of third-country nationals (into the labour market).

2016.1023, On systems of support persons for beneficiaries of international protection, EE EMN NCP

2015.XX, Monitoring integration with follow-up questions on integration policies, IE EMN NCP

2015.687, Acquisition of nationality in a Member State by third-country nationals, ES EMN NCP

2015.686, Provisions and acts on integration of foreigners, AT EMN NCP

2015.657, Educational projects of immigrants, GR EMN NCP

2015.645, Asylum seekers integration to labour market, EE EMN NCP

2014.630, Research on migrants' perceptions of security and trust in authorities, FI EMN NCP

2014.611, Providing social aid for beneficiaries of temporary residence, LU EMN NCP

2014.589, Financing language and civics courses of foreign nationals, LU EMN NCP

2013.497, Immigrant Integration Plans, PT EMN NCP

2013.454, Migrants' Access to Benefits and Public Services, UK EMN NCP

2013.453, Integration Agreements, IT EMN NCP

2012.412, Programmes for the Linguistic Integration of Immigrants, DE EMN NCP

These studies (national contributions and synthesis reports) and compilations of ad-hoc queries are available at the European Commission's EMN web site.²²

Studies and reports

A number of other recent European, international and national level studies have focused on the integration of refugees (including resettled refugees) in European host countries.

The European Parliament study, *Comparative Study on the best practices for the integration of resettled refugees in the EU Member States* (2013) examines the question of the integration of resettled refugees in Europe, by analysing the policy framework for resettlement and refugee integration and the practices at the national and the

²⁰ European Commission / EMN (2014): *Migrant access to social security and healthcare: policies and practice*, Brussels.

²¹ European Commission /EMN (2014): *The organisation of reception facilities for asylum seekers in the different Member States*, Brussels.

²² http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/index_en.htm

European level. The study is illustrated with examples from various Member States. Drawing from existing guidelines and global recommendations on integration and resettlement, the study underlines good practices and challenges and puts forward proposals to improve national resettlement programmes and to promote a better resettlement policy in Europe.

UNHCR's study *A new beginning: Refugee Integration in Europe* (2013) reviews trends in the development of policy areas relevant to integration, to highlight already-used measurable integration indicators and the methods of evaluating integration, and to highlight factors that influence integration outcomes for refugees.

Refugee Resettlement in the EU: Between Shared Standards and Diversity in Legal and Policy Frames (2013) presents and compares frameworks and policies relating to refugee resettlement in EU Member States. The time-frame of the report is from 2003 to 2013. It is based on the research conducted for the Know Reset Project and extensively uses the interviews with different stakeholders involved in refugee resettlement in the EU, which make valuable contribution to the understanding of Member States' options and policies in the domain of refugee resettlement.

Measuring and monitoring integration in Europe (2012) by Rob Bijl and Arjen Verweij (eds.) describes the impacts of the integration situation on refugees' integration, due to their vulnerability and often unstable personal situation.

Study on Practices of Integration of Third-Country Nationals at Local and Regional Level in the European Union (2013), this study contains the final report on the assignment 'Study on Practices of Integration of Third-Country Nationals at Local and Regional Level in the European Union'. The study was undertaken in 2012 for the Committee of the Regions (CoR) by the Centre for Strategy & Evaluation Services (CSES). The purpose of this assignment was to collect and analyse information on projects and policies implemented by Local and Regional Authorities (LRAs) in the EU to promote the integration of third-country migrants.

Strengthening Refugee Protection and Meeting Challenges: The European Union's Next Steps on Asylum (2014), by Madeleine Garlick. This policy brief identifies the main issues that should be included in the strategic guidelines on asylum, and emphasises the need for a strong basis for future action.

Immigration Integration in time of austerity (2011), this report presents a diversity of findings with regard to governments responses to immigrant integration organization, financing, and programming across Europe.

Refugee Integration And The Use Of Indicators: Evidence From Central Europe (2013), this report was commissioned by UNHCR, Regional Representation for Central Europe (RRCE) and was financially supported by the European Refugee Fund. The report is part of the "Refugee Integration: Capacity and Evaluation" project, co-funded by the European Union through the European Refugee Fund - Community Actions 2011 and UNHCR. The project began on 1 August 2012 and was implemented by the UNHCR's RRCE. The project was carried out in Bulgaria, Poland, Romania, and Slovakia in partnership with the following organizations: Migration Policy Group (Belgium); State Agency for Refugees/the Integration Centre for Refugees (Bulgaria); Ministry of Labour and Social Policy (Poland); General Inspectorate of Immigration (Romania); Ministry of Labour, Family and Social Affairs (Slovakia).

The labour market integration of resettled refugees, by Eleanor Ott, UNHCR Policy Development and Evaluation Service, November 2013.

4 Definitions

The following key terms are used in the Common Template. The definitions are taken from the EMN Glossary v3.0²³ unless specified otherwise in footnotes.

Support measures to access to housing: in the context of this study, support measures for access to housing include those measures that facilitate finding accommodation for those who cannot find it themselves. This could include social housing, state funded housing in the private sector, provision of financial resources to access housing etc.

Asylum: A form of protection given by a State on its territory, based on the principle of non-refoulement and internationally or nationally recognised refugee rights and which is granted to a person who is unable to seek protection in their country of citizenship and / or residence, in particular for fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion.

Asylum seeker: In the global context, a person who seeks safety from persecution or serious harm in a country other than their own and awaits a decision on the application for refugee status under relevant international and national instruments. In the EU context, a person who has made an application for protection under the Geneva Convention in respect of which a final decision has not yet been taken.

Applicant for international protection: means a third-country national or a stateless person who has made an application for international protection in respect of which a final decision has not yet been taken

Application for asylum: An application made by a foreigner or a stateless person which can be understood as a request for protection under the Geneva Convention of 1951 or national refugee law.

Application for international protection: A request made by a third-country national or a stateless person for protection from a Member State, who can be understood to seek refugee status or subsidiary protection status, and who does not explicitly request another kind of protection, outside the scope of Directive 2011/95/EU, that can be applied for separately.

Beneficiary of international protection: means a person who has been granted refugee status or subsidiary protection status

Counselling: in the context of this Study, counselling is understood as different types of counselling in order to specifically support refugees, beneficiaries of subsidiary and humanitarian protection to access employment. This could include counselling for trauma as well as other specific problems relating to the status of refugees, beneficiaries of subsidiary and humanitarian protection where this may present a barrier, but could also include counselling to assist in job readiness preparation and support.

Geneva Convention: means the Convention relating to the Status of Refugees done

²³ Available at: http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/docs/emn-glossary-en-version.pdf

at Geneva on 28 July 1951, as amended by the New York Protocol of 31 January 1967. Guaranteed minimum resources refers to benefits provided to people with insufficient resources. It includes support for destitute and vulnerable persons to help alleviate poverty or assist in difficult situations (Source: ESSPROS Manual, 2008 Edition, Eurostat).

Durable solutions: Any means by which the situation of refugees can be satisfactorily and permanently resolved to enable them to live normal lives.

Education: education in the context of this study refers to education that has a direct link to employment, for example, by providing support for the development of higher-level (non-vocational) skills.

Employed persons are persons aged 15 year and over (16 and over in ES, IT, UK and SE (1995-2001); 15-74 years in DK, EE, HU, LV, FI and SE (from 2001 onwards); 16-74 in IS and NO), who during the reference week performed work, even for just one hour a week, for pay, profit or family gain, or, who were not at work but had a job or business from which they were temporarily absent because of, e.g., illness, holidays, industrial dispute or education and training. (Source: Eurostat)

Humanitarian protection: a person covered by a decision granting authorisation to stay for humanitarian reasons under national law concerning international protection by administrative or judicial bodies. It includes persons who are not eligible for international protection as currently defined in the Qualifications Directive (Directive 2011/95/EU) but are nonetheless protected against removal under the obligations that are imposed on all Member States by international refugee or human rights instruments or on the basis of principles flowing from such instruments. [...] persons granted a permission to stay for humanitarian reasons but who have not previously applied for international protection are not included under this concept."

Inactive persons are those who are not in the labour force so are neither classified as employed nor as unemployed. This category therefore does not include job-seekers. (Source: Eurostat)

Integration: In the EU context, a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.

International protection: In the global context, the actions by the international community on the basis of international law, aimed at protecting the fundamental rights of a specific category of persons outside their countries of origin, who lack the national protection of their own countries. In the EU context, protection that encompasses refugee status and subsidiary protection status.

Orientation courses: Orientation courses typically provide factual information about the country of destination but may also aim to foster positive attitudes for successful adaptation in the long run. These could include opportunities for migrants to gain (and practice) the necessary skills needed to facilitate their integration and to develop helpful attitudes including pro-activity, self-sufficiency and resourcefulness (knowing how to find the information they are seeking); skills include knowing how to conduct oneself in certain situations, time management and goal-setting, as well as being able to navigate complex systems including banking, social, health and emergency services, transportation etc. (Source: IOM Best Practices IOM's migrant training and pre-departure orientation programmes).

Refugee: In the global context, either a person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, ow-

ing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned before, is unable or, owing to such fear, unwilling to return to it. In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Art. 12 (Exclusion) of Directive 2011/95/EU does not apply.

Refugee status: The recognition by a Member State of a third-country national or stateless person as a refugee.

Residence permit: means any permit or authorisation issued by the authorities of a Member State in the form provided for under that State's law, allowing a third-country national or stateless person to reside on its territory

Self-employed persons are persons who are the sole or joint owner of an unincorporated enterprise (one that has not been incorporated i.e. formed into a legal corporation) in which he/she works, **unless** they are also in paid employment which is their main activity (in that case, they are considered to be employees). Self-employed people also include unpaid family workers; outworkers (who work outside the usual workplace, such as at home); and workers engaged in production done entirely for their own final use or own capital formation, either individually or collectively. (Source: Eurostat)

Subsidiary protection status: recognition by a Member State of a third-country national or a stateless person as a person eligible for subsidiary protection;

Person eligible for subsidiary protection: a third-country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, or in the case of a stateless person, to his or her country of former habitual residence, would face a real risk of suffering serious harm and is unable or, owing to such risk, unwilling to avail himself or herself of the protection of that country;

Unemployed persons are persons aged 15-74 (in ES, IT, SE (1995-2000), UK, IS and NO: 16-74), who were without work during the reference week, but currently available for work, or who were either actively seeking work in the past four weeks or who had already found a job to start within the next three months. (Source: Eurostat)

United Nations High Commissioner for Refugees: The refugee agency of the United Nations (UN) mandated to lead and coordinate international action to protect refugees and resolve refugee problems worldwide, and to safeguard the rights and well-being of refugees.

Vocational education and training (VET)²⁴ : Education and training which aims to equip people with knowledge, know-how, skills and/or competences required in particular occupations or more broadly on the labour market.

²⁴ CEDEFOP Terminology of European Education and Training Policy Second Edition 2014

5 The Swedish legal and policy framework for residence permits and the right to access the labour market²⁵

This section aims to provide an overview of the legal and policy framework and practices concerning the right to access employment for refugees and beneficiaries of subsidiary and humanitarian protection. It will first provide an overview of the **residence permits** granted to these groups and will subsequently review the **legal right to access employment** linked to the residence permits. It will then examine in particular whether any administrative conditions/requirements apply in law and/or **in practice** to access the labour market. The section will also distinguish and highlight any differences between the type of residence permit and accompanying labour market access rights between these different statuses.

Asylum seekers to Sweden granted refugee status or subsidiary protection statuses are as a rule awarded permanent residence permits. Temporary residence permits (of the duration of minimum one year up to three years) are only awarded in cases where it is deemed probable that the need for protection will change within a three year period and it is reasonable to award a temporary permit in the individual case.²⁶ It should be noted though that minors in families and unaccompanied minors as a rule are given permanent residence permits. Historically, asylum applicants from Kosovo in need of subsidiary protection (in 1999) and Chechnya (in 2004) were given temporary residence permits. More recently, applicants from Syria in need of subsidiary protection were initially awarded residence permits of the duration of three years. However, since 2013 beneficiaries of subsidiary protection from Syria are as a rule awarded permanent residence permits.²⁷

Persons granted humanitarian protection, i.e. those granted a residence permit due to exceptionally (or particularly) distressing circumstances, which is an exceptional provision in national legislation, are as a rule awarded permanent residence permits.²⁸

²⁵ Please note that the information in this section is valid for the 2010-14 period and that a new temporary legislation entered into force 20 July 2016.

²⁶ According to Chapter 5 section 1 third paragraph of the Aliens Act (2005:716) the permit awarded shall be permanent or have the duration of at least three years for refugees and those in need of subsidiary protection. As a rule a permanent residence permit is awarded. A renewal of a temporary residence permit shall be valid for at least two years. For further reading (e.g. concerning exclusion from protection statuses and other exceptions) please refer to the "Director of legal affairs judicial position on the duration of residence permits awarded to refugees, those in need of alternative protection and those otherwise in need of protection" (Rättschefens rättsliga ställningstagande angående varaktigheten för uppehållstillstånd som beviljas flyktingar och alternativt och övrigt skyddsbehövande, RCI 12/2010).

²⁷ According to the "Director of legal affairs judicial position on the security situation in Syria" (Rättschefens rättsliga ställningstagande angående säkerhetssituationen i Syrien, RCI 14/2013).

²⁸ Chapter 5 section 6 of the Aliens Act (2005:716).

However, a residence permit granted under this provision to someone due to medical reasons shall be temporary if the alien's illness or need for medical care is of a temporary character.²⁹

The holder of a permanent residence permit is allowed to live and work under the same conditions as every other Swedish resident, i.e. a permanent residence permit gives full labour market access. This applies irrespective of the immigration status awarded to the holder of the permit – refugee, subsidiary protection or humanitarian protection. The holder of a temporary residence permit can enjoy the same rights as the holder of a permanent residence permit. However, the holder of a temporary residence permit needs to have a passport (or alien's passport) with validity for the duration of the stay in Sweden and a work permit to have access to the labour market. The application for a work permit is registered at the same time as the application for a residence permit and both permits are issued simultaneously. Thus, the need for a work permit in this context is not an obstacle to access the labour market.³⁰

Holders of a residence permit with the validity of a year or more have the right to be entered into the population registry.³¹ A person entered into the population registry has the right to study and is entitled to social rights under the same conditions as other resident third country nationals, EU/EEA and Swiss nationals.³²

On 23 October 2015, the Government and four of the opposition parties (the centre-right Alliance, which formed the former government) announced a broad agreement on immigration with a view to secure the capacity of the reception system and strengthen the introduction of new arrivals. The proposed package contains a number of measures deemed necessary in the wake of the high increase in the number of asylum seekers since September 2015. Among the measures is the planned introduction of temporary residence permits for refugees without families and those in need of subsidiary protection. These planned changes in the Aliens Act were announced to be temporary and limited to a three year period. Resettled refugees, unaccompanied minors and families are to be exempted from the new rules.³³

The October package was followed by another announcement from the Government on 24 November 2015 aiming to create a respite for Swedish refugee reception by taking measures with the view to dramatically reduce the number of asylum seekers and beneficiaries of international protection. Over the course of two months in the autumn of 2015 Sweden received 80 000 asylum seekers including 18 000 unaccompanied minors. Public authorities and municipalities were finding it difficult to cope with the pressure and could no longer manage reception in a secure manner. In the light of the acute situation the Government announced its intention to temporarily adjust the asylum regulations in line with the minimum requirements in international conventions and EU law. The legislation is expected to be temporary and in effect from for three years starting 20 July 2016. Changes involve temporary residence permits for all persons in need of protection except those received as part

²⁹ Chapter 5 section 9 of the Aliens Act (2005:716).

³⁰ Chapter 2 sections 1 and 8 of the Aliens Act (2005:716).

³¹ Sections 3 and 4 of the National Registration Act (1991:481).

³² For more detailed information on the TCNs' access to social rights in Sweden, please refer to Report from EMN Sweden 2013:4 – Migrant access to social security: Policies and practice in Sweden.

³³ For more detailed reading, please refer to the Government's website where a separate document is available containing the agreement in its entirety: <http://www.government.se/government-policy/the-governments-work-regarding-the-refugee-situation/>

of the resettlement programme. Refugees will be granted a residence permit for three years when their case is first examined, and persons eligible for subsidiary protection for thirteen months. These permits will be renewable. In the case of extension, the general rule will also be that a temporary permit will be granted. Exceptions will apply for children and their families who registered their applications before the agreement was presented and who are still in Sweden. The current rules will apply in their case, provided that the child is still under the age of 18 when the decision is taken. In addition, a permanent residence permit may be granted when the first temporary residence permit expires if the applicant can show that they have an assessed income that is sufficient to support themselves. The additional category eligible for subsidiary protection in current national legislation - persons "otherwise in need of protection" will be abolished. The provision on residence permits on grounds of exceptionally (particularly) distressing circumstances will be replaced by a provision on humanitarian grounds applicable for only very exceptional cases.³⁴

The following table (table 1) collects comparative information on the Swedish legal/policy framework on residence permits granted to refugees and beneficiaries of subsidiary and humanitarian protection, indicating their duration (by law and practice) as well as the conditions for applying for permanent residence and citizenship.

³⁴ See for instance information on the Government's website, available at: <http://www.government.se/articles/2015/11/government-proposes-measures-to-create-respite-for-swedish-refugee-reception/>

Table 1 Residence permits granted to refugees, beneficiaries of subsidiary protection and persons granted humanitarian protection³⁵

	Refugees	Beneficiaries of subsidiary protection	Beneficiaries of humanitarian protection	Comments
Minimum duration of residence permit (by law)	One year. ³⁶	One year.	One year (primarily applies to persons granted residence due to medical reasons).	Holders of residence permits with the validity of one year or more are entered into the population registry. Holders of temporary residence permits need a work permit for labour market access.
Maximum duration (including renewals ³⁷) residence permit in months/years (by law)	Permanent as a rule or at least three years.	Permanent as a rule or at least three years.	Permanent.	Individuals excluded from protection statuses, but who cannot be returned, would not be awarded a permanent residence permit (see footnote 21). Minors in families and unaccompanied minors are granted permanent residence permits as a rule.
After how many years of authorised stay can an application for permanent residence be made?	Permanent residence permit issued as a rule.	Permanent residence permit issued as a rule.	Permanent residence permit issued as a rule.	
What are the conditions for permanent residence?	Permanent residence permit issued as a rule.	Permanent residence permit issued as a rule.	Permanent residence permit issued as a rule.	
After how many years of authorised stay can an application for citizenship be made?	After four years of permanent residence (refugees or stateless persons) as a rule. ³⁸	After four years of permanent residence (refugees or stateless persons) as a rule.	After five years. However, see footnote 38 for exceptions.	
What are the conditions for citizenship?	To become a naturalised Swedish citizen, the applicant needs to fulfill the following conditions: 1. Be able to prove his/her identity 2. Have reached 18 years of age 3. Have a permanent residence permit, a right of residence or residence card in Sweden 4. Have fulfilled the requirements for period of residence (four years for refugees/stateless) 5. Must be of a good character. ³⁹	To become a naturalised Swedish citizen, the applicant needs to fulfill the following conditions: 1. Be able to prove his/her identity 2. Have reached 18 years of age 3. Have a permanent residence permit, a right of residence or residence card in Sweden 4. Have fulfilled the requirements for period of residence (five years) 5. Must be of a good character (see footnotes 38 and 39).	To become a naturalised Swedish citizen, the applicant needs to fulfill the following conditions: 1. Be able to prove his/her identity 2. Have reached 18 years of age 3. Have a permanent residence permit, a right of residence or residence card in Sweden 4. Have fulfilled the requirements for period of residence (five years) 5. Must be of a good character (see footnotes 38 and 39).	

³⁵ Please note that the duration of permits issued was altered following the introduction of temporary changes in the Aliens Act which entered into force 20 July 2016 and will be in effect for a three year period.

³⁶ Chapter 5 section 1 of the Aliens Act (2005:716).

³⁷ Including possible renewal (but excluding permanent residence permits and permits granted after application for citizenship)

³⁸ The requirements for refugees and stateless persons are listed in section 11 p.4 b of the Act on Swedish Citizenship (Lagen om svenskt medborgarskap, 2001:82). A number of exceptions and special rules apply (irrespective of the immigration status of the applicant). For instance, persons married to, living in a registered partnership with or cohabiting with a Swedish citizen can apply for Swedish citizenship after three years. In these cases, the couple must have been living together for the past two years (marriage only is not a sufficient condition). If the spouse/partner is a naturalised Swedish citizen, he or she must have been a Swedish citizen for at least two years. The applicant must also have adapted well to Swedish society during his or her time in Sweden. Factors under consideration here can include the length of the marriage, the applicant's knowledge of the Swedish language and his or her ability to support himself or herself. Applicants who have previously entered the country under a false identity or have impeded the execution of a refusal-of-entry order by, for example, going into hiding, may be infringed from obtaining citizenship after three years. Applicants who have resided in Sweden under a false identity are not allowed to count that period as a period of habitual residence (Medborgarskapslagen med kommentarer, Sandesjö & Björk 2015, p. 132 ff.). See also for instance the Migration Agency's web page with information on citizenship, available at: <http://www.migrationsverket.se/English/Private-individuals/Becoming-a-Swedish-citizen.html>

³⁹ In connection with considering an application for citizenship, the Migration Agency, inter alia, requests information on the applicant from the Swedish Enforcement Authority (Kronofogden) regarding debts, the Police (Polisen) and the Swedish Security Service (Säkerhetspolisen, Säpo) concerning any criminal record and related matters. More detailed information can be found at the Migration Agency's website, available at: <http://www.migrationsverket.se/English/Private-individuals/Becoming-a-Swedish-citizen/Citizenship-for-adults/Good-conduct.html>

The following table (table 2) sets out conditions that apply to access the labour market in Sweden (as laid down in national legislation or practice), highlighting any differences with regard to conditions that apply to refugees, beneficiaries of subsidiary and humanitarian protection. In addition, a more detailed table setting out the specific conditions is found in Annex 1.

Table 2 Conditions linked to access to the labour market for refugees, beneficiaries of subsidiary protection and humanitarian protection

	Refugees	Beneficiaries of subsidiary protection	Beneficiaries of subsidiary protection Beneficiaries of humanitarian protection	Comments / summary of main differences amongst the categories (if any)
Conditions for labour market access laid down in national legislation ⁴⁰	Temporary residence permit and work permit (including valid passport or alien's passport) or permanent residence permit.	Temporary residence permit and work permit (including valid passport or alien's passport) or permanent residence permit.	Temporary residence permit and work permit (including valid passport or alien's passport) or permanent residence permit.	There are no particular restrictions imposed on these three categories when compared to other third-country nationals. Community preference applies in principle, but employers can freely hire the candidate they deem best qualified for a vacancy. Some professions are restricted to candidates that hold Swedish citizenship e.g. within law enforcement (police, judicial system) and the armed forces. ⁴¹
Conditions for labour market access that apply in practice	Conditions for labour market access that apply in practice	To the best of our knowledge there is no difference between legislation and practice in this case.	To the best of our knowledge there is no difference between legislation and practice in this case.	
Main differences in conditions (as set out in legislation or in practice) concerning labour market access when compared with other third-country nationals legally residing on the territory	To the best of our knowledge there are no differences in formal conditions with regard to labour market access compared to other third-country nationals.	To the best of our knowledge there are no differences in formal conditions with regard to labour market access compared to other third-country nationals.	To the best of our knowledge there are no differences in formal conditions with regard to labour market access compared to other third-country nationals.	

⁴⁰ This can for example include the requirement to be in possession of a residence permit/work permit, or restrictions can apply in time (duration), to a specific employer, or employment sector, preference being given to EU citizens in general or for specific jobs.

⁴¹ Det svenska medborgarskapet (SOU 2013:29) (Swedish Government Official Reports), p. 81 f. contains an overview of professions restricted to those with Swedish nationality.

6 The Swedish labour market integration policy and its organisation

6.1 Overview of labour market integration policies for refugees, beneficiaries of subsidiary and humanitarian protection

This section (and subsections) provides an overall summary of Sweden's policies related to labour market integration for refugees and beneficiaries of subsidiary/humanitarian protection. The main components of the labour market integration policy are explored (orientation/language courses, vocational education and training, recognition of qualifications, guaranteed minimum resources, counselling, access to housing etc.) Also, in relation to guaranteed minimum resources, the benefits and/or programmes available are described.⁴² The section also looks into whether the policy is specific to refugees, beneficiaries of subsidiary and humanitarian protection or more generic to all third-country nationals.

The goal of Sweden's integration policy is to ensure equal rights, obligations and opportunities for all, irrespective of their ethnic and cultural background. The former and current Governments have increasingly stressed that work is the most important means for a person to become part of society. The Government's main priority in this area is therefore that every step of the reception process of newly arrived immigrants is to focus on finding a job. More people born abroad must be given opportunities to quickly find a job or begin an educational programme that leads to a job. Public authorities in the field have a responsibility to make every effort to ensure equal rights, obligations and opportunities for all.⁴³

Generally speaking, Sweden's labour market policies have often been generic and the immigration status awarded to a person has been of less importance in relation to labour market integration measures (or the rights of the individual), albeit exceptions exist. For instance, third-country nationals holding a work permit and those who have received a (temporary) residence permit on the grounds of family reunification are e.g. entitled to Swedish language courses on the same conditions as refugees and beneficiaries of subsidiary and humanitarian protection. However, holders of work permits and those who are admitted on grounds of family reunification have to arrange their own housing whereas refugees and beneficiaries of subsidiary/humanitarian protection receive assistance in the search for housing by the Migration Agency or the Public Employment Service. In practice, however, it is very common that newly

⁴² MISSOC (2012), "Cross-cutting introduction to guaranteed minimum resources", available at: http://www.missoc.org/MISSOC/INFORMATIONBASE/COMPARATIVETABLES/CROSSCUTTING-INTRO/Introduction_Table_11.pdf

⁴³ The English language website of the Government Offices of Sweden (www.government.se) provides a fairly detailed overview of current policies in the field. This information is found primarily under the headings of "Labour market" and "Introduction of new arrivals", and to some extent under "Migration". The sub-headings of "goals and visions" under each policy area provide more information. The Swedish language website is available at www.regeringen.se.

arrived immigrants find their own housing. There are scarcely any differences made in terms of policy (or practice) between refugees or beneficiaries of subsidiary/humanitarian protection.

However, the 2010 Act on establishment activities for certain new arrivals ("The Introduction Act") (Lagen om etableringsinsatser för vissa nyanlända invandrare, "Etableringslagen", 2010:197)⁴⁴ constitutes an exception to the generic policy since it specifically targets refugees and beneficiaries of subsidiary/humanitarian protection⁴⁵ and their family members (all of working age). The purpose of the Act, which entered into force 1 December 2010, is to accelerate the entry into working and social life of these newly arrived migrants. The 2010 reform meant that the coordinating responsibility for the introduction of these groups was transferred from the municipal level to the state level. The state also assumed responsibility for the economic support of newly arrived migrants during the two-year introduction period. A uniform state funded introduction benefit is paid to those who participate in an introduction programme. Municipalities remain responsible for certain key aspects of the introduction and reception of new migrants, for instance education for adults, Swedish language training (Sfi) and civic orientation courses as well as for providing housing. The reform also resulted in changed or new areas of responsibility for a number of other government agencies – the Swedish Migration Agency (Migrationsverket), the Swedish Social Insurance Agency (Försäkringskassan) as well as County Administrative Boards (länsstyrelser) and municipalities (kommuner). The following paragraphs provide more detailed information on the reform and the key role of the Public Employment Service.

Policies and organisational structure regarding integration of newly arrived in Sweden

The Public Employment Service has since 2010 a special mission to integrate certain newly arrived migrants into the labour market. As mentioned above in this section, the target groups of the "Introduction Act" are individuals who are beneficiaries of international/humanitarian protection and their family members (20 to 64 years of age, i.e. of working age), and 18- and 19-year olds with these statuses if they came to Sweden without their parents.

This means they have a legal right to a so called **introduction plan** filled with different activities aiming at helping them to become job-ready. The PES is responsible

⁴⁴ For the complete "Introduction Act" (in Swedish), please refer to the following link: https://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/sfs_sfs-2010-197/.

The number of target groups of the "Introduction Act" and the time frame during which some of these are eligible for rights and entitlements of the act has been modified and expanded since it entered into force in 2010. Originally family members receiving a residence permit were eligible for a period up until two years following the point where their spouse/partner took up residence in a municipality. In 2013, this time period was extended to six years. The following ordinances state more details on the implementation of the "Introduction Act": Förordning (2010:1122) om statlig ersättning för vissa utlänningar, Förordning (2010:407) om ersättning till vissa nyanlända invandrare, Förordning (2010:408) om mottagande för bosättning av vissa nyanlända invandrare, Förordning (2010:409) om etableringssamtal och etableringsinsatser för vissa nyanlända invandrare and Förordning (2010:1138) om samhällsorientering för vissa nyanlända invandrare.

⁴⁵ National legislation in this respect corresponds to "exceptionally distressing circumstances" and "particularly distressing circumstances". The application of the latter provision is restricted to minors (according to Chapter 5 section 6 of the Aliens Act (2009:1542)). Please note that this provision was abolished and replaced by a more restrictive provision following temporary changes of the Aliens Act which entered into force 20 July 2016.

for coordinating the activities in the introduction plans.⁴⁶ In the normal case, the introduction plan is conducted full time for two years.

The first mapping of the individual's background and needs

During the first meetings between the PES and the potential participant in the introduction plan, the PES conducts an introduction interview in order to do the first mapping of the individual's background. The person's skills and competences, professional and educational background, personal preferences and ability to participate in activities are mapped out. If proven that the person can participate in activities responding to at least 25 per cent of full time, an introduction plan is initiated. The first mapping is also crucial in order to get a good understanding of the individual's best path to the labour market, and thus, to find the most suitable activities to put in the introduction plan. The goal of the introduction plan is discussed with the individual – work or studies. Thus, the PES counsels the individuals, e.g. about on how much additional training and education is needed in order to become job-ready.

The Public Employment Service also has a responsibility to assist the individual in the **search for housing**.⁴⁷ The need for assistance is examined during the introduction interview. The PES keeps a dialogue with the County Administrative Boards and municipalities in order to secure that individuals settle in a region where the labour market is promising with regard to his/her specific skills and competences, as well as regional demographic conditions. More specifically, each person receives one offer from the PES to access a vacant flat that he/she can either accept or reject. If rejected, the person will receive no further offers and will need to arrange the housing situation with personal means. The PES is highly dependent on the Swedish municipalities and their supply of vacant housing when assisting individuals in the search for housing.

It should be noted that the Swedish Migration Agency is responsible for settlement in municipalities of the remaining categories of newly arrived immigrants. These are beneficiaries of international/humanitarian protection over the age of 64, unaccompanied minors, upper secondary school students (unaccompanied) and adults with the ability to participate less than 25 per cent of the share of activities under the introduction plan. Persons admitted to Sweden under the **resettlement programme** (as refugees or persons in need of subsidiary protection) are assisted with housing arrangements prior to their arrival. This assistance is provided by the Migration Agency in consultations with municipalities. Once in the municipality, resettled persons access the general services of the PES.

Activities in the introduction plan

The introduction plan should at minimum contain Swedish for immigrants (Sfi), civic orientation (i.e. orientation courses, aiming at orientating the individual in Swedish society)⁴⁸ and employment preparatory activities. The Swedish municipalities are responsible for offering Swedish for immigrants and civic orientation. The Public Employment Service offers different kinds of employment preparatory activities, e.g. employment training and work practice at an employer (sometimes with the help of a mentor). Several of these activities are procured by the PES and delivered by private actors. Each introduction plan is individual and therefore includes different activities depending on the person's specific background and needs.

⁴⁶ Section 3 of the "Introduction Act" (2010:197).

⁴⁷ Förordning (2010:409) om etableringssamtal och etableringsinsatser för vissa nyanlända invandrare.

⁴⁸ Section 5 of the "Introduction Act" (2010:197).

In this context, it is important to point out that also other newly arrived immigrants, who are not in the target group of the "Introduction Act", have the right to Swedish for immigrants and civic orientation (orientation courses), and can access employment preparatory activities at the PES if they are registered job-seekers. However, these activities are not offered within the framework of an introduction plan.⁴⁹

An individual introduction benefit when participating in activities

When participating in activities within the framework of an introduction plan, the individual receives an introduction benefit of SEK 308 a day, five days a week. Also, a supplementary introduction benefit for housing can be granted to persons with high renting costs and families with children are eligible for a supplementary introduction benefit. The introduction benefit cannot be combined with other benefits such as parental benefit or sick pay. The individual can work full time for up to six months within the framework of the introduction plan, and still receive a full introduction benefit.⁵⁰

Recognition of qualifications

The Public Employment Service does the first mapping of the individual's skills and competences during the introduction interviews. It is also examined whether the person has documents or certificates that need to be translated and/or validated (evaluated). If so, the PES assists the person to submit the documents to the right authority, e.g. the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR). Different kinds of validating measures can be a part of the person's introduction plan, e.g. an evaluation/trial of a person's professional competence at an actual workplace, done by actual employers ("yrkeskompetensbedömning"). The trial can take up to three weeks and will result in a document describing the person's ability and potential need for additional training. The employer doing the evaluation receives compensation from the PES.

The PES is currently taking part in "sector dialogues" with social partners, both on the national and regional levels. One of the aims of the dialogue is to develop existing sector specific models for validation to better suit the validation of foreign qualifications. A crucial factor in the context is to offer validation in the person's mother tongue to a higher extent.

To summarise, labour market integration policies are for the most part generic in their character and the immigration status of a person only exceptionally plays a role in determining the rights and entitlements he or she can access. In addition to support measures mentioned previously in this section there are a few other notable programmes that specifically target third country nationals (EU/EEA and Swiss nationals excluded), and including beneficiaries of international/humanitarian protection. In the 2010-14 period such support measures have included, for instance, internships, support to become self-employed as well as government subsidised jobs entitled "instegsjobb" and "nystartsjobb". The former are specifically designated for third country nationals and combine employment and Swedish language tuition (Sfi).

⁴⁹ However, it should be noted that the Public Employment Service has a particular coordinating responsibility also for other new arrivals according to Section 6 of Förordning (2007:1030).

⁵⁰ N.b., the 2016 Budget Bill (Prop. 2015/16:1, utgiftsområde 13, p. 38) signaled a possible change of these rules. Försäkringskassan provides detailed information on the introduction benefit on this useful web page (all in English): [http://www.forsakringskassan.se/sprak/eng/introduction_benefits_\(etableringsersattning\)/introduction_benefits_\(etableringsersattning\)](http://www.forsakringskassan.se/sprak/eng/introduction_benefits_(etableringsersattning)/introduction_benefits_(etableringsersattning))

Eligibility is limited to persons registered as job seekers at the PES of at least 20 years of age and who received their residence permits no later than 36 months earlier.⁵¹

Recent measures taken by the Government to reinforce labour market integration of newly arrived migrants

The 2016 Budget Bill proposed a range of new labour market policy initiatives to more effectively introduce newly arrived immigrants to the labour market. These include "fast track" (snabbspår) and stronger labour market-oriented measures with a view to more quickly and efficiently put individuals' knowledge and skills to use. Currently many newly arrived migrants have education, training and experience in occupations in which there is a labour shortage in Sweden and the measures proposed aim at addressing this situation. The Public Employment Service is proposed to be given better conditions for the introduction system with additional allocation of funds in the light of the increasing number of participants in the introduction system. The Government is also proposing early measures designated for persons with residence permits remaining in the reception system due to insufficient capacity in municipalities to cope with the need. The overall purpose is to accelerate labour market entry by using wait times in a meaningful way. Early skills identification measures is one example of such initiatives. More efficient validation for jobs and education is another field proposed to receive allocation of funds in order to promote labour market introduction. In this connection, the Government intends to establish a validation delegation to monitor, support and coordinate work in this field.⁵²

In September 2015 the Government launched the "100 club" (100-klubben), an initiative aimed at companies willing to hire at least one hundred staff among newly arrived migrants in a three year period. The PES will be working closely with companies to develop tailor made packages for the particular needs of the individual enterprise. The initiative will take advantage of a broad range of measures to increase and match candidates' skills with those desired by companies.⁵³

On 23 October 2015, the Government and four of the opposition parties (the centre-right Alliance, which formed the previous Government) announced a broad agreement on migration with a view to secure the capacity of the reception system and strengthen the introduction of new arrivals. The proposed package contains a number of measures deemed necessary in the wake of the high increase in the number of asylum seekers since September 2015. The proposed measures initially stress the need for early action and the responsibility of the asylum seeker to more contribute to the reception and introduction processes. Proposals to improve and accelerate the introduction of newly arrived migrants, the expansion of opportunities for vocational introduction jobs and to create more opportunities for work experience for newly arrived migrants to more quickly learn the Swedish language are among the major measures agreed on. The agreement also addresses the urgency to create more

⁵¹ See e.g. this informative page of the PES (aimed at job seekers who are new arrivals). Information is available in a number of other languages in addition to Swedish and English: <http://www.arbetsformedlingen.se/For-arbetsokande/Stod-och-service/Fa-extra-stod/Ny-i-Sverige.html>

⁵² A detailed English language press release that covers the labour market policy initiatives in the 2016 Budget Bill is available at: <http://www.government.se/press-releases/2015/09/labour-market-policy-initiatives-in-the-budget-bill-for-2016/>

⁵³ For more detailed information (in Swedish), please refer to information from the Government Offices of Sweden, available at: <http://www.regeringen.se/pressmeddelanden/2015/10/regeringen-presenterar-100-klubben/>

housing in order to cater for the high numbers of newly arrived migrants. Among proposed measures in this respect are temporary relaxations of planning and building regulations to accelerate the construction and provision of housing opportunities.⁵⁴ This agreement was followed by a second announcement by the Government on 24 November 2015, mainly focusing on adjusting the provisions of the Aliens Act in line with minimum EU-law.

6.2 Organisation of employment-related support measures

This subsection provides an overview of Sweden's organisational approach to labour market integration policy for refugees, beneficiaries of subsidiary and humanitarian protection, examining whether and how coordination takes place between the different actors involved. The overall organisational approach with regard to labour market integration policy⁵⁵ to refugees, beneficiaries of subsidiary and humanitarian protection is described: Who are the main state actors responsible for the provision of support measures? At what level is it implemented (national, regional, local) and does it involve any third parties and if so for what actions and based on what agreement? Finally, it discusses how the provision of the different support measures is (centrally) coordinated, what mechanisms are used to this end and at what level coordination takes place (national, regional, local).

The main state actors responsible for the provision of support measures are the Public Employment Service, the Swedish Social Insurance Agency (Försäkringskassan), municipalities (kommuner), County Administrative Boards (länsstyrelser)⁵⁶ and the Swedish Migration Agency (Migrationsverket). These state agencies and regional/local administrative bodies are the key actors in implementing activities regulated in the 2010 "Introduction Act" (and its ordinances).

As mentioned above in section 6.1, the Public Employment Service has the co-ordinating responsibility for measures stipulated in the "Introduction Act". The PES is responsible for, inter alia, the introduction interviews, to assist persons in finding housing in a municipality (for those eligible for an introduction plan), the drawing-up of introduction plans, to decide on introduction benefits and determine quotas of immigrants (länstal) allotted to the regions following dialogues with County Administrative Boards and the Migration Agency, which is part of the process to refer new arrivals to settlement in municipalities. The PES coordinates the activities in the introduction plans. This means that the PES has the responsibility of the overview of the person's activities and his/her best path to employment or studies, although also other actors are responsible for the actual delivery of some of the activities. More specifically, each administrative officer at local offices of the PES is responsible for a number of

⁵⁴ For more detailed reading, please refer to the Government's website where a separate document is available containing the agreement in its entirety: <http://www.government.se/government-policy/the-governments-work-regarding-the-refugee-situation/>

⁵⁵ I.e. the support measures as included in the scope of this study, namely: language courses, orientation courses, education, vocational education and training, recognition of qualifications, guaranteed minimum resources, counselling and access to housing.

⁵⁶ The County Administrative Board is the representative of the Government in the region and the coordinating body for state activities in the county. For detailed information on the tasks of the County Administrative Boards in the area of integration of TCNs into the labour market, please refer to the following web site (in Swedish), <http://projektwebbar.lansstyrelsen.se/integration/Sv/Pages/startside.aspx>

participants in the "Introduction Act". The officer is responsible for conducting the introduction interviews, initiating the introduction plan, to map out the person's skills, competences and preferences, and to assist in finding the person's best path to employment or studies. The officer also identifies the most suitable activities to put in the plan (with the active participation of the person concerned) and remains in contact with the person during the introduction process.

The Public Employment Service receives a special appropriation from the Government in order to coordinate and offer activities within the introduction plans. Swedish municipalities receive compensation from the state for each received newly arrived person, when a residence permit is granted. The compensation should cover different kinds of expenses related to the reception, such as practical arrangements and offering of Swedish language training and civic orientation (orientation courses).⁵⁷

Again, it is important to point out that also other newly arrived immigrants, who are not in the target group for the "Introduction Act", have the right to Swedish for immigrants (Sfi) and civic orientation (orientation courses), and can access employment preparatory activities at the PES if they are registered job seekers. However, such activities are not offered within the framework of an introduction plan.

One of the main coordination/cooperation mechanisms on the national level is a delegation for cooperation (Samverkansdelegationen) where the PES together with other central actors such as the Swedish Migration Agency and the county administrative boards discuss different issues related to integration that require close cooperation. The topics discussed include e.g. housing, integration measures, and different regulations related to the integration of new arrivals.

The PES (central level) coordinates activities in the introduction plans. However, coordination is required on national, regional and local levels. For example, the local offices of the PES and municipalities need to cooperate in order to actually deliver the activities that newly arrived migrants have the right to, such as civic orientation (orientation courses) and Swedish language training (Sfi). Also, in some regions there are local agreements between different actors such as the PES, the municipality and other stakeholders in the integration process. The structure and content of the local agreements vary across the country, but generally describes each actor's responsibility and the means of cooperation.

Försäkringskassan handles applications for supplementary introduction benefits and pays out introduction benefits, supplementary introduction benefits and housing allowances.

Municipalities are responsible to receive new arrivals and supply housing⁵⁸, and if needed supply practical assistance to newly arrived migrants in connection with their taking up residence in the municipality. Municipalities are also responsible for Swedish tuition for immigrants (Sfi), civic courses (orientation courses) and other training initiatives for adults, e.g. (vocational) education. They are also responsible for economic support to those who are not eligible for an introduction plan, for instance guaranteed

⁵⁷ Detailed and useful information on how this system works (and including 2015 figures) can be found on the website of the Swedish Migration Agency (in Swedish), available at: <http://www.migrationsverket.se/Andra-aktorer/Kommuner/Statlig-ersattning/Ersattning-for-personer-med-tillstand-utan-ansokan.html>

⁵⁸ According to *Lag om kommunernas bostadsförsörjningsansvar (2000:1383)* [the Act on municipal responsibility on the provision of housing].

minimum resources (social assistance/income support).

County administrative boards, inter alia, support municipalities in their preparedness in receiving new arrivals, conclude agreements with municipalities for the reception/settlement of new arrivals and support regional cooperation between municipalities, state agencies, companies and organisations who supply activities for newly arrived immigrants.

The Migration Agency carries out an initial and preliminary mapping of the educational and professional background of refugees and those in need of subsidiary/humanitarian protection.⁵⁹ In addition, the Migration Agency produces regular forecasts on the numbers of newly arrived migrants and is responsible for assisting some categories of newly arrived migrants in finding housing.⁶⁰

⁵⁹ Section 9 of *Förordning (2010:409) om etableringssamtal och etableringsinsatser för vissa nyanlända invandrare*. The ordinance states that the Swedish Migration Agency shall transfer information on the educational background, prior work experience and other conditions which can be of importance with regard to the labour market introduction of the person.

⁶⁰ This information on the division of responsibilities amongst the key actors is primarily based on the information booklet *Ny lag – nya möjligheter, vissa nyanländas etablering i arbets- och samhällslivet* (in Swedish), for example available at: <http://projektwebbar.lansstyrelsen.se/integration/Sv/publikationer/broschyrer/Pages/ny-lag-nya-mojligheter.aspx>

7 Support measures to access the labour market

This section explores in more detail the employment-related support measures used in Sweden that aim to advance labour market integration for the target group. The support measures include: **language courses, orientation courses, education, vocational training, recognition of qualifications, guaranteed minimum resources, counselling, and access to housing.** More specifically, the section discusses how these support measures are organised, how and by whom they are implemented and if the services under each support measure are specifically tailored to meeting the employment access needs of beneficiaries of international/humanitarian protection. The existence of any obstacles to access these support measures in practice is also touched upon. Finally the section will describe any good practices for the provision of these support measures and if possible support this with evidence. (e.g. studies/evaluations).

7.1 Language courses

Swedish tuition for immigrants (Utbildning i svenska för invandrare, Sfi) is available for, in principle, all adult third country nationals⁶¹, i.e. for all beneficiaries of international/humanitarian protection. Sfi-tuition is organised by the municipality where the immigrant resides. Individuals entered into the population registry who cannot speak Swedish are, according to the Education Act (Skollagen, 2010:800), entitled to Swedish tuition for immigrants and municipalities are obliged to provide tuition. The training is expected to start within three months from the point when the person was entered into the population registry and took up residence in the municipality. All persons who stay, or can be expected to stay, in Sweden for one year or longer are entered into the population registry. The training aims at providing language tools for communication and active participation in daily, societal and working life. Students are trained in communicative language skills, both oral and in writing, based on their level of education and needs.⁶² A grade or certificate is issued upon completion of a course. All courses are free. Students of Sfi are not entitled to study grants from the Central Student Council (Centrala Studiestödsnämnden, CSN). Participants must be at least 16 years old.

Sfi is generally offered with flexibility as to make it possible for students to work or pursue other studies and/or training simultaneously. Both day and evening classes

⁶¹ EU/EEA nationals and nationals of Switzerland are eligible too (excluding nationals/speakers of Danish and Norwegian). EU/EEA nationals need to have a right of residence (for work, studies) and be residents of the municipality in question. The latter information is from Stockholm's City Administrative Council, but these conditions are likely to be in place nation-wide.

⁶² For further reading (in English), please refer to the website of the Swedish National Agency for Education (Skolverket), available at: <http://www.skolverket.se/om-skolverket/andra-sprak-och-lattlast/in-english/the-swedish-education-system/adult-education/2.900/what-is-swedish-tuition-for-immigrants-1.103806> The syllabus for Swedish tuition for immigrants is available at: <http://www.skolverket.se/publikationer?id=2910>

are offered. Daytime courses typically involve 15-20 hours per week, while evening courses are about 6 hours a week. Individual timetables can be given to students with specific reasons for working certain days of the week. Some Sfi schools also offer courses at distance.⁶³

Sfi with vocational training is also available in some areas. In the Stockholm county administrative region (comprising 26 municipalities), Sfi with vocational training is entitled Sfx (Swedish for professionals). Sfx is aimed at immigrants who have professional degrees and/or previous work experience in their professions from their countries of origin. The purpose of Sfx is to take advantage of their qualifications. Moreover, students have the benefit and motivation to study together with others from with the same educational/professional background, which is believed to reinforce professional identity and networking. All municipalities in the Stockholm county administrative region have concluded an agreement that allows students who meet the qualifications for their respective work fields, to study Sfx with other students of the same profession regardless of in which municipality they reside.

Sfx is available in the following professional areas: Medicine, engineers, educators, bus drivers, lorry drivers, crafts, IT-programmers, economists/lawyers/social scientists and entrepreneurs. Sfx combines Swedish classes with courses teaching and training the student about how their profession is organized and functioning in Sweden, and how to negotiate the Swedish labour market in their field. For several of the academic programmes the aim is to make students well prepared for further university studies that are required in order to work in certain fields. Other courses aim to have students job ready directly after completion.^{64 65}

A similar project was initiated and is ongoing in the Gävleborg county administrative region ("AUB med Sfi" – Arbetsmarknadsutbildning med Sfi). Partners in the project are the PES, municipalities of the region and the county administrative board. In the project, Swedish language tuition is offered to new arrivals in combination with vocational training. The project has been subject to an evaluation report which generally concludes that it has been successful.⁶⁶

Also in the Stockholm area, a special programme aimed at immigrants with little or no primary school education (0-6 years) and illiterate immigrants has been running since 2012. The project ("BAS – Basutbildning för korttidsutbildade") aims at basic training and labour market introduction for these groups who often are in need for

⁶³ For an overview of Sfi options offered by municipalities, see for example the following webpage of the City of Stockholm: <http://www.stockholm.se/ForskolaSkola/Svenskundervisning-for-invandrare-sfi/Swedish-for-immigrants/>

⁶⁴ For a complete list of options offered please refer to the following website: <http://www.stockholm.se/ForskolaSkola/Svenskundervisning-for-invandrare-sfi/Swedish-for-immigrants-/Swedish-for-trained-professionals/> and <http://www.sfx-yrke.se/eng>

⁶⁵ SIFA (Stockholms intensivsvenska för akademiker) offers three of the Sfx programmes: Sfp (educators), Sfej (economists, lawyers, social scientists) and one of the Sfinx (engineer) programmes. For more information, please refer to SIFA's website (in Swedish, but with a translation possibility), available at: <http://sifa.stockholm.se/>

⁶⁶ For more reading, please refer to: <http://www.lansstyrelsen.se/gavleborg/Sv/manniska-och-samhalle/integration/projekt/arbetsmarknadsutbildning-med-sfi/Pages/default.aspx> The evaluation report (in Swedish) is also found on this website.

complementary support (in addition to Sfi) to be able to find a job.⁶⁷ The project is on-going in six municipalities in the Stockholm county administrative region. It should be added there are several other examples of regional and local initiatives carried out in this field, in addition to those in Stockholm and Gävleborg.⁶⁸

In the wake of the increasing number of new arrivals in the past few years there have been many reports in the media on the shortage of qualified teachers of Swedish as a foreign language and increasing wait times for persons to be enrolled in courses.⁶⁹ Furthermore, Sfi language tuition as a whole has received recurring criticism over the years for being ineffective and achieving poor results.⁷⁰ The Swedish Schools Inspectorate (Skolinspektionen) has carried out a number of evaluations of Sfi tuition in municipalities (notably in 2010 and 2011), many of which have listed recommendations for improvements.⁷¹ Conversely, some reports argue that the completion of Sfi training improves the possibility of students to find a job.⁷²

In 2010, the Government introduced a "Sfi-bonus", comprised of a one off cash handout for particularly successful students of Sfi. The initiative was subject to evaluations. Findings indicated some positive effects on the completion of studies in the Stockholm area, but no real nationwide improvements.⁷³ The bonus was abolished in July 2014.

In 2014, the former Government announced a reform of Sfi with a view to make the training more customised to individual needs of students and make the programme more effective overall. There is a current Government Bill which proposes such changes to take effect 1 July 2016.⁷⁴

⁶⁷ For further reading, please refer e.g. to the following information on the website of the Swedish Association of Local Authorities and Regions (Sveriges kommuner och landsting, SKL) <http://skl.se/integrationsocialomsorg/asylochflyktingmottagandeintegration/idebankforintegrationsarbetet/arbetsmarknadsochutbildningsinsatser/arbetsmarknadsochutbildningsinsatsernyanlandasetablering/kommunovergripandebasutbildningforkortutbildade.5334.html>

⁶⁸ For more information, please see this webpage of the Swedish Association of Local Authorities and Regions (Sveriges kommuner och landsting, SKL) where there are other examples that deal with local and regional projects, some of which focus on language training and others more broadly on labour market integration measures: <http://skl.se/integrationsocialomsorg/asylochflyktingmottagandeintegration/idebankforintegrationsarbetet/arbetsmarknadsochutbildningsinsatser.4408.html>

⁶⁹ See for instance Sydsvenska Dagbladet 9 november 2014: "Brist på Sfi-lärare skapar kö" (in Swedish), available at: <http://www.sydsvenskan.se/ingen-sektion/brist-pa-sfi-larare-skapar-ko/>

⁷⁰ For instance, see this news article reporting on recently published research in the field, carried out at Linköping University, "SFI får kritik i ny avhandling", Svt, 8 September 2014, available at: <http://www.svt.se/nyheter/regionalt/ost/sfi-sagas-i-ny-avhandling>

⁷¹ These reports in Swedish (likely of be of particular interest are e.g. reports 2010:7 and 2011:6) can be found on the website of Skolinspektionen, available at: <http://www.skolinspektionen.se>

⁷² See e.g. Kennerberg & Åslund (2010) referred in DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p. 11.

⁷³ See Utrikes födda på arbetsmarknaden - En forskningsöversikt, Stockholms universitets Linécentrum för integrationsstudier, p. 61 (SULCIS) (2013)

⁷⁴ See Dagens Nyheter 12 August, 2014, "Vi slopar SFI som skolform och låter komvux ta över", available at: <http://www.dn.se/debatt/vi-slopar-sfi-som-skolform-och-later-komvux-ta-over/> and <http://www.regeringen.se/rattsdokument/proposition/2015/03/prop.-20141585/>

With reference to good practices, it should be mentioned that Stockholm's programme of Sfx (Swedish for professionals) was subject to an evaluation indicating very positive results for students having attended and completed Sfx. Eight out of ten former students were self-sufficient one to two years after having completed the training.⁷⁵ Furthermore, the Sfinx training which is tailor made for engineers appears to have been particularly successful.⁷⁶ As mentioned above, the similar programme running in Gävleborg has also reported positive results.

There are also examples of regional initiatives in the health care sector with a view to speed up labour market entry for medical staff, e.g. doctors, and where Swedish language training forms an integral part. For instance, Region Skåne in southern Sweden has recently initiated such a programme.⁷⁷

An informative and useful overview of the results and current situation of Sfi training is published yearly by the Swedish Board of Education (Skolverket)⁷⁸

University programmes for teachers of Swedish as a foreign language contain courses in cultural competence (interaction), refugeehood and migration.⁷⁹

To summarise, some services are specifically tailored to beneficiaries of international/humanitarian protection, but this is generally not the case. Please note, however, the specialised Sfi-training mentioned in this section.

Regarding language, it should be added that public bodies (including e.g. healthcare and municipalities) dealing with persons who do not master Swedish are urged to consider using an interpreter (translator).⁸⁰

⁷⁵ The report, entitled PM - Elever och studieresultat i utbildning i svenska för invandrare 2014 (in Swedish) is available at: <http://sfx-yrke.se/om-sfx/atta-av-tio-jobbar-eller-studerar-efter-sfx>

⁷⁶ See the following link: <http://sfx-ingenjor.se/sv> For media reports, see for instance "Svenska för yrkesutbildade öppnar dörrar till yrkeslivet", Svenskt Näringsliv 29 november 2013, available at: http://www.svensktnaringsliv.se/fragor/integration/svenska-for-yrkesutbildade-oppnar-dor-rar-till-yrkeslivet_574901.html

⁷⁷ Please refer to the following link from Swedish Public Television (Sveriges Television, Svt). The news article is in Swedish: <http://www.svt.se/nyheter/regionalt/skane/snabb-are-vag-till-svensk-lakarlegitimation>

⁷⁸ The report (in Swedish) is available at: http://www.skolverket.se/om-skolverket/publikationer/visa-enskild-publikation?_xurl=http%3A%2F%2Fwww5.skolverket.se%2Fwt-pub%2Fws%2Fskolbok%2Fwpubext%2Ftrycksak%2FRecord%3Fk%3D3484

⁷⁹ The report (in Swedish) is available at: http://www.skolverket.se/om-skolverket/publikationer/visa-enskild-publikation?_xurl=http%3A%2F%2Fwww5.skolverket.se%2Fwt-pub%2Fws%2Fskolbok%2Fwpubext%2Ftrycksak%2FRecord%3Fk%3D3484

⁸⁰ Section 8 of the Administrative Procedure Act (Förvaltningslagen, 1986:223)

7.2 Orientation courses ⁸¹,

As mentioned in section 6.1 above, (civic) orientation courses ("samhällsorientering") form part of activities in an introduction plan. Orientation courses are a compulsory element in the introduction plan. Municipalities are also obliged to offer orientation courses to newly arrived immigrants who are not entitled to an introduction plan. The purpose of civic orientation is to give newly arrived migrants a basic understanding of Swedish society. Orientation courses are to facilitate for newly arrived migrants to gain additional knowledge in order to accelerate the introduction. Human rights and democracy as well as the rights and obligations of the individual and how Swedish society works and everyday life are highlighted. These courses are comprised of eight compulsory parts: To come to Sweden, to live in Sweden, to be self-sufficient and develop in Sweden, the rights and obligations of the individual, to form a family and live with children in Sweden, to influence in Sweden, to care for your health in Sweden and to age in Sweden. Courses are focused on practical aspects and shall be adapted to participants and with consideration to local conditions. Educators in charge of orientation courses shall have an appropriate education and training or experience or formal competence of the subject matter ("ämneskunskap").

There does not appear to be requirements for teaching staff to have special training to inform beneficiaries of international/humanitarian protection.

Municipalities are obliged to offer at least 60 hours of civic orientation courses to newly arrived migrants. However, municipalities also have the possibility to procure the service from other (private) actors. Courses should be given as to make it possible for participants to combine work, studies and other activities to facilitate the introduction in the working life. Courses are supposed to start as soon as possible after the person took up residence in the municipality and should normally be completed after one year. The language of instruction should be the person's native language or a language that he/she masters. Municipalities are responsible to issue a certificate upon the completion of a course where the curriculum is included.

County administrative boards have the task to encourage and support cooperation between municipalities concerning orientation courses. Furthermore, county administrative boards are to follow-up on activities concerning orientation courses in municipalities as well and to submit this reporting to the Government on a yearly basis. ^{82 83}

Concerning pre-departure orientation courses and related activities carried out as

⁸¹ Orientation courses typically provide factual information about the country of destination but may also aim to foster positive attitudes for successful adaptation in the long run. These could include opportunities for migrants to gain (and practice) the necessary skills needed to facilitate their integration and to develop helpful attitudes including pro-activity, self-sufficiency and resourcefulness (knowing how to find the information they are seeking); skills include knowing how to conduct oneself in certain situations, time management and goal-setting, as well as being able to navigate complex systems including banking, social, health and emergency services, transportation etc. (Source: IOM Best Practices IOM's migrant training and pre-departure orientation programmes).

⁸² Section 5 of the "Introduction Act" (2010:197) och lagen (2013:156) om samhällsorientering för vissa nyanlända invandrare [the Act on civic orientation for certain newly arrived immigrants].

⁸³ Förordning (2010:1138) om samhällsorientering för vissa nyanlända invandrare, available at: https://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/Forordning-20101138-om-samh_sfs-2010-1138/

part of the **resettlement programme** it should be added that the Migration Agency is responsible for resettlement of refugees and persons in need of subsidiary protection. This includes preparatory activities, such as cultural orientation programmes for selected groups of persons. The Migration Agency conducts approximately three full cultural orientation programmes each year, depending on budget and based on selected individuals' needs and contexts. The objective is to provide the refugees with information about resettlement and arrival as well as everyday life in Sweden, to answer their questions and manage their expectations in order to facilitate a smooth resettlement process. The cultural orientation programmes are carried out prior to the refugees' departure, by staff from the Migration Agency as well as receiving municipalities.

The Public Employment Service may also participate in these programmes, to provide information on what is expected from the individuals upon arrival and how their introduction to the labour market will be planned and facilitated. Discussions are held on the possibility for the PES to also conduct initial mapping of work experiences and skills prior to the departure for resettlement in Sweden.

7.3 Education

Concerning this support measure, focus is on education for those of employment age that might lead towards employment.

Beneficiaries of international/humanitarian protection have the right to education and studies (e.g. at primary schools, secondary schools and universities/colleges) on the same conditions as other resident third country nationals. Primary and secondary education fall within the scope of municipalities' responsibilities. Municipalities are obliged to offer education for adults, encompassing both the primary and secondary levels. This is called "kommunal vuxenutbildning", often referred to as "komvux". ⁸⁴ As mentioned in section 6, education and (complementary) studies can form part of an introduction plan. It needs to be mentioned, however, that studies that qualify for student loans cannot form part of the introduction plan. A majority of beneficiaries of international/humanitarian protection are eligible for an introduction plan.

For persons with foreign academic qualifications there are a number of different "complementary education" paths (bridging courses) offered at Swedish universities and university colleges ("högskola"), notably for those with foreign qualifications (persons who have studied and/or completed an education in a third country) wishing to work in Sweden in a regulated profession. Some of this education is offered in cooperation with the Public Employment Service, other state actors or trade associations. In the 2010-14 study period the Government earmarked funds in this area with a view to increase chances for those with such foreign qualifications to receive a Swedish degree (diploma) and to find work in Sweden in the profession they are trained for. Complementary education for lawyers, educators (teachers), medical doctors, nurses, dentists and veterinarians have been or are being offered. Some reports indicate that complementary education for e.g. teachers with foreign qualifications has proved to be successful in contributing to candidates' entry into the labour market and raising salaries (compared to those with foreign qualifications that did not

⁸⁴ The Swedish National Agency (Skolverket) has comprehensive information on municipal education for adults ("kommunal vuxenutbildning"), available at: <http://www.skolverket.se/skolfor-mer/vuxenutbildning/kommunal-vuxenutbildning>

complement their education in Sweden).⁸⁵ The 2016 Budget Bill proposed continued and increased allocation of funds for e.g. complementary education for those with foreign academic qualifications.⁸⁶

In addition to complementary education for these specialised (regulated) professions, some universities have offered a generic complementary education programme (entitled "aspirantutbildning") for persons with foreign academic qualifications.⁸⁷ Linköping University and Malmö University are two universities where this training is offered presently.⁸⁸

According to a 2008 report from The Swedish National Agency for Higher Education (the now defunct Högskoleverket, 1995-2012), complementary academic education for those with foreign qualifications have proved to be very successful. A majority of students who have completed such education has found a job afterwards (or pursued further studies), many are also reported to have found jobs during the education.⁸⁹

7.4 Vocational education and training⁹⁰

Like education, vocational education and training can form part of the activities of an introduction plan (discussed in more detail in section 6). As mentioned under section 7.1 Swedish language tuition for immigrants (Sfi) is sometimes offered in combination with vocational training. Whereas eligibility for introduction plans is limited to beneficiaries of international/humanitarian protection, Sfi with vocational training is accessible for all third country nationals.

More generally, municipalities are responsible for vocational education for adults ("yrkesvux"). Yrkesvux was introduced in 2009 and refers to municipal vocational secondary education for adults. The purpose of the initiative is to counteract a shortage of persons with vocational training and reach out to groups lacking secondary vocational education or those in need of complementing their vocational secondary training.⁹¹ Furthermore, another option regarding vocational education is Higher Vocational Education ("Yrkeshögskolan", YH) a post-secondary form of education that combines theoretical and practical studies in close cooperation with employers and the industry. Programmes are offered in specific fields where there is an explicit

⁸⁵ See Niknami and Schröder (2012) referred in *Utrikes födda på arbetsmarknaden - En forskningsöversikt*, Stockholms universitets Linnécentrum för integrationsstudier, p. 61 (SULCIS) (2013) and Högskoleverket (2006), "Lärare i nytt land, Behörighetsbevisets betydelse och mötet med den svenska skolan", Högskoleverkets rapportserie 2006:1R

⁸⁶ For more information, see the Government's announced measures in the policy area of education focused on new arrivals ("Regeringens utbildningspaket: etablering"), available at: <http://www.regeringen.se/artiklar/2015/09/regeringens-etableringspaket-utbildning/>

⁸⁷ *Utbildningsfällan - en del av etableringen för invandrade akademiker*, p. 24 (in Swedish), published by The Confederation of Swedish Enterprise (Svenskt Näringsliv) in 2014.

⁸⁸ Please see the following link for more information: <https://www.mah.se/aspirant>

⁸⁹ The report, entitled *Hur går det efter kompletterande utbildning för utländska akademiker?* is available at: <https://www.mah.se/aspirant>

⁹⁰ Vocational education and training aims to equip people with knowledge, know-how, skills and/or competences required in particular occupations or more broadly on the labour market.

⁹¹ See this Q and A from the Swedish National Agency for Education (Skolverket) in Swedish that explains "Yrkesvux": <http://www.skolverket.se/regelverk/fragor-och-svar/yrkesvux-1.144951>

demand for competence and delivered in cooperation between education providers and those employers and industries affected by the programme. Consequently, all programmes have a strong emphasis on workplace training. Business Finance and Administration, Sales and Manufacturing Technology, IT, Hospitality and Tourism, Health Care and Agriculture are the major programmes.⁹²

The Public Employment Service offers a wide range of vocational education/training to job seekers, including beneficiaries of international/humanitarian protection.⁹³

The Swedish Association of Local Authorities and Regions (Sveriges kommuner och landsting, SKL) has collected a number of examples of good practices carried out at the local/regional level from all over the country. An interesting example is from the municipality of Falköping, where students who speak Swedish as a foreign language are specifically targeted. These students at secondary school level studying to become assistant nurses (enrolled nurses) receive particular support and teaching throughout this education programme with a view to cater for the future need of bilingual staff in the (regional) care sector.⁹⁴

Among other projects worth mentioning are those that largely focus on third country nationals with academic qualifications. For this group there are a handful of projects, often involving a combination of several elements, for instance recognition of qualifications, studies and vocational training/internships. "Korta vägen" is one such project, which was originally initiated in the Göteborg area and available at universities in the western part of the country, but is now available nationwide at fourteen universities. Candidates who wish to enter the programme apply via the PES.⁹⁵ "Nationell matchning" is another project which was running in the 2011-14 period and specifically targeted unemployed persons with foreign academic qualifications. It was co-financed by the European Social Fund (ESF) and the PES. In Botkyrka municipality, the project "Academic Power" was running in 2011-13, co-financed by a number of different actors, including the European Integration Fund (EIF). The project involved a wide range of measures aimed at participants in order to increase job readiness. Finally, in the Göteborg and western Sweden area, a programme specifically aimed at engineers and technicians with foreign qualifications has been initiated. The programme contains studies as well as vocational training with the view for participants to find qualified work in their field.⁹⁶

A particularly successful example among regional labour market integration efforts is the work integration social enterprise "Yalla Trappan", located in Malmö, and organised as a women's cooperative. It started in 2010 as a project dependent on financial support from the European Social Fund (ESF), the City of Malmö and ABF Malmö,

⁹² See the website of YH (full information in English), available at: <https://www.yrkeshogskolan.se/>

⁹³ See for instance the following web page which lists all currently offered vocational (education) programmes for job seekers: <http://www.arbetsformedlingen.se/For-arbetssokande/Yrke-och-framtid/Arbetsmarknadsutbildningar.html>

⁹⁴ For more information (in Swedish), please refer to the following webpage: <http://skl.se/integrationsocialomsorg/asylochflyktningmottagandeintegration/idebankforintegrationsarbetet/arbetsmarknadschutbildningsinsatser.4408.html>

⁹⁵ See e.g. this information on "Korta vägen" from Stockholm University: <http://www.su.se/samverkan/f%C3%B6retag/korta-v%C3%A4gen>

⁹⁶ This paragraph is primarily based on information found in the report *Utbildningsfällan - en del av etableringen för invandrade akademiker* (in Swedish), p. 28ff. published by The Confederation of Swedish Enterprise (Svenskt Näringsliv) in 2014.

but has evolved into a self-contained social enterprise with a strong focus on social sustainability. Yalla Trappan provides work for immigrant women who would otherwise have severe difficulties entering the labour market and currently employs 15 women in its three commercial branches: café and catering, a cleaning and conference service and a sewing and design studio. Furthermore, it enables labour market introduction for newly arrived immigrant women by providing internship opportunities. In December 2015, the chairperson of Yalla Trappan participated in a public hearing in the European Parliament's Committee on Women's Rights and Gender Equality. The hearing was on the situation of women refugees and asylum seekers in the EU and Yalla Trappan was one of four invited organisations to participate with a presentation of its work and good practices.⁹⁷ An ongoing effort is a project aiming to spread the work methods to other municipalities in the region.⁹⁸

7.5 Procedures for the recognition of qualifications

Recognition of qualifications is often divided into three parts – recognition of foreign qualifications in order for immigrants to access the education system (carried out e.g. within primary school education for adults, colleges), recognition of foreign qualifications in order to facilitate labour market entry for immigrants (by competent state agencies and other organisations) and finally formal evaluation of foreign qualifications (degrees).⁹⁹

The Public Employment Service plays an important initial role with regard to the recognition of qualifications. The task of the PES in this respect is explained in detail in section 6.1.

More specifically with regard to formal evaluation of foreign qualifications, the National Board of Health and Welfare (Socialstyrelsen) and the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR) are two principal government agencies, the work of which are described in more detail later on. There are, however, several other state agencies and other organisations that are engaged in the recognition of qualifications. The Swedish National Agency for Higher Vocational Education (Myndigheten för yrkeshögskolan, MYH) has the task to coordinate and support a national framework for validation, e.g. by establishing national criteria and guidelines for validation.¹⁰⁰ MYH maintains a web portal entitled "Valideringsinfo", with information and resources for the individual. Among services provided is a guidance tool entitled "Your way to validation" ("Din valideringsväg"), which is available

⁹⁷ For further reading see for instance Yalla Trappan's website, available at: <http://www.yallatrappan.se/> (some information in English), Business Region Skåne, available at: <http://www.skane.com/sv/nyheter/2015/11/30/europa-vill-veta-hur-yalla-trappan-lyckats-and-Sydsvenskan-3-December-2015-Yalla-trappan-tar-ett-steg-ut-i-Europa>, available at: <http://www.sydsvenskan.se/malmo/yalla-trappan-tar-ett-steg-ut-i-europa/>

⁹⁸ The project, entitled "Mera Yalla i Skåne", is financed by The Social Investment Fund in Region Skåne and ABF Malmö aims to spread Yalla Trappan's successful working methods to other municipalities in the region. The project is expected to result in a growth of knowledge in social enterprising and to facilitate the establishment of new work integration social enterprises inspired by Yalla Trappan.

⁹⁹ DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p. 29.

¹⁰⁰ MYH's website in English is available at: <https://www.myh.se/In-English/Swedish-National-Agency-for-Higher-Vocational-Education/>

in a number of languages.¹⁰¹ In addition to MYH there are other state agencies such as The Swedish Transport Agency (Transportstyrelsen) and The Supervisory Board of Public Accountants (Revisorsnämnden, RN) that are responsible for certain specialised regulated professions. Finally, there are a number of trade associations that are engaged in validation of qualifications and issue various types of documents (license, authorisation) for successful candidates.¹⁰²

Special provisions are in place concerning some regulated professions that have Swedish language requirement and other conditions relevant for the specific occupations.¹⁰³ Socialstyrelsen is responsible for examining that language conditions are fulfilled for a number of regulated professions in the health sector, e.g. medical doctors, dentists and pharmacists.¹⁰⁴ Third country nationals with foreign qualifications wishing to work in a regulated profession in Sweden need to conduct complementary studies. The caseload and processing times at Socialstyrelsen of applications from health care staff trained outside the EU/EEA-area to assess their foreign qualifications have risen considerably in the past few years. The situation was met with increasing criticism from several stakeholders and became a topical issue in public debate.¹⁰⁵ On May 25 2015, the Government announced an extra allocation of 10 million SEK to Socialstyrelsen to reduce processing times.¹⁰⁶

The Swedish Council for Higher Education (UHR), which has the role of ENIC NARIC Sweden, evaluates foreign qualifications at the upper-secondary, post-secondary vocational and academic level. The evaluations are carried out for the labour market (and for the upper-secondary level also to correctly determine student eligibility). A recognition statement describes the foreign education and degree and compares it to the equivalent Swedish degree. The purpose of the statement is thereby to help the individual and the potential employer to understand what the degree corresponds to in the Swedish education system. The services of evaluation provided by UHR are accessible to refugees and beneficiaries of subsidiary and humanitarian protection who are residents in the country and are free of charge. Much like Socialstyrelsen UHR has

¹⁰¹ This particularly useful and informative website is available at: <https://www.valideringsinfo.se/>

¹⁰² According to one report there are up to 140 professions validated by various trade associations. For more information, see e.g. the report *Utbildningsfällan – en del av etableringen för invandrade akademiker (in Swedish)*, published by The Confederation of Swedish Enterprise (Svenskt Näringsliv) in 2014.

¹⁰³ For an overview of which professions are regulated in Sweden, see this complete list on the website of the Swedish Council for Higher Education, available at: <http://www.uhr.se/Information-in-English/Qualifications-recognition/Akademisk-start/Work-in-Sweden/Regulated-professions-in-Sweden/>

¹⁰⁴ For further reading (pages in English), please refer to the website of the National Board of Health and Welfare (Socialstyrelsen), available at: <https://www.socialstyrelsen.se/appliationforswedishlicencetopractiseothercountries> For further information (pages in English) on the conditions and the examination of Swedish language requirements for these regulated professions, please click on the respective professions on this page and you will be redirected to a page which lists the requirements for the particular profession.

¹⁰⁵ For instance, several employee organisations joined in submitting an open letter to the Socialstyrelsen on the issue demanding action. The reply can be found under this link (in Swedish): <https://www.slf.se/Aktuellt/Socialstyrelsen-svarar-pa-brev-om-langa-handlaggnings-tider/>

¹⁰⁶ See the following press release (in Swedish): <http://www.regeringen.se/pressmeddelanden/2015/05/tio-miljoner-till-kortare-handlaggnings-tider-for-validering/>

been facing an increasing case load in the past few years.¹⁰⁷ Nationals of Syria, Iran and Iraq were the three major groups applying for evaluation of formal qualifications at UHR in 2014. Recent challenges for UHR are that applicants without documentation of their degrees and those with unfinished degrees more frequently ask for validation. UHR has developed methods to better deal with these cases (limited to university degrees), e.g. with the use of "sworn statements" from the applicant.¹⁰⁸

Concerning obstacles, some reports mention the fact that so many different actors are involved in recognition of qualifications in Sweden makes the system difficult to navigate for both authorities and applicants (migrants).¹⁰⁹ Other reports indicate that inadequate language skills among (newly arrived) migrants lead to an unfair recognition of their qualifications, often resulting in their qualifications being recognised as lower than is the factual case. A project carried out in 2009-11 by MYH indicated that the overall knowledge on the recognition of qualifications was poor among newly arrived migrants and concerned staff at the Public Employment Service and other (private) organisations in the field. Regarding good practices, some reports indicate that recognition of qualifications has the best effect on individuals who are skilled in their professions and are close to the labour market, but have low formal qualifications.¹¹⁰

The PES has recently published an informative report on the results of its tasks with regard to the recognition of qualifications.¹¹¹

7.6 Counselling services

This subsection discusses various types of counselling that the target groups are entitled to in order to specifically support them to access employment. It covers such different topics as counselling for trauma and other specific problems relating to their status as refugees / beneficiaries of international / humanitarian protection where this may present a barrier, and also e.g. counselling to assist in job readiness preparation and support.

Student counselling (primary and secondary school, including complementary education for adults) and vocational guidance ("studie- och yrkesvägledning") is within the competence of municipalities in Sweden.¹¹² Various types of counselling services are offered by a number of other actors as well, notably by the Public Employment Service and sometimes through private actors.

¹⁰⁷ For more detailed information (partly in English), please refer to the website of the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR), available at: <http://www.uhr.se/>

¹⁰⁸ E-mail communication from UHR, 13 November 2015.

¹⁰⁹ Segendorf och Teljosuo (2011) - Sysselsättning för invandrare – en ESO-rapport om arbetsmarknadsintegration Rapport till Expertgruppen för studier i offentlig ekonomi 2011:5, p. 12.

¹¹⁰ DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p. 30f.

¹¹¹ Arbetsförmedlingens återrapportering 2014 - Uppdrag till Arbetsförmedlingen att utveckla metoderna för och omfattningen av validering av nyanlända invandrades kompetens (2015).

¹¹² For further reading, including, the legal base for the tasks of municipalities, see e.g. the following link from the website of Skolverket: <http://www.skolverket.se/skolutveckling/studie-och-yrkesvagledning/fakta/lagar-och-regler>

Counselling to increase job preparedness and to improve and accelerate the entry into the labour market of beneficiaries of international/humanitarian protection are part of the "Introduction Act" and explained in detail in section 6.1. It should be noted, however, that counselling and other services provided by e.g. the PES to job seekers typically does not take into account immigration status. The residence permit (or right of residence) as such and the fact that a person is entered into the population registry is the basis for access to entitlements. Moreover, counselling would as a rule be individually tailored and take into account a person's educational background, work experience and other relevant circumstances.

In the 2009-13 period, the PES was running a programme entitled "Jobbcoachning" where job-seekers (including beneficiaries of international/humanitarian protection) could receive individual tailor made support. Particular officers ("jobbcoach") were responsible for participants in this programme, where support measures e.g. included support and advice on how to contact employers, support on how to write a letter of application/cv and how to prepare for a job interview. The programme was subject to evaluations and surveys indicating mixed results and often showing that the programme as a whole only marginally contributed to increase employment (or the share of durable jobs) among participants.¹¹³ The PES is currently offering a service entitled "Support and Matching" (Stöd och matchning) for job seekers in need of extra support to find a job. This service is carried out by private service providers and offers four different levels depending on the needs of individual.¹¹⁴

With regard to resettlement, receiving municipalities can apply for financial compensation to cover extraordinary costs in connection with the initial reception of resettled persons, e.g. if additional staff (specialists) need to be hired during the first few months to cater for particular needs (e.g. trauma counselling).

The National Board of Health and Welfare (Socialstyrelsen) supports the health care sector with recommendations and advice in their interaction with both asylum seekers and newly arrived immigrants. Socialstyrelsen maintains a particular webpage where this information is collected.¹¹⁵

The Swedish Red Cross (Röda Korset) operates several clinics throughout the country that offer trauma counselling for migrants suffering from consequences of e.g. torture, war and trauma from fleeing their country of origin.¹¹⁶ In addition there are examples of local/regional initiatives with regard to trauma counselling. For instance, the city of Malmö runs a PTSD-centre in the 2012-15 period (The Public Employment Service and Finsam are partners) where access is reserved for a certain number of persons who are newly arrived immigrants and entitled to support services covered by the "Introduction Act".

¹¹³ Utrikes födda på arbetsmarknaden - En forskningsöversikt, Stockholms universitets Linné-centrum för integrationsstudier, p. 61 (SULCIS) (2013)

¹¹⁴ For more information (complete information in English), please refer to this PES webpage describing this service: <http://www.arbetsformedlingen.se/Globalmeny/Other-languages/Support-and-matching.html>

¹¹⁵ For further reading, please see the following link: <https://www.socialstyrelsen.se/vardochomsorgforasy/sokandemedflera>

¹¹⁶ Please see this webpage on the website of the Swedish Red Cross for more information: <http://www.redcross.se/detta-gor-vi/vard-for-krigs-och-tortyrskadade/>

Swedish language tuition (Sfi), job preparatory work, and health promotion run parallel in the programme. The purpose of the programme is to facilitate for participants to become self-sufficient.¹¹⁷

The Swedish Psychological Association (Sveriges Psykologförbund) has recently called upon its members to help traumatized refugees and cautioned against increasing wait times for patients to receive help.¹¹⁸ Furthermore, recent reporting in the media has argued that public healthcare lacks sufficient competence to cater for the need of psychiatric care of newly arrived immigrants. According to some sources, as many as one third of newly arrived immigrants are severely traumatised.¹¹⁹

7.7 Access to housing¹²⁰

This sub-section describes whether refugees, beneficiaries of subsidiary and humanitarian protection are entitled to receive help from the government with regard to access to housing, and how it is implemented in practice.

As mentioned previously in section 6 of the study, the provision of housing falls within the competence of municipalities. The majority of asylum seekers granted residence permits are covered by the "Introduction Act" and as such are offered assistance in finding housing by the Public Employment Service. This is applied uniformly to all newly arrived migrants covered by the "Introduction Act", i.e. refugees as well as beneficiaries of subsidiary and humanitarian protection. The Migration Agency assists remaining categories of new arrivals in their search for housing (i.e. beneficiaries of international/humanitarian protection over the age of 64, unaccompanied minors, upper secondary school students (unaccompanied) and adults with the ability to participate less than 25 per cent of the share of activities under the introduction plan). Many newly arrived immigrants manage to find housing independently. Due to the current housing shortage, particularly in the metropolitan areas of Stockholm, Göteborg and Malmö, this possibility has become increasingly difficult, but is a perfectly acceptable and encouraged option when possible.

For persons admitted under the resettlement programme (as refugees or persons in need of subsidiary protection), housing is prepared before their arrival and most often equipped with basic furniture etc. to care for their immediate needs upon arrival.

In addition, new arrivals (i.e. all beneficiaries of international/humanitarian protection including individuals transferred and accepted to Sweden as part of the annual resettlement programme) can be eligible for a home equipment loan, provided by the

¹¹⁷ Please see the following links for more information: <http://malmo.se/Foretagande--jobb/Lediga-jobb-i-Malmo-stad/Svart-att-fa-jobb/JobbMalmo/Om-JobbMalmo/JobbMalmos-enheter/Insatsenheter/Sektion-5-PTSD-Center.html> (Malmö Stad) and <http://finsamimalmö.se/arkiv/540#> (Finsam)

¹¹⁸ Dagens Nyheter 16 November 2015, "Många flyktingar behöver psykologstöd", available at: <http://www.dn.se/insidan/manga-flyktingar-behoover-psykologstod/>

¹¹⁹ Dagens Nyheter 27 August 2015, "Landstingen saknar kompetens för nyanländas psykiatriska vård", available at: <http://www.dn.se/nyheter/sverige/landstingen-saknar-kompetens-for-nyanlandas-psykiatriska-varld/>

¹²⁰ Support measures for access to housing include those measures that facilitate finding accommodation for those who cannot find it themselves. This could include social housing, state funded housing in the private sector, provision of financial resources to access housing etc.

Central Student Council (Centrala Studiestödsnämnden, CSN). The loan can cover additional equipment needed, furniture etc.

Section 6 of the study provides a more detailed overview of the distribution of responsibilities between the PES and the Migration Agency concerning housing, for instance with regard to which categories of beneficiaries of international/humanitarian protection the respective agency caters for with regard to assistance in finding housing.

A growing challenge in the past few years in terms access to housing is the slow pace of out-flow from the reception system of persons awarded residence permits. Currently, there are some 11 000 persons remaining in the reception system for an extended period after having received residence permits.¹²¹ The major reason behind this situation is the shortage of housing experienced in many municipalities,¹²² which is a difficult and growing challenge. The housing shortage also leads to increased competition on the housing market between newly arrived immigrants (beneficiaries of international/humanitarian protection) and other categories of immigrants and residents alike.

The 2016 Budget Bill contained a number of proposals in the area of housing, e.g. measures to support and accelerate the construction of new housing. Furthermore, on 26 November 2016, the Government announced a Bill which proposes it to be mandatory for all municipalities to accept to settle beneficiaries of international/humanitarian protection. The aim of the proposal is that all municipalities should be involved and take responsibility for the reception of new arrivals as to improve integration. The distribution of new arrivals between municipalities is to take into account factors such as labour market conditions and the numbers of new arrivals already living in the municipality.¹²³ This new legislation ("Bosättningslagen") entered into force 1 March 2016.¹²⁴

Staff at the PES who work directly in tasks covered by the "Introduction Act" receive particular training (authorisation). Heads of units/divisions and specialised officers at the PES also undergo training.

7.8 Guaranteed minimum resources¹²⁵

In Sweden, as a general rule, entitlements and benefits are not dependent on the nationality or the immigration status of a residence permit of the person applying for it. In most cases the residence permit as such (or right of residence for EU/EEA nationals or nationals of Switzerland) and (even more importantly) the fact that a person is entered into the population registry would be the determining factor in this

¹²¹ Migrationsverkets verksamhets- och utgiftsprognos oktober 2015 (P5-15), bilaga 1, p.59.

¹²² See e.g. Etableringsreformens första år – en första utvärdering, Stockholms universitets Linnécentrum för integrationsstudier, p. 7 ff. (2015).

¹²³ See for instance this press release summary: <http://www.regeringen.se/pressmeddelanden/2015/11/alla-kommuner-ska-ta-ansvar-for-mottagandet-av-nyanlanda/>

¹²⁴ For more information, see: <http://www.regeringen.se/artiklar/2016/02/forordning-ar-om-mottagande-av-nyanlanda-for-bosattning/>

¹²⁵ Refers to benefits provided to people with insufficient resources. It includes support for destitute and vulnerable persons to help alleviate poverty or assist in difficult situations (Source: ESSPROS Manual, 2008 Edition, Eurostat).

context and not the grounds on which the residence permit was awarded. Hence, the **guaranteed minimum resources** (i.e. social assistance/income support, försörjningsstöd/ekonomiskt bistånd) entitled to beneficiaries of subsidiary/humanitarian protection are identical to that of any other third country nationals or residents. Guaranteed minimum resources fall within the scope of municipalities' responsibilities. Income support is financial support paid under the Social Services Act (Socialtjänstlag, 2001:453). An application for income support is to be submitted to the municipality (Social Services office, Socialtjänsten) where the applicant resides. Applications are assessed individually. As a rule, however, persons can receive support for their upkeep and for other items needed in order to have a reasonable standard of living. Income support consists of a standard (the national standard) plus reasonable costs for other common needs such as housing and household electricity. Items not included in income support are other living expenses. These are things that are not part of income support but are necessary. Case workers examine the financial situation of the applicant and also at what he/she or the Social Services can do to help them become self-sufficient. It is possible to appeal a decision to not grant income support. In addition, a recipient of income support can be ordered to repay support under certain circumstances.¹²⁶

There are few benefits, with the exception of the introduction benefit, which are specifically designated for newly arrived immigrants. It should be noted, though, that the introduction benefit e.g. presupposes that the person participates in an introduction plan and as such this benefit does not per se form part of guaranteed minimum resources. The introduction benefit is discussed in more detail in section 6 of the study.

¹²⁶ The National Board of Health and Welfare (Socialstyrelsen) provides detailed information on rules and practice concerning income support, see under "ekonomiskt bistånd". The English language version of the website has information which is less comprehensive, see <http://www.socialstyrelsen.se/>

8 Labour market participation

This section will provide an overview as to what extent refugees, beneficiaries of subsidiary and humanitarian protection are able to successfully secure employment. It will also aim to map the sector/industries and the type of work mostly secured by beneficiaries.

8.1 Employment among new arrivals

Statistics on labour market participation according to immigration status (e.g. refugee, subsidiary protection status, family reunification) is not widely available in Sweden. The distinction "foreign born persons" is used more often, which makes it difficult to distinguish the sub-groups covered by this study. Therefore Statistics Sweden (SCB) was tasked to produce such statistics particularly for this study. The table below (table 3) indicates the number of refugees, beneficiaries of subsidiary and humanitarian protection that are employed/unemployed/inactive.

Table 3 Statistics on labour market participation among refugees and beneficiaries of subsidiary/humanitarian protection¹²⁷

Statistics on labour market participation	Refugees 2010					Beneficiaries of subsidiary protection 2010					Beneficiaries of humanitarian protection 2010					
Total number granted protection																
2010																
Total number employed (including self-employment)	46					83					33					
Total number overqualified in their position*	5					3					2					
Total number unemployed	1					1					2					
Total number of inactive persons	3406					7287					972					
2011	2010	2011				2010	2011				2010	2011				
Total number employed (including self-employment)	232	73				394	64				85	38				
Total number overqualified in their position	28	12				42	7				6	3				
Total number unemployed	2	0				7	1				1	0				
Total number of inactive persons	3 191	3 140				6 936	6 729				904	1 469				
2012	2010	2011	2012			2010	2011	2012				2010	2011	2012		
Total number employed (including self-employment)	360	194	73			784	297	93				126	99	44		
Total number overqualified in their position	56	27	7			77	25	4				18	10	3		
Total number unemployed	22	1	0			50	1	2				5	0	1		
Total number of inactive persons	3 038	3 006	4 904			6 462	6 475	7 296				849	1 393	1 514		
2013	2010	2011	2012	2013												
Total number employed (including self-employment)	540	433	345	144												
Total number overqualified in their position	88	69	32	10												
Total number unemployed	51	9	3	3												
Total number of inactive persons	2 801	2 748	4 611	7 927												
2014	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014	
Total number employed (including self-employment)	727	616	719	702	185	1598	1151	1200	1265	356	240	305	198	122	57	
Total number overqualified in their position	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Total number unemployed	87	48	19	1	0	261	55	29	3	0	16	16	3	0	0	
Total number of inactive persons	2 557	2 502	4 198	7 350	11 442	5322	5494	6093	13377	18459	703	1 146	1 332	1 604	1 706	

¹²⁷ The table presents flow data indicating the development over the whole of the 2010-14 study period. The table shows the development of the number of persons in the different categories starting from the year they received a residence permit. For instance, persons issued a residence permit in 2010 can be followed each year throughout the period until 2014. "Unemployed" are persons who have received unemployment support (Arbetslöshetsersättning/ersättning från a-kassa). Those not entitled to unemployment support are not listed in the table. If there is no information about education or occupation entered this means it is unavailable.

8.2 Sector/industry and the type of work where beneficiaries of international/humanitarian protection mainly successfully secure jobs in Sweden

There are many reports, evaluations and studies dealing more broadly with various aspects of labour market integration and employment of immigrants. Several of these are less specific in relation to the group studied. As mentioned previously, an often used dichotomy in statistics appears to be "foreign born persons" and "persons born in Sweden" rather than pinpointing particular immigration statuses among those not born in Sweden, such as beneficiaries of international/humanitarian protection. This situation makes it somewhat problematic to use in discussing this question. It is reasonable to believe, however, that findings which cover the broader category of "foreign born persons" are applicable to the majority of beneficiaries of international/humanitarian protection as well, but results should naturally be interpreted with some caution. For instance a 2015 report from The Swedish National Audit Office (Riksrevisionen) refers to a survey stating that the share of the labour force who are overqualified for their position (profession) is considerably higher among foreign born workers. In that group 62 per cent were estimated to be overqualified for their job compared to 45 per cent of those born in Sweden.¹²⁸ Another recently published study notes that persons in Sweden born outside of Europe generally have a low employment rate and this is irrespective of their level of qualifications. Referring to information from the Public Employment Service, the report indicates that among 60 per cent of persons with a university education born outside of Europe are employed in professions for which they are overqualified. The corresponding share for persons born in Sweden is 12 per cent.¹²⁹ Several other recent reports and studies present similar findings and conclusions.¹³⁰

A few reports covering results of the 2010 "Introduction Act" do focus exclusively on beneficiaries of international/humanitarian protection. A 2015 report looking at individuals who were enrolled in introduction plans in 2012 (and for at least 18 months of the two year introduction period) indicate that these at that point primarily had secured government subsidised jobs (notably "instegsjobb") and that few had gained employment on the regular job market.¹³¹

With regard to which sector/industry and the type of work in which beneficiaries of international/humanitarian protection mainly successfully secure jobs in Sweden statistics appear to be limited. As mentioned above statistics often refer to "foreign born persons" rather than identifying a particular immigration status. As noted above, however, it is reasonable to believe that these findings are also valid for beneficiaries of international/humanitarian protection.

¹²⁸ Riksrevisionen granskar: Nyanländas etablering – är statens insatser effektiva? RiR 2015:17 (in Swedish) (2015), p. 30. Riksrevisionen has conducted a number of other studies on this and related topics, available at: <http://www.riksrevisionen.se/vardeforrad/Tematiska-granskningar/Etablering-och-integration/>

¹²⁹ Tillväxtverket: Från ord till handling - Integration och mångfald i ett tillväxtperspektiv, rapport 0146 (in Swedish) (2013), p. 17.

¹³⁰ In addition to the reports mentioned above, see e.g. Utrikes födda på arbetsmarknaden - En forskningsöversikt, Stockholms universitets Linnécentrum för integrationsstudier (SULCIS) (2013) and DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015).

¹³¹ Etableringsreformens första år – en första utvärdering, Stockholms universitets Linnécentrum för integrationsstudier, p. 9 ff. (2015).

Statistics Sweden (Statistiska Centralbyrån, SCB) maintains the Swedish Occupational Register with statistics ("Yrkesregistret med yrkesstatistik"). Statistics available include e.g. information on the top professions among foreign born persons. According to a 2013 report, which covers the latest statistics available, the most common jobs for foreign born persons in Sweden are personal care and related workers (1), helpers and cleaners in offices, hotels and other establishments (2), assistant nurses and hospital ward assistants (3), helpers in restaurants (4), child-care workers (5), medical doctors (6), cooks (7), college, university and higher education teaching professional (8), pre-primary education teaching associate professionals (9) and stock clerks and storekeepers (10).¹³²

A 2012 report from The Swedish Work Environment Authority (Arbetsmiljöverket) refers to previous research indicating that the Swedish labour market is ethnically segregated and that the labour force in some sectors and industries have a very high share of immigrant labour, e.g. the cleaning business. Other sectors employing high shares of immigrant labour are the automotive industry, the textile industry, the hotels and restaurants businesses, hair dressers and the care sector. Furthermore, the report notes that immigrants are over represented in low pay jobs, that they more often have deviating contracts of employment and short term employment.¹³³ It is often reported that foreign born persons are more often self-employed than those born in Sweden. A recent report states that even if this percentage share has decreased since 2012 (the approximate level in 2014 was 10 per cent) and differences between foreign born and Swedish born persons are marginal, the numbers of foreign born who are self-employed have not decreased.¹³⁴ The same report also refers to previous research findings saying that newly arrived immigrants more often find employment in short term jobs and that immigrants are heavily overrepresented among employees in labour hire organisations (bemanningföretag).¹³⁵

¹³² See the following report, p. 6 f. from SCB for more information http://www.scb.se/Statistik/AM/AM0208/2013A01/AM0208_2013A01_SM_AM33SM1501.pdf. The report has information on the 15 most common professions for foreign born persons in Sweden (including separate information for foreign born men and women).

¹³³ Arbetsmiljöverket: Migration, arbetsmiljö och hälsa – Kunskapsöversikt (Rapport 2012:4), p.24.

¹³⁴ See for instance DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p. 11.

¹³⁵ Ibid.

9 Conclusions

This section will outline the main findings of the study and present conclusions as to what extent refugees, beneficiaries of subsidiary and humanitarian protection can access employment and employment-related support measures, identifying good practices, including the availability of tailored support. It will also draw conclusions on the extent to which there are differences in treatment between refugees and beneficiaries of subsidiary and humanitarian protection.

As mentioned throughout the study, the residence permit as such and the fact that a person is entered into the population registry is more often the key to accessing certain rights and entitlements (benefits) in Sweden rather than the status of the residence permit. All in all, beneficiaries of international/humanitarian protection have full formal access to the labour market from day one when issued a decision of temporary residence permit (which requires a work permit) or permanent residence permit.

In addition to these mostly generic policies some measures are geared towards third country nationals and some are limited to new arrivals (i.e. beneficiaries of international/humanitarian protection). The prime example of the latter is the "Introduction Act" (comprising of an introduction plan for the individual and an introduction benefit).

The Public Employment Service reports¹³⁶ that two major obstacles for people in the target group of the "Introduction Act" in accessing the activities they have a legal right to are the high influx of new participants eligible for it and the lack of vacant housing in municipalities. The high influx poses a challenge to the PES and other involved actors to provide individual and qualitative activities early in the introduction process. Also, a person eligible for support measures stemming from the "Introduction Act" cannot start taking part in activities before he or she has been received in a municipality. In other words, participation in activities does not start before the person's housing situation is in order. Therefore, the lack of vacant housing is a big bottleneck in the integration process. As mentioned previously in section 7.7, the shortage of available housing is a challenge particularly in the major cities and cities where universities and colleges are. Meanwhile there is a housing surplus in a number of municipalities where employment opportunities are much less favourable.

While discrimination is often mentioned as one of several recurring factors in explaining immigrants' (beneficiaries of international/humanitarian protection) difficulties to enter the labour market¹³⁷ it does not seem reasonable to believe this is a factor affecting their possibilities to access job support activities offered by the PES (or other public bodies). However, a report from the PES e.g. indicates that women enjoy less access to various support measures (offered by the PES) than men and that men have access to other and more expensive support measures than women.¹³⁸ Thus,

¹³⁶ Arbetsförmedlingens Återrapportering 2015: Etablering av vissa nyanlända – statistik kring etableringsuppdraget 2015-05-04 (2015), p.9 ff.

¹³⁷ See e.g. DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p.24 ff.

¹³⁸ Arbetsförmedlingen: Lönebidrag – en jämställdhetsanalys (Bilaga till Arbetsmarknadsrapport 2015), p.12.

while rules and policies are gender neutral, the practical outcome of these can prove to be different. Such examples underline the need and importance of studying closely the practical outcome of rules and policies.¹³⁹

9.1 Employment-related support measures (including tailored support) accessed by third country nationals, including refugees and beneficiaries of subsidiary/humanitarian protection, and to what extent they facilitate their access to the labour market.

Sweden's current policies and measures to facilitate labour market integration are discussed in detail in section 6, please refer to that part of the study for an overview. As stated there and elsewhere in the study, beneficiaries of international/humanitarian protection can in general access the same employment-related support measures available to all other resident job-seekers. In addition, some measures are specifically designated for the group of third country nationals as a whole, including beneficiaries of international/humanitarian protection. The "Introduction Act", notably, focuses only on beneficiaries of international/humanitarian protection (including the setting up of an introduction plan and eligibility for introduction benefit).

The Public Employment Service reports regularly to the Government on the results of its tasks stemming from the "Introduction Act". According to a recent report covering events through 2014, 40 000 individuals were enrolled in introduction plans. The number of persons employed during the introduction period rose from 12 per cent to 14 per cent compared to the previous year. Meanwhile, the number of women participating in vocational training or becoming employed following the completion of an introduction plan continued to be significantly lower compared to that of men.¹⁴⁰

Several reports indicate that complementary education (bridging courses) and recognition of foreign qualifications reduce the risk of foreign born persons to end up in jobs they are overqualified for. Furthermore, research indicates such measures have reinforced the employment rate and salaries of the particular group.¹⁴¹ With regard to recognition of foreign qualifications, there is evidence that in particular recognition of academic qualifications increases immigrants' chances to establish themselves on the labour market.¹⁴²

With regard to Swedish language tuition (Sfi), please refer to section 7.1. where there is a discussion on a number of evaluations of Sfi, including Sfi for professionals (Sfx) and the Sfi-bonus initiative. Section 7.6. on counselling services also contains reference to an evaluation of the now terminated "Jobbcoachning" programme. Some reports argue that that foreign born persons (which would include beneficiaries of international/humanitarian protection) benefit more from internships and the "jobbcoachning"

¹³⁹ See for instance Svenska Dagbladet 24 June 2015 "Rapport: Sverige bäst på integration", available at: <http://www.svd.se/sveriges-integrationspolitik-bast-i-europa>, a news article which was published following MIPEX's 2015 ranking, and containing a discussion on the importance to monitor the practical outcome of policies.

¹⁴⁰ Arbetsförmedlingens Återrapportering 2015: Etablering av vissa nyanlända – statistik kring etableringsuppdraget 2015-05-04 (2015), p.9 ff.

¹⁴¹ Utrikes födda på arbetsmarknaden - En forskningsöversikt, Stockholms universitets Linnécentrum för integrationsstudier (SULCIS) (2013), p.75.

¹⁴² DELMI Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad (2015), p.56.

programme and similar support measures since these compensate for the lacking social networks (in relation to labour market entry) of these groups.¹⁴³

Government subsidised jobs such as "nystartsjobb" are believed to have positive effects on the possibilities of foreign born people and those born in Sweden alike to enter the job market. However, since the majority group working in "nystartsjobb" were born outside of the Nordic countries, this effect is more important for the latter group (including beneficiaries of international/humanitarian protection). For participants in "nystartsjobb" who have previously participated in "instegsjobb", the positive effect is believed to be considerably higher. These findings were presented in a report from the Swedish National Audit Office (Riksrevisionen) which analysed both of these two forms of subsidised jobs. The general conclusion of the report is that these two programmes have performed as was intended, i.e. that persons having participated in them have advanced towards the regular job market. The report also makes suggestions for improvements with a view to making the programmes more efficient.¹⁴⁴

As mentioned throughout the study, labour market integration support measures are for the most part generic. In practice this means that the residence permit (or right of residence) as such and the fact that the individual is entered into the population registry would give the rights and entitlements in this connection and these are typically available to everyone regardless of immigration permit status. However, as mentioned above and described in detail in section 6 of the study, the 2010 "Introduction Act" is an exception since it specifically targets beneficiaries of international/humanitarian protection (including resettled persons) and contains a wide range of support measures to accelerate their entry into the labour market. It should be underlined, however, that these job support measures as such are available as well to other third country nationals (and for the most part to other job seekers who are residents). The difference is that beneficiaries of international/humanitarian protection are eligible for introduction plans containing measures adapted to the individual (as well as the introduction benefit) and that this process as a whole is coordinated by the Public Employment Service (as discussed in detail in section 6).

There are no differences in legal labour market access between these groups (refugees, persons in need of subsidiary/humanitarian protection and including resettled persons) and other third country nationals legally residing in Sweden. The residence permit as such (and entry into the population registry) and not the person's immigration status is what determines legal access to the labour market.

Persons holding a temporary residence permit need a work permit (and valid passport in most cases) to access the labour market and this is uniformly applied to all third country nationals.¹⁴⁵

The labour market integration (as well as social and cultural aspects affecting the

¹⁴³ Utrikes födda på arbetsmarknaden - En forskningsöversikt, Stockholms universitets Linné-centrum för integrationsstudier (SULCIS) (2013), p.76.

¹⁴⁴ Ett steg in och en ny start - hur fungerar subventionerade anställningar för nyanlända? (RiR 2013:17), available at: <http://www.riksrevisionen.se/sv/rapporter/Rapporter/EFF/2013/Ett-steg-in-och-en-ny-start-hur-fungerar-subventionerade-anstallningar-for-nyanlanda/>

¹⁴⁵ Non EU-nationals who are long term residents of another EU member state are exempted from the obligation of a work permit according to Chapter 5 section 1 of the Aliens Ordinance. This is also applicable to the spouse/partner and children below the age of 21 who are financially dependent on the long term resident, and regardless of their nationality. In addition there are some other examples of categories exempted from the obligation of work permits, e.g. students, but these are not relevant to discuss in detail in the scope of this study.

individual's settlement in the country of destination) of resettled refugees in Sweden has e.g. been studied in two research programmes carried out at the Malmö Institute for Studies of Migration, Diversity and Welfare (MIM) at Malmö University. The first of these two programmes, entitled "Resettled and Included- The employment integration of resettled refugees in Sweden" (2008-2010) focused e.g. on resettled refugees in Sweden from Bosnia and Herzegovina, Vietnam, Iran and Iraq. A related project, entitled "Before and after - New perspectives on resettled refugees' integration process", was completed in 2015.¹⁴⁶

9.2 Summary of good practices in the provision of labour market integration support measures in Sweden

For a more thorough overview of the existence of good practices, please refer to the previous discussion in this section (9) and examples mentioned throughout the study. To summarise, and judging from existing reports and evaluations on the efficiency and results of policies, it often appears to be difficult to firmly determine the positive effects of a certain measure. It is rarely concluded that a certain measure has had an unequivocally positive effect on e.g. labour market integration as whole or on the employment rate of a particular group of immigrants. That said, the study has highlighted a number of measures which have had noticeable effects in facilitating the entry on the labour market of beneficiaries of international/humanitarian protection. Government subsidised jobs ("instegsjobb" and "nystartsjobb") is one example. "Complementary education" (bridging courses) for those with foreign academic qualifications is another area where efforts have proved to yield positive results.

Additionally, the study has provided examples of successful projects conducted by regional/local actors, for instance Swedish language tuition for professionals (e.g. Sfx) with vocational training (regional initiatives in Stockholm and Gävleborg highlighted) and social enterprises which have developed into fully fledged companies (e.g. Yalla Trappan).

Recognition of qualifications is an area where results prove to be mixed. Findings indicate, however, that recognition of qualifications has given substantially increased chances to enter the labour market (and finding a job in their profession) for some groups. A positive example is persons who are experienced in their profession and close to the labour market, but who have low formal qualifications. Among actors engaged in the recognition of foreign qualifications, the Swedish Council for Higher Education (UHR) has developed new methods to cater for applicants with incomplete or missing documentation.

¹⁴⁶ For further reading, please refer to the website of Malmö University, e.g. the following web page that provides anthologies, policy briefs and as well other material produced as part of these projects: <http://www.mah.se/Forskning/Sok-pagaende-forskning/Before-and-after---New-perspectives-on-resettled-refugees-integration-process/>

Annex 1 - Additional information to ensure comparability

This section aims to collect additional detailed information that complements previous sections in the study. It includes tables on:

Conditions to access the labour market

Authorities responsible for the provision of employment-related support measures

Conditions to access employment-related support measures

Statistics on access to employment-related support measures

Table 4 Conditions to access the labour market

Conditions/restrictions	Applies to all TCNs in: 1) legislation? 2) practice?	Applies to Refugees in: 1) legislation? 2) practice?	Applies to beneficiaries of subsidiary protection in: 1) legislation? 2) practice?	Applies to persons granted humanitarian protection in: 1) legislation? 2) practice?	Comments
Possession of a residence permit	1 and 2	1 and 2	1 and 2	1 and 2	Holders of a permanent residence permit do not need a work permit to access the labour market.
Possession of a work permit	1 and 2	1 and 2	1 and 2	1 and 2	Holders of a temporary residence permit need a work permit to access the labour market.
Do restrictions in time apply? (Duration)	1 No, 2 No	1 No, 2 No	1 No, 2 No	1 No, 2 No	
Do restrictions to a specific employer apply?	1 No, 2 No	1 No, 2 No	1 No, 2 No		Please note, however, there are professions which require the candidate to be a Swedish national (e.g. within law enforcement; the police and courts and the Swedish armed forces).
Do restrictions to a specific employment sector apply?	1 No, 2 No	1 No, 2 No	1 No, 2 No	1 No, 2 No	Employers who wish to hire a TCN must have such a vacancy advertised for at least 10 days on the EURES job posting portal in order to give EU/EEA and Swiss nationals the possibility to apply for it.
Is preference to be given to nationals and EU citizens (in general or in relation to specific jobs, if so which?)	No	No	No	No	Employers who wish to hire a TCN must have such a vacancy advertised for at least 10 days on the EURES job posting portal in order to give EU/EEA and Swiss nationals the possibility to apply for it.

Table 5 Authorities responsible (executive and financial) for the provision of employment-related support measures

Employment-related support measure	Authority that carries executive responsibility	Authority that carries financial responsibility	Comments
Education	The PES, municipalities (kommuner) are responsible for primary and secondary (vocational) education of adults.	The PES/Government, municipalities	Support measures that form part of the 2010 "Introduction Act" are funded at state level. Introduction plans for newly arrived migrants can contain education.
Language courses	Municipalities (kommuner) are responsible for Swedish language tuition for immigrants (Sfi), however these can procure language classes from other actors, including independent (non-profit) schools or private education centres. There are also examples of Swedish language tuition being offered on an ad-hoc basis by other public bodies, e.g. by Regions, particularly for health care staff.	Primarily municipalities, ad-hoc by other public bodies, e.g. Regions.	Support measures that form part of the 2010 "Introduction Act" are funded at state level. Municipalities receive grants from the government for providing language courses. Introduction plans for newly arrived migrants contain Swedish language tuition. Swedish language tuition (Sfi) is accessible also for newly arrived immigrants who are not among those covered by the "Introduction Act".
Orientation courses	Municipalities (kommuner) have the responsibility to provide (civic) orientation courses, including those part of introduction plans for newly arrived migrants.	Government	Support measures that form part of the 2010 "Introduction Act" are funded at state level. Municipalities receive grants from the government for providing orientation courses. Introduction plans for newly arrived migrants can contain orientation courses (civic courses).
Vocational education and training	The PES, municipalities (vocational education and training for adults, "yrkesvux"), Higher Vocational Education (Yrkeshögskolan, YH).	The PES/Government and municipalities	Support measures that form part of the 2010 "Introduction Act" are funded at state level. Introduction plans for newly arrivals can contain vocational education and training.
Counselling	The PES, municipalities (study counselling and career advice), various other agencies and actors (both private and public, e.g. for trauma counselling).	The PES/Government and municipalities	
Recognition of qualifications	Municipalities, the PES, the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR), the National Board of Health and Welfare (Socialstyrelsen) and a number of specialised state agencies and (private) trade associations. The Swedish National Agency for Higher Vocational Education (Myndigheten för yrkeshögskolan, MYH) has the task to co-ordinate and support a national structure for validation.	Government and agencies/organisations that carry out the service.	In addition to actors which carry out formal evaluation of foreign qualifications, the PES maps and analyses the qualifications of newly arrived migrants when establishing an introduction plan for the individual. The Migration Agency carries out a preliminary mapping of beneficiaries' qualifications.
Guaranteed minimum resources	Municipalities	Municipalities (social assistance/income support). Försäkringskassan (introduction benefit, supplementary introduction benefit and supplementary introduction benefit for housing, but these are not per se guaranteed minimum resources.	
Housing	Municipalities are responsible to supply housing. The PES and the Swedish Migration Agency assist in search for housing. The PES is responsible for persons ages 20-64 able to participate at least up to 25 per cent in introduction activities and the Migration Agency for resettled persons, unaccompanied minors, persons older than 65 years of age and persons unable to participate up to 25 per cent in introduction activities.	Government/Försäkringskassan (housing benefit, social assistance) and/or the individual depending on his/her financial situation.	In addition to help and services provided by the PES and the Migration Agency, new arrivals are strongly encouraged to take their own responsibility and be active themselves in the search for housing.

Table 6 Conditions to access employment-related support measures¹⁴⁷

	Education	Language courses	Orientation courses	Vocational education and training		Counselling	Recognition of qualifications	Guaranteed minimum resources	Housing	Comments ¹⁴⁹
Having a residence permit	all TCNs	all TCNs	all TCNs	all TCNs		all TCNs	all TCNs Recognition of regulated medical professions by the National Board of Health and Welfare (Socialstyrelsen) does not, however, require the applicant to have a residence permit.	all TCNs	Housing is provided to "all ben", including those part of the annual resettlement programme.	
Having a work permit							The Swedish Council for Higher Education (UHR) evaluates foreign qualifications for someone who is legally present in the country. The National Board of Health and Welfare can similarly evaluate qualifications from someone who does not reside in the country.	No	No	
Having identity documents	Id from receiving state	Id from receiving state	Id from receiving state	Id from receiving state		Id from receiving state	Id from receiving state	Id from receiving state	Id from receiving state	
Having a domicile	all TCNs	all TCNs	all TCNs	all TCNs		all TCNs	all TCNs	all TCNs	all TCNs	
Language competency ¹⁴⁸	Often yes in practice	No	No	Yes		Depends on the type	No	No	No	
Specific qualifications/diplomas required	No	No	No	No		No	No	No	No	
Sufficient financial resources	No	No	No	No		No	No	No	No	
Eligibility for loans									In principle all beneficiaries can be eligible for a home equipment loan. ¹⁵⁰	

* Please also indicate if conditions equally apply to all beneficiaries of international/humanitarian protection, all third-country nationals, nationals of the MS.

147 Conditions to access employment-related support measures for refugees and beneficiaries of subsidiary/humanitarian protection. If conditions apply this is indicated by yes/no. It is also clarified if the conditions apply to: i) all TCNs legally residing on the Member State's territory ("all TCNs"); ii) all beneficiaries of international/humanitarian protection ("all ben"); or iii) specifically to refugees ("Ref"), beneficiaries of subsidiary protection ("SP"), beneficiaries of humanitarian protection ("HP")

148 It is rather difficult to answer this question precisely. For instance, employers can demand some knowledge of Swedish to receive candidates for internships/vocational training or hire a person for a subsidised job (e.g. "nystartsjobb"). Education for adults (Kommunal vuxenutbildning - "Komvux" - municipal education for adults in the form of complementary primary or secondary school) is another area where municipalities/schools often require students to have completed Sfi-tuition before they can enroll, although knowledge of Swedish is not a formal condition to enter. As a guiding principle the PES offers employment training to those who can benefit the most from such training and have the abilities to complete it, and in such cases knowledge of Swedish is often an indication as to whether the candidate will succeed in the training. The PES uses interpreters/translators occasionally, but generally not for the whole duration of a training programme. If needed, other support measures are used, e.g. language support or the use of bilingual teachers (E-mail communication from the PES 20 November 2015).

149 According to the Aliens Act permanent residence permits are issued as a rule for these three categories. The holder of a permanent residence permit does not need a work permit to have access to the labour market. Holders of a temporary residence permit need a work permit to access the labour market. Temporary residence permits are occasionally issued for individuals from these three groups, e.g. due to exclusion from refugee/subsidiary protection status, conduct or subsidiary protection status due to internal/external armed conflict. A recent example of the latter occurred when asylum seekers from Syria in need of subsidiary protection were initially issued residence permits valid for three years (see section 1 for more details). There is no prerequisite to be in the possession of country of origin identity documents for beneficiaries of international protection to receive a residence permit. Family members who apply for family reunification need as a rule submit a passport. Exceptions apply for applicants who cannot produce a passport due to circumstances in their country of origin. In practice this exception has been restricted to nationals of Somalia.

150 Beneficiaries of international/humanitarian protection covered by the municipal refugee reception programme can borrow money from the Central Student Council (Centrala studiestödsnämnden, CSN) to buy home equipment (furniture and kitchenware). The maximum amount possible to borrow is dependent on the number of people in the household, how much furniture is needed (or e.g. whether it is a furnished or unfurnished flat) and the applicant's financial assets. The total maximum amount of money possible to borrow is SEK 35 000. The loan is to be repaid to the CSN with interest. For more detailed information (in English), please refer to the website of the CSN, available at: <http://www.csn.se/en/2.1034/2.1036/2.1046>

Table 7 Statistics in relation to accessing employment-related support measures

	Refugees, beneficiaries of subsidiary protection and humanitarian protection					Please specify to which groups the figures refer to
	2010	2011	2012	2013	2014	
Total number of beneficiaries accessing education	5 986	5 206	6 164	10 400	13 582	Persons having attended education in higher vocational education, high school, upper secondary school or senior high school.
Total number accessing language courses	4 585	3 725	4 627	8 607	11 337	Persons participating in Swedish for immigrants (Sfi); bens.
Total number accessing orientation courses ¹⁵¹	5	1 873	5 099	7 220	11 191	Persons with an "introduction plan" only who were accessing orientation courses.
Total number accessing vocational education and training	280	1 174	1 329	1 467	1 687	Persons having attended vocational training in higher vocational education, high school, upper secondary school or senior high school; bens.
Total number making use of procedures for the recognition of qualifications ¹⁵²	8 724* 442** 36***	9 813* 381** 5 680***	11 843* 758** 13 759***	9 883* 645** 22 336***	17 917* 643** 33 321***	See footnote 152 for detailed explanation.
Total number provided minimum guaranteed resources	1 950	3 345	3 345	5 658	11 092	Persons having received social assistance (income support) during the year; bens.
Total number accessing counselling services ¹⁵³						
Total number accessing housing	10 670	9 479	10 469	15 976	24 967	Persons accessing housing in a municipality; bens.

151 Statistics Sweden (Statistiska Centralbyrån, SCB) could not supply statistics for this category. The statistics are supplied by the PES and refers only to participants in orientation courses as part of an introduction plan, which means that these numbers do not reflect the total numbers actually attending orientation courses in the 2010-14 period since these are offered also to newly arrived immigrants which are not eligible for an introduction plan. This means that the factual number of participants is significantly higher. The very low number for 2010 is explained by the fact that the "Introduction Act" entered into force 2 December 2010, hence very few new arrivals were covered by it before the end of that year.

152 As mentioned in Sections 6 and 7.5 there are a number of different actors that engage in the recognition of qualifications on the national level. This situation makes it difficult to collect overall statistics and no complete statistical overview appears to be available. However, in order to give an overview, statistics from some of the more important actors in the field is presented here. Firstly (*), statistics is supplied from the **Swedish Council for Higher Education (Universitets- och högskolerådet, UHR)**. These statistics comprise formal evaluations of foreign qualifications of the upper-secondary, post-secondary vocational and academic levels. Statistics refer to the number of finalised evaluations carried out each year. Statistics do not specify the immigration statuses of applicants merely that their qualifications were obtained outside of Sweden (Source: e-mail communication UHR, 13 November 2015). Secondly (**), statistics is presented from the **National Board of Health and Welfare (Socialstyrelsen)** which cover the number of recognised third country degrees in regulated professions in the health care sector (for e.g. medical doctors, nurses and pharmacists) following complementary education and training. Again, these statistics refer to the fact that these applicants received their degrees in third countries and do not take into account the immigration status of these applicants (Source: Socialstyrelsen: Årsredovisning 2011, 2014). Finally (***), statistics from **the Public Employment Service (Arbetsförmedlingen)**, which refer to validation of foreign qualifications (primarily for the labour market) carried out in the framework of the "Introduction Act". In this case, data covers persons eligible for an introduction plan, i.e. beneficiaries of international/humanitarian protection and their family members (all of working age) and 18-20 year olds without parents in Sweden (Source: e-mail communication from the PES 16 December 2015).

153 The wide definition of counselling in the context of this study (Section 7.6), encompassing very diverse types of counselling from trauma counselling to counselling to assist in job readiness preparation and support makes it very difficult and in practice impossible to indicate relevant and meaningful statistics here.

Description of the statistics (table 7)

Vocational education is designed for learners to acquire the knowledge, skills and competencies specific to a particular occupation, trade, or class of occupations or trades. Vocational education may have work-based components. Successful completion of such programmes leads to labour market-relevant vocational qualifications acknowledged as occupationally-oriented by the relevant national authorities and/or the labour market.

Formal vocational education programmes are covered by this data collection provided they are delivered either as entirely school-based programmes or as combined school- and work-based programmes in which the school-based component represents at least 10% of the total study over the whole programme. Entirely work-based training is excluded.

Experience shows that for combined school- and work-based programmes the coverage of work-based components in national data collections is uneven. In order to ensure comparability across countries, the reporting of student numbers should fully include participation in the work-based components, as part of combined or hybrid systems, while teaching staff (or trainers) of this component should always be excluded. Similarly, the financing of work-based components should not be reported in education finance statistics.

Sources

With the exception of data on "orientation courses" (source material supplied by the PES) and "recognition of qualifications" (source material supplied by the PES, UHR and Socialstyrelsen) all other data in the table was supplied from Statistics Sweden (SCB) and includes the following tables:

- Statistics on labour market participation
- Statistics in relation to accessing employment-related support measures

The information originates from the following registers:

STATIV 2010-2014
Syssetsättningsregistret 2010-2014
Yrkesregistret 2010-2014
Skolverkets elevregister 2010-2014
Högskoleregistret 2010-2014
Befolkningens studiedeltagande 2010-2014
Registret över kursdeltagare i komvux 2010-2014
Registret över kursdeltagare i SFI 2010-2014

This task has been carried out by Statistics Sweden (SCB) in accordance with ISO 20252:2012 – market-, opinion- and society investigation, which means basic quality demands are fulfilled.

About the EMN

The European Migration Network (EMN) is an EU funded network, set up with the aim of providing up-to-date, objective, reliable and comparable information on migration and asylum for institutions of the European Union, plus authorities and institutions of the Member States of the EU, in order to inform policymaking. The EMN also serves to provide the wider public with such information. The EMN was established by Council Decision 2008/381/EC adopted on 14 May 2008. The Swedish Migration Board is the Swedish National Contact Point (NCP) for the EMN.

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