

Report from
EMN Sweden
2018:1

Labour market integration of third- country nationals in EU Member States



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**EMN Focussed study 2018:
Labour market integration of third-country nationals in
EU Member States – Country Report Sweden**

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EXECUTIVE SUMMARY

The topic of the first EMN study in 2018 is integration from the perspective of first generation, regularly staying, third-country nationals with the right to work in Sweden. The aim of this study is not only to give an overview of Sweden's existing policies and measures or highlighting good or promising practices in Sweden but as well to look at how Sweden has performed in regard to the action plan by the European Commission and the Conclusions of the Council. Another EMN study was published on integration and the labour market in 2015, Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices. This study is therefore an update, highlighting changes since 2014 regarding labour market integration.

Integration is high on the agenda in Sweden due to a rising number of foreign born residents in Sweden, especially after the large numbers of migrants that came in 2015. Integration policies in Sweden are horizontal and integrated in different policy areas such as labour market, education and health care. The policies are therefore diverse and labelled as labour market or education policies rather than integration policies. Another feature of Swedish policy is that measures are often generic and that targeted measures for particular groups are only added if necessary. This study will therefore identify policies and measures addressing in particular labour market participation since employment is regarded as the key factor to become integrated into the Swedish society.

This EMN study is focusing on third-country nationals with the right to work in Sweden. Labour migrants are however not a target group when it comes to Swedish labour market integration policies, as third-country nationals who want to work in Sweden need to apply for and have been granted a work permit before entering Sweden. A problem for this study has therefore been to identify policies and measures as the target group of this study is not a target group in Sweden.

Another problem to address in this study is the lack of statistics regarding third-country nationals. Official labour market statistics in Sweden do not differentiate between different nationalities since statistics are based on country of birth. This is the reason why there is no statistics available for the category third-country nationals but for the category foreign born. The problem with the category foreign born is that it is a highly heterogeneous group. Foreign born face very different challenges, one obvious example is discrimination. This is however the category that is generally applied in Sweden.

There are challenges to address regarding labour market integration policies. Despite the fact that the employment rate among foreign born residents has increased there is still a remarkable gap between foreign born and Swedish born residents. This is highlighted in a number of reports, such as the European Semester country report and the annual reports from the Swedish Public Employment Service. Sweden has together with the Netherlands the largest gap within OECD countries when comparing the two groups and their employment rates according to an OECD report. Notably, that the gap is even larger for women. What needs to be taken into consideration regarding women is that the share of Swedish born women in employment is high compared to other countries.

Another challenge is the mismatch between the demand of the labour market and the supply of skills among foreign born. The majority of the foreign born who are unemployed has relatively low levels of education and skills and that on a much formalized labour market. An upper secondary education is needed in the majority of the jobs in Sweden.

A third challenge is the discrimination experienced by foreign born. However as mentioned above regarding the problem with the category foreign born, discrimination varies depending on ethnic or immigrant background. According to the FRA European Union survey, respondents with Sub-Saharan background experienced discrimination in Sweden. Another example is discrimination based on the name of the job-seeker in the recruitment of workers. There are studies showing that a non-Swedish name can be an obstacle when applying for a job. Discrimination is therefore another challenge to address in order to reduce unemployment among foreign born.

As highlighted in the action plan of the European Commission, education and training is vital, such as labour market programmes and vocational training. Different measures will be highlighted in the study that are aiming to speed up the pathway to employment in Sweden. Another example is subsidised jobs to encourage employers to employ foreign born. Another measure mentioned in the action plan which is prioritised in Sweden, is the validation for both informal and formal education and skills. A national delegation has been appointed by the government and it has been tasked to follow-up, support and promote coordination and to propose a national strategy for validation by 30 December 2019.

Another key measure is to facilitate the matching, i.e. to connect foreign born job-seekers with employers. As the Swedish Public Employment Service is not the main actor when it comes to successful job placements personal networks are more important. To create networks are therefore another important measure. Finally, which was well mentioned in the action plan of the European Commission, there is the necessity to learn the language of the country of destination. Skills in Swedish are needed to enter the Swedish labour market. Swedish tuition for immigrants and civic education courses are available for all third-country nationals in need of these services. Many initiatives have as well been introduced to make teaching more efficient, such as the use of digital tools or work based language courses.

Which measures that are in place is of importance in the integration process but also when they are provided. According to the action plan of the European Commission, support should be provided as early as possible. Pre-departure or pre arrival-measures are recommended. In Sweden this is mainly applied for refugees that are resettled. However, all third-country nationals benefit from support and information that is provided before the departure. The Swedish Institute has together with a number of other authorities been tasked by the government to produce a website entitled "Working in Sweden" with the aim to reach foreign employers, employees and entrepreneurs planning to start a business or to work in Sweden. Additionally a number of companies in the private sector provide pre arrival support to facilitate the settling within the country and in the company.

Another matter of importance in the integration process is the organisation or organisations implementing the policies in place. The Swedish Public Employment Service is the key actor when it comes to labour market integration policies. An important partner, however, are municipalities who are responsible for Swedish tuition for immigrants, civic education courses and certain labour market integration policies. The number of actors involved in implementing labour market integration policies has increased since 2014. The sharing of responsibilities is subsequently of importance in addition to the role of private sector and non-governmental organizations. An ongo-

ing government appointed enquiry is currently investigating the role of the Swedish Public Employment Service to determine whether some of its responsibilities can be outsourced to other stakeholders.

The challenge for this study has been to provide an overview as there is a considerable number of different actors involved. In addition there is a lack of evaluations for many of the initiatives, above all the ones provided by civil society. To identify good practices has consequently been difficult. The measures outlined in this study are therefore not necessarily the most efficient but the ones that address foreign born instead of beneficiaries of international protection and the ones that have been referred to in different reports and studies. The Swedish national report is produced primarily through desk research of legal and policy documents but with important contributions from experts on integration at the Ministry of Labour.

SAMMANFATTNING PÅ SVENSKA

Det europeiska migrationsnätverket (EMN) publicerar varje år fyra studier med olika fokus beroende på vad som är aktuellt och relevant på migrations- och asylområdet. Den första studien för 2018 handlar om arbetsmarknadsintegration för tredjelandsmedborgare. Syftet med studien är att belysa svensk politik och praxis på området, identifiera god praxis samt undersöka i vilken omfattning Sverige följer rekommendationerna i Europeiska Kommissionens handlingsplan från 2016 och Europeiska rådets slutsatser från samma år. Ytterligare ett syfte är att uppdatera den information som finns sen tidigare, EMN:s studie om nyanländas integration på arbetsmarknaden från år 2015.

Ett problem för denna studie och för svensk del har varit målgruppen. I Sverige krävs arbete och arbetstillstånd före inresa till Sverige. Några arbetsmarknadsåtgärder för denna grupp är således inte aktuella. Det andra problemet är att många av de åtgärder som finns på plats riktar sig till nyanlända som var fokus för EMN studien år 2015. Ett problem har därför varit att identifiera åtgärder som riktar sig till tredjelandsmedborgare som inte är skyddsbehövande. Avslutningsvis så existerar inte kategorin tredjelandsmedborgare i officiell statistik eftersom Statistiska Centralbyrån inte har statistik utifrån nationalitet utan utifrån födelseland. Den kategori som tillämpas officiellt är därför utrikes födda. Problemet med denna kategori är att den omfattar inte bara skyddsbehövande utan också EU-medborgare. Det är således en mycket heterogen grupp som har olika problem att hantera för att komma in på den svenska arbetsmarknaden.

Integration är en prioriterad fråga i Sverige. Det beror framförallt på det stora antalet asylsökande som kom till Sverige år 2015. Enligt en OECD rapport är 16 % av den svenska befolkningen född i ett land utanför Sverige. Att få denna grupp i arbete är därför en politiskt prioriterad fråga och dörren in till det svenska samhället. Integrationspolitik handlar dock inte bara om arbetsmarknad utan även om tillgång till utbildning, boende, hälsa och till sjukvård. För att få en överblick krävs därför en insyn hos en mängd olika aktörer: departement, myndigheter, regionala och lokala aktörer samt inom både offentlig och privat sektor. Det är också en av de stora förändringarna sen EMN studien år 2015 ett större antal aktörer är involverade i integrationssarbetet.

En positiv utveckling är att andelen utrikes födda som har arbete har ökat. Problemet är den stora skillnaden mellan utrikes- och inrikes födda. Ännu större är skillnaden om vi jämför utrikes födda kvinnor med inrikes födda. I jämförelse med andra länder är dock andelen förvärvsarbetande kvinnor högre i Sverige. En annan utmaning är att en stor del av de utrikes födda inte är kvalificerade för de arbeten som finns på den svenska arbetsmarknaden; dels saknar många en studentexamen och dels utmärker sig den svenska arbetsmarknaden med att framförallt efterfråga högkvalificerad arbetskraft. Det finns få lågkvalificerade arbeten som inte kräver en gymnasieexamen. Ett tredje problem är den diskriminering som många utrikes födda erfar. Den varierar dock beroende på vilken etnicitet eller invandrarbakgrund individen ifråga har. Individer med framförallt ursprung i subsahariska Afrika har upplevt diskriminering i Sverige och det finns studier som visar att invånare med utländska namn har svårare för att bli kallade till anställningsintervju.

I enlighet med Europeiska Kommissionens handlingsplan finns ett antal åtgärder för att dels öka anställningsbarheten hos utrikes födda och dels påskynda etableringen på den svenska arbetsmarknaden. Målgrupper i Sverige är utrikes födda kvinnor, unga utan studentexamen och individer med funktionshinder. Ett antal studier har visat att det inte räcker med att vara registrerad hos Arbetsförmedlingen för att få arbete. Utrikes födda saknar de nätverk som krävs och för att motverka det finns ett antal åtgärder för att underlätta för utrikes födda att komma i kontakt med arbetsgivare. För att ytterligare korta ned tiden för att komma i arbete ses processen för att validera informella och formella kunskaper och kvalifikationer över och insatser genomförs för att förbättra och effektivisera SFI undervisningen.

Av betydelse för en effektiv arbetsmarknadsintegration är inte bara vilka åtgärder som finns på plats utan även när i tiden de erbjuds. I handlingsplanen från Europeiska Kommissionen rekommenderas åtgärder så tidigt som möjligt och helst innan ankomst till mottagarlandet. Det gäller framförallt vid vidarebosättning av kvotflyktingar. Tidiga insatser rekommenderas emellertid även för andra grupper. Det Svenska Institutet har fått i uppdrag av regeringen att tillsammans med ett antal myndigheter skapa hemsidan "Working in Sweden" för att underlätta för arbetsgivare, arbetskraft och företagare som vill etablera sig i Sverige. I studien ges ytterligare exempel på vad den privata sektorn erbjuder för att underlätta för utländsk arbetskraft att etablera sig i Sverige och arbeta på företaget.

Vilken effekt olika insatser får beror också på vem eller vilka som ansvarar för implementeringen. I Sverige är det Arbetsförmedlingen som har huvudansvaret. En viktig samarbetspartner är emellertid kommunerna som förutom SFI och samhällsorientering erbjuder en del arbetsmarknadsprogram. Till det finns den civila sektorn som implementerar en stor del av de insatser som finns. Antalet aktörer gör att ansvarsfördelningen och samverkan är av stor betydelse för resultatet. För närvarande pågår en Arbetsmarknadsutredning för att utreda Arbetsförmedlingens roll och om det finns uppgifter som inte utgör myndighetsansvar och som därför kan läggas ut på andra aktörer. Det stora antalet insatser och aktörer har avslutningsvis försvårat arbetet med att identifiera god praxis. De åtgärder som illustreras i studien är därför inte nödvändigtvis de mest effektiva men de som faktiskt riktar sig till utrikes födda och inte till skyddsbehövande. Av betydelse har också varit att identifierade åtgärder har refererats i olika rapporter och studier.

INTRODUCTION

Study aims

The overall aim of the study is to inform the target audience (e.g. practitioners, policy officers and decision-makers at both EU and national level including academic researchers and the general public), and the Commission on the application of integration measures for third-country nationals across Member States, excluding measures that are only designed for beneficiaries of international protection, asylum seekers and students/graduates. The focus is on labour market integration measures, identifying existing policies and examples of good or promising practices from public and private sectors.

More specifically the study aims to:

- Provide an overview of existing general and labour market integration policies in Member States targeting third-country nationals and focussing on those that have either been implemented recently (as of 2014) or that have been changed since 2014. To the extent possible, the study seeks to identify examples of good or promising practices concerning policies on labour market such as access, participation or the provision of employment-related support measures.
- Examine which labour market integration measures Member States offer, their main components and involvement of other parties (e. g. NGOs, private sector, authorities and social services at various levels of governance) and present examples of good or promising individual labour market integration measures; Explore selected examples of tailored employment-related integration measures to third-country nationals provided specifically by the private sector, as private companies are most likely to facilitate labour market integration of third-country nationals through employment.

It is important to note that the study focuses on presenting Member States' different practices and identifying, to the extent possible, which policies/programmes related to labour market integration work well. The study does not aim to be an evaluation of labour market integration in different Member States.

Rationale

An effective integration of migrants into the host society is one of the key challenges and a precondition to successful migration. The integration of third-country nationals is often a lengthy process, but offers many advantages to both the third-country national as well as the host Member State and the EU in general. According to the 2017 OECD International Migration Outlook¹, the success of integration policies is a marker of the overall success of migration policies. Integration is a mutual process that requires efforts from migrants as well as from the receiving society. Integration

is a common objective but every Member State takes a different approach, as the field of integration policy falls under the competence of each EU Member State. Well managed integration policies are essential tools for effective integration which also contribute to the prevention of negative public perceptions leading to discrimination, racism, xenophobia or exploitation of migrants. According to the 'European Agenda for the Integration of Third-Country Nationals', integration policies can act as a driver for "economic development and social cohesion, in order to better enhance migrants' contribution to economic growth and cultural richness"². A society with large groups who are not fulfilling their potential risks is accentuating economic and social division, with potentially also geographical segregation.

One of the key elements of migrant integration is labour market integration. With regard to this element, an effective integration policy can help well managed labour migration which is a feature of contemporary labour markets, and is highly prioritised within the national and international agendas. At the same time, there is a need to improve the protection of migrant workers, and foster labour market integration by the Member States.

Therefore the study will on the one hand update and complement the already available information on Member States' integration policies and on the other hand will focus on examples of good or promising practices of measures identified by NCPs facilitating the labour market integration.

The study will also reflect on the actions taken by the Member States following the Action Plan on the Integration of Third-Country Nationals (June 2016, COM(2016) 377 final), and the Conclusions of the Council and the Representatives of the Governments of the Member States on the integration of third-country nationals legally residing in the EU - Council conclusions (9 December 2016).

Scope of the target group: third-country nationals

The study focuses on labour market integration measures for regularly staying third-country nationals with the right to work, including third-country national family members of EU citizens and third-country nationals. Conversely, specific measures that are **only** designed for beneficiaries of international protection, asylum seekers, and students/graduates³ are excluded from this study. The study focuses on first generation third-country nationals.

Scope of 'integration measures'

Integration takes place on several dimensions (socio-economic, cultural, civic, political participation, etc.). This study focuses on the socio-economic dimension of integration, specifically "labour market integration".

To the extent possible, the study seeks to identify examples of good or promising practices concerning Member States' policies on labour market access/participation and the provision of employment-related support measures.

¹ OECD (2017), *International Migration Outlook 2017*, OECD Publishing, Paris. http://dx.doi.org/10.1787/migr_outlook-2017-en

² *European Agenda for the Integration of Third-Country Nationals*, <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52011DC0455&from=en>, p. 2

³ An EMN focus study on Attracting and retaining international students and researchers in the EU is currently under preparation and planned to be issued in 2018.

The first part of the study will provide an overview of existing general and labour market integration policies in Member States. In the second part, the study covers the following integration measures that the state or private actors provide which are closely linked to labour market integration (support measure provided by NGOs without any (financial) involvement of the Member State are beyond the scope of the study), namely:

1. Training and Qualification
2. Enhancement of (soft) skills
3. Provision of information and counselling
4. Enhancement of intercultural/religious/civic relations in the work place
5. Tailor-made holistic programmes/plans/contracts containing different elements of labour market integration, targeting specific groups and/or vulnerable categories.
6. Incentive measures for migrants and/or employers
7. Support for self-employment

Whilst the study will collect information on the legal and policy framework for access to integration and support measures by the target groups, it will primarily focus on collecting information on the practical implementation of such measures, including the collection of examples of good or promising practices.

EU legal and policy context concerning the integration of third-country nationals

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.

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 particular, 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 the results of integration policies.

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. These include:

- the **2002 Council Conclusions on integration of third-country nationals** setting out a first framework for action on integration;
- the **2003 Commission Communication on "Immigration, integration and employment"** which was the first EU policy document outlining the situation on integration within the EU;
- the **2004 Common Basic Principles for Immigrant Integration Policy**

- the **2005 Common Agenda for Integration** which aimed to implement the Common Basic Principles for Immigrant Integration Policy;
- the **2010 Commission Communication** entitled '[Europe 2020, a strategy for smart, sustainable and inclusive growth](#)' emphasised the need for establishing a new agenda for migrant integration in order to enable them to take full advantage of their potential;
- the **2010 Zaragoza Declaration** requested the Commission to undertake a pilot study to examine common integration indicators and to report on the availability and quality of the data needed;
- the **2011 European Agenda for the Integration of Third-Country Nationals** outlined 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.
- the **2015 European Agenda on Migration** outlined four pillars for successful migration (1. Reducing the incentives for irregular migration; 2. Border management – saving lives and securing external borders; 3. Europe's duty to protect: a strong common asylum policy; 4. A new policy on legal migration) and a consistent and clear common migration policy.
- the **2016 Council Conclusions on the integration of third-country nationals legally residing in the EU**.
- the **2016 Action Plan on the Integration of Third-country nationals** outlines policy priorities and tools to support integration across the EU.
- the **2017 European partnership for integration offering opportunities for refugees to integrate into the European labour market**.

Definitions

Beneficiary of international protection: A person who has been granted refugee status or subsidiary protection status.

Employee: Worker holding an explicit or implicit employment contract, which gives them a basic remuneration that is not directly dependent upon the revenue of the unit for which they work.

First generation third-country nationals are those born outside the EU.

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

Labour market integration: It is a two ways process by which, over time, immigrants will tend to show the same range of labour market outcomes as the native population. It is intended in terms of access and participation in employment and vocational training, also including actions to promote early integration into the labour market and migrant entrepreneurship⁴.

Labour matching: The process by which the skills and qualifications of a worker is compared with the requirements of a particular job vacancy, to establish whether they match wholly or partly.

Labour migration: Movement of persons from one state to another, or within their own country of residence, for the purpose of employment.

Labour shortage: Shortage of labour of a particular type in a particular labour mar-

⁴ https://ec.europa.eu/home-affairs/what-we-do/policies/legal-migration/integration_en

ket which may be said to exist when the number of vacancies has been (or is expected to be) above a level considered to represent 'normal' turnover at the prevailing wages and working conditions for an extended period.

Legal entry: In the global context, the entry of an alien into a foreign country in compliance with the necessary requirements for legal entry into the receiving State.

In the Schengen context, and for a stay not exceeding three months per six-month period, the entry of a third-country national into a Schengen Member State in compliance with Art. 5 of the Schengen Borders Code.

Legal migration: Migration in accordance with the applicable legal framework.

Long-term resident: A third-country national who has long-term resident status as provided for under Arts. 4 to 7 of Council Directive 2003/109/EC (Long-Term Residents Directive) or as provided for under national legislation.

Mandatory integration programme: Comprises measures or conditions third-country nationals have to comply with in order to enter, reside or stay in a Member State. These measures or conditions may take different forms, such as tests or classes or long-term commitment, and are made compulsory by law or regulation. If third-country nationals do not comply with mandatory integration measures or conditions, different types of sanctions are organised by the Member States. These sanctions can

be constituted by the refusal to issue a residence permit or to renew it, the withdrawal of financial or social support, etc.⁵

Migrant Integration Policy Index (MIPEX, British Council): In the context of the Study includes several parameters of estimation: description of laws and regulations per EU – country, focus on rules and conditions (access to labour market, nationality, and family reunion, anti-discrimination).⁶

Entry and travel (pre-departure) stage: In the context of the Study, this stage is followed by the positive migration application decision, when the migrant is preparing to leave the country⁷.

Residency (post-arrival) migration stage: In the context of the Study, this stage is followed by the pre-departure stage, when the migrant arrives in the country of destination.⁸

Pre-departure or Pre-entry measures: In the context of the Study, action provided by the country of destination or future employers, and course of action taken by the third-country nationals that is a condition for entering the territory of destination country.⁹

Qualification: covers different aspects: (a) formal qualification: the formal outcome

5 As defined in study: http://www.epc.eu/documents/uploads/pub_6519_reportintegrationschemesfinalversionpdf-en.pdf

6 <http://www.mipex.eu/>

7 https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/legal_migration/tor-fitnesscheckstudyv15-clean-annex_i-v_en.pdf

8 *ibid.*

9 *ibid.*

(certificate, diploma or title) of an assessment and validation process which is obtained when a competent body determines that an individual has achieved learning outcomes to given standards and/or possesses the necessary competences to do a job in a specific area of work. A qualification confers official recognition of the value of learning outcomes in the labour market and in education and training. A qualification can be a legal entitlement to practice a trade; (b) job requirements: the knowledge, aptitudes and skills required to perform the specific tasks attached to a particular work position.¹⁰

Recognition of foreign qualifications: A formal acknowledgement by a competent authority of the validity of a foreign qualification with a view to access to educational and/or employment activities.

Recognised professions: professions that require authorisation from competent authorities in order to be practised by third-country nationals¹¹.

Residence permit: Any authorisation issued by the authorities of an EU Member State allowing a non-EU national to stay legally in its territory, in accordance with the provisions of [Regulation 265/2010 \(Long Stay Visa Regulation\)](#).

Third-country national: Any person who is not a citizen of the European Union within the meaning of Art. 20(1) of [TFEU](#) and who is not a person enjoying the Union [right to free movement](#), as defined in Art. 2(5) of the [Schengen Borders Code](#). According to this definition, nationals of NO, IS, LI and CH are not considered to be third-country nationals. This is also consistent with Art. 2(6) of the [Schengen Borders Code](#).

Voluntary integration programmes: May be of the same nature as mandatory measures and conditions (classes, long-term commitment, etc.). However, such programmes are voluntary, which means there is no obligation for third-country nationals to engage with one of them. In addition, no sanctions weighing on the residence permit or status are organised where persons do not properly attend integration programmes. However, incentives may have been introduced to motivate third-country nationals to participate in integration programmes.¹²

10 <http://www.eqavet.eu/qa/gns/glossary/q/qualification.aspx>

11 <https://publications.iom.int/books/recognition-qualifications-and-competences-migrants>

12 As defined in study: http://www.epc.eu/documents/uploads/pub_6519_reportintegrationschemesfinalversionpdf-en.pdf

1 PART I: GENERAL AND LABOUR MARKET INTEGRATION POLICIES

The main categories of third-country nationals coming to Sweden and changes in the composition from 2014 and onwards.

The largest migrant category when looking at the number of incoming applications were asylum seekers both in 2014 (81 301) and in 2015 (162 877). A change occurred in 2016 when third-country nationals applying to be reunited with family members or those entering into new relations outnumbered the number of asylum applicants. The number of applicants for family migration was 65 035 compared to 28 939 asylum seekers. Family migrants applying for residence in Sweden were as well the largest group in 2017, 54 524 compared to 25 666 asylum applicants. The number of migrants applying for work permits in Sweden has increased 32 546 in 2014 to 38 395 in 2017. Applicants of work permits even outnumbered the numbers of asylum seekers both in 2016 and in 2017 and therefore became the second largest migrant group these two years. Students applying for residence in Sweden have as well increased when comparing the numbers, 11 181 in 2014 and 14 933 in 2017. However, the number of students is not in level with the other above mentioned categories.¹³

Another picture emerges when looking at granted residence permits. The largest migration category were family migrants both in 2014 (35 960) and in 2015 (37 262). Again there was a change in 2016, although this time it is asylum seekers being granted protection who is the largest group, 71 562. In 2017 family migrants have again outnumbered beneficiaries of international protection, 48 046 compared to 36 531 third-country nationals. When looking at labour migrants they are the third largest group during the years 2014-2017, an increase from 25 571 in 2014 to 32 294 in 2017.¹⁴

According to the OECD classification of European countries, Sweden is together with Denmark, Finland and Norway a destination country with significant recent and humanitarian migration.¹⁵ A classification that is made to highlight the differences within the EU, as differences can influence integration. Countries with significant humanitarian migration can have a lower labour participation rate as asylum seekers to a larger degree lack resources, rights and sense of security.¹⁶ The composition of migrant categories is hence of importance when comparing the outcome of integration policies or measures between different member states.

¹³ Statistics from the Swedish Migration Agency 23 May 2018.

¹⁴ Ibid.

¹⁵ Technical Report by the Joint Research Centre, European Commission, Patterns of immigrants' integration in European labour markets: What do employment rate gaps between natives and immigrants tell us? 2017, http://publications.jrc.ec.europa.eu/repository/bitstream/JRC108495/pdf_-_kcmd_employment_rates.pdf, p. 8, 21 May 2018.

¹⁶ Ibid., p. 6, 21 May 2018.

Labour market statistics - sectors where third-country nationals are predominantly occupied

Official labour market statistics in Sweden do normally not differentiate between different nationalities. Instead, such statistics differentiate between persons born in Sweden and persons born abroad. A main reason for this is comparability, statistics based on country of birth are easier to compare internationally. Among different migrant-receiving countries, the rules regarding naturalisation and acquisition of citizenship vary. In Sweden, immigrants can relatively quickly become Swedish nationals, and fewer requirements have to be fulfilled for naturalisation than in many other countries. If foreign nationals are naturalised quickly in one country while they remain foreign nationals in another country, this makes reliable comparisons difficult. Statistics based on country of birth minimise such distortions.

According to Statistics Sweden, foreign-born residents are more likely to be employed as blue-collar workers in Sweden than Sweden-born residents. In 2016, 64 % of foreign-born men working in Sweden were blue-collar workers, and 36 % were white-collar workers. Among Swedish men, 53 % were blue-collar and 47 % white-collar workers. The pattern is similar for women. Foreign-born women were to a higher degree blue-collar workers (57 %) than women born in Sweden (44 %).¹⁷

Overall, the share of foreign-born workers is greatest in occupations with low skill requirements, i.e. occupations that only require a short vocational education or a formal or even informal practical introduction. The share of foreign-born people in such jobs was almost 40 % in 2016. Industrial production and transport as well as the service, care and sales sectors also constituted areas in which many foreign-born residents worked. By comparison, the share of foreign-born people was much lower in occupations requiring academic qualifications, and especially in military occupations.¹⁸ When looking at work permits granted and in which area of work there is an increase comparing the number of specialists in 2014, 1 253 and in 2017, 6 235. Specialists were as well the largest area of work in 2017.¹⁹ The number of highly qualified workers has hence increased if only looking at the group who has been granted a work permit from 2014 to 2017 and comparing area of work. One reason for this is that Sweden has a strong labour market with labour shortages in certain sectors as construction, education, health and science engineering and ICT.²⁰

Regarding employment and unemployment levels, there is a significant gap between foreign-born and Sweden-born residents. In 2017, the employment rate among foreign-born residents in the age bracket between 15-74 years was 61.7 %, compared to 69.5 % among Sweden-born residents in the same age group. Foreign-born men had an employment rate of 66.3 % and foreign-born women had an employment rate

¹⁷ Statistics Sweden (Statistiska centralbyrån) Yrkesregistret med yrkesstatistik 2016, p. 6-7, 7 March 2018.

¹⁸ Statistics Sweden (Statistiska centralbyrån), Andel utrikes och inrikes födda efter yrkesområden, 7 March 2018.

¹⁹ Statistics Swedish Migration Agency, <https://www.migrationsverket.se/English/About-the-Migration-Agency/Facts-and-statistics-/Statistics/2017.html>, 15 May 2018.

²⁰ 2018 European Semester: Assessment of progress on structural reforms, prevention and correction of macroeconomic imbalances, and results of in-depth reviews under Regulation (EU) No 1176/2011, Country Report Sweden, <https://ec.europa.eu/info/sites/info/files/2018-european-semester-country-report-sweden-en.pdf>, p. 6, 3 May 2018.

of 57.4 %. This means that foreign-born women worked to a far lesser degree than foreign born men. Among Sweden-born people, the employment rate was 70.8 % for men and 68.1 % for women.²¹

The main integration challenges

The main challenge is to reduce the unemployment among the foreign born population. According to the Annual Report from the Swedish Public Employment Service the unemployment rate among Swedish born is 4 % compared to 15 % among foreign born residents.²² The gap is alongside the Netherlands the largest when looking at employment rates in the OECD countries²³. However as highlighted in the OECD report, Sweden has one of the larger immigrant populations (16 % of the population are foreign born) which affects the outcome when comparing OECD countries. When looking at women there is even a larger gap. The occupation rate among Swedish born women is yet very high compared to other countries.²⁴ What is positive though is that the employment rate among the foreign born increased in the year 2017.²⁵

The labour market in Sweden is strong with labour shortages in sectors such as construction, education, health, science, engineering and information, communication and technology (ICT).²⁶ However, the problem is the skill mismatch between the demand of the Swedish labour market and the supply among foreign born. According to the OECD report, almost one third of immigrants has not graduated from upper secondary school.²⁷ As most jobs require an upper secondary education, there are few jobs to apply for.²⁸ A study looking at third-country nationals arriving in the period of 1990–2014 displayed that it takes a long time to enter the labour market, in aver-

age more than 5 years for half the group and 15 years for 80% of the nationals.²⁹ It is time consuming to learn the language, validate foreign qualifications and/or skills, upskilling and finally to find an employment. Different measures are taken to shorten the path to employment, how to improve validation is one. A national delegation has been appointed by the government to propose a national strategy for validation by 30 December 2019.³⁰

Another problem is that the Swedish Public Employment Service is not the main actor when it comes to successful job placements. According to a report from Nordregio, only 16 % of the unemployed found a job via the Swedish Public Employment Service.³¹ Personal networks play a key role and they are consequently more important than being enrolled as a jobseeker at the Swedish Public Employment Service. Matching employers and foreign born is therefore another key measure to shorten the path to employment.

Even though qualified, foreign born still faces problems in finding an employment. Another challenge to address is the discrimination experienced by foreign born when applying for work in Sweden.³² According to the FRA European Union survey, 38 % of the respondents with Sub-Saharan background experienced discrimination in Sweden, compared to the group average 24 %.³³ Applications with 'immigrant-sounding' names are more likely to be sorted out by job recruiters especially in small and medium-sized companies. There is also the problem with the preference for a stereotyped Swedish looking appearance.³⁴ Another challenge that is related to discrimination is the problem of segregation regarding housing conditions and schools.³⁵ Access to housing and education are two vital components when integrating into a society. Children of foreign born parents face a higher risk of poverty in Sweden according

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- 21 Statistics Sweden (Statistiska centralbyrån, Arbetsmarknadssituationen för hela befolkningen 15-74 år, p. 10, 22 February 2018.
- 22 Annual Report of the Swedish Public Employment Service 2017, Arbetsförmedlingens Årsredovisning 2017, <https://www.arbetsformedlingen.se/download/18.14824810161802648bfc0ce2/1519979206423/arsredovisning2017.pdf>, p. 9, 31 July 2018.
- 23 OECD report, Working Together: Skills and Labour Market Integration of Immigrants and their Children in Sweden (2016), https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-skills-and-labour-market-integration-of-immigrants-and-their-children-in-sweden_9789264257382-en#page15, p. 13, 17 May 2018.
- 24 OECD report, Working Together: Skills and Labour Market Integration of Immigrants and their Children in Sweden (2016), https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-skills-and-labour-market-integration-of-immigrants-and-their-children-in-sweden_9789264257382-en#page15, p. 13, 17 May 2018.
- 25 Annual Report of the Swedish Public Employment Service 2017, Arbetsförmedlingens Årsredovisning 2017, <https://www.arbetsformedlingen.se/download/18.14824810161802648bfc0ce2/1519979206423/arsredovisning2017.pdf>, p. 9, 31 July 2018.
- 26 2018 European Semester: Assessment of progress on structural reforms, prevention and correction of macroeconomic imbalances, and results of in-depth reviews under Regulation (EU) No 1176/2011, Country Report Sweden, <https://ec.europa.eu/info/sites/info/files/2018-european-semester-country-report-sweden-en.pdf>, p. 6, 3 May 2018.
- 27 OECD report, Working Together: Skills and Labour Market Integration of Immigrants and their Children in Sweden (2016), https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-skills-and-labour-market-integration-of-immigrants-and-their-children-in-sweden_9789264257382-en#page15, p. 14, 17 May 2018.
- 28 Ibid., p. 13, 17 May 2018.

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- 29 Working paper from the Institute for Evaluation of Labour Market and Education Policy (IFAU) (2017:15), Labour market entry of non-labour migrants–Swedish evidence, <https://www.ifau.se/globalassets/pdf/se/2017/wp2017-15-labour-market-entry-of-non-labour-migrants.pdf>, p. 11, 17 May 2018.
- 30 A government appointed delegation U 2015:10, Valideringsdelegationen 2015-2019, <http://www.valideringsdelegation.se/in-english/>, 18 October 2018.
- 31 Nordregio Working Paper, Policies and measures for speeding up labour market integration of refugees in the Nordic region, 2017:8, p. 34, <https://nordicwelfare.org/wp-content/uploads/2018/03/FULLTEXT022.pdf> 7 June 2018.
- 32 OECD report, Working Together: Skills and Labour Market Integration of Immigrants and their Children in Sweden (2016), https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-skills-and-labour-market-integration-of-immigrants-and-their-children-in-sweden_9789264257382-en#page17, p. 15, 17 May 2018.
- 33 Report from European Union Agency for Fundamental Rights (FRA), Second European Union Minorities and Discrimination Survey: Main results, 2017, <http://fra.europa.eu/en/publication/2017/eumidis-ii-main-results>, p. 31, 20 May 2018.
- 34 Report from the Institute for Evaluation of Labour Market and Education Policy (IFAU), Arbetsförmedlares beslutsfattande och stereotyper kopplade till utseende, Rapport 2016:17, <https://www.ifau.se/globalassets/pdf/se/2016/r-2016-17-arbetsformedlares-beslutsfattande-och-stereotyper-kopplade-till-utseende.pdf>, p. 22, 22 May 2018.
- 35 Government Offices of Sweden, memorandum about a reform programme to counter segregation, <http://www.regeringen.se/49480b/contentassets/94760eec95e04a45b0a1e462368b0095/langsiktigt-reformprogram-for-minskad-segregation-ar-2017-2025.pdf>, 3 May 2018.

to the European Semester Country report³⁶. Even if this study is focusing integration from a labour market perspective it becomes clear that integration must be studied from several perspectives such as socio-economic, cultural, civic or political participation. To find employment is one key but not the only one to become integrated into a society.

The definition of integration in national legislation or strategic documents

Integration is a comprehensive and a cross-cutting task, stretching across different policies such as labour market, education and health. It is therefore addressed as an integral part of the above mentioned policies. Integration is consequently the responsibility of several ministries instead of one and consequently the policies are diverse, labelled labour market or education policies. The Prime Minister for example did not address integration directly in the statement of Government Policy (regeringsförklaringen) but problems connected to integration such as the problem of unemployment especially among foreign born women, school segregation and deprived areas.³⁷

The overall objective of Swedish integration policy is to ensure equal rights, obligations and opportunities for all regardless ethnic and cultural background.³⁸ These policy objectives are to be achieved primarily through general policy measures for the whole population. One exception is the Introduction Act in 2010, which specifically target beneficiaries of international protection and their family members. An introduction programme is given during the first years in Sweden to newly arrived immigrants and their family members. Normally this means two or three years after receiving residence permit. Other family member immigrants and recently arrived women were highlighted in a government appointed enquiry in 2012 as society's introduction support did not reach these two groups.³⁹ The Enquiry identified a number of shortcomings that, together, made it difficult for recently arrived immigrants to obtain relevant support for establishing themselves in working life. However, the increased migration flows in 2015 resulted in further targeted measures on beneficiaries of international protection. The preference for generic measures was reaffirmed in 2016 when a number of targeted programmes and measures were made available for all jobseekers enrolled at the Swedish Public Employment Service.⁴⁰

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- 36** 2018 European Semester: Assessment of progress on structural reforms, prevention and correction of macroeconomic imbalances, and results of in-depth reviews under Regulation (EU) No 1176/2011, Country Report Sweden <https://ec.europa.eu/info/sites/info/files/2018-european-semester-country-report-sweden-en.pdf> p. 39, 21 May 2018.
- 37** The statement of Government Policy of the 12th September in 2017, <https://www.government.se/4a5f9b/contentassets/872b7de6bb59400c95246e3314822a9b/statement-of-government-policy-2017.pdf>, 15 May 2018.
- 38** Government policy regarding integration, <https://www.government.se/government-policy/introduction-of-new-arrivals/goals-and-visions-of-introduction-of-new-arrivals/>, 17 May 2018.
- 39** A government appointed enquiry SOU 2012:69: <http://www.regeringen.se/49baff/contentassets/fde8f60006f74609a153cf9ba5c5b9c0/med-ratt-att-delta---nyanlan-da-kvinnor-och-anhoriginvandrare-pa-arbetsmarknaden-sou-201269-hela-betankandet>, 4 May 2018.
- 40** Annual Report of the Swedish Public Employment Service 2017, Arbetsförmedlingens återslag 2017 Förändringar av arbetsmarknadspolitiken, 4 maj 2017, https://www.arbetsformedlingen.se/download/18.5892287715b839d236536ea8/1493904821525/forandringar_i_arbetsmarknadspolitiken.pdf, p. 4, 17 May 2018.

The main focus when looking at integration in Sweden has been how to support foreign-born persons to get an employment or to make them self-sufficient. Employ

ment is regarded to be the way into the Swedish society. This is in line with the fourth common basic principles for immigrant integration policy. (CBP).⁴¹

A mainstream integration approach

The Government has set the objective that Sweden should have the lowest unemployment in the EU by 2020. As the time for immigrants to integrate into the Swedish society and the labour market is too long and the employment gap between Swedish born and foreign born, especially the gap among women, is still too high, measures to speed up the integration process and to make the process more effective have therefore been introduced by the Government and continues to be a priority. Measures particularly applies to those who have not completed upper secondary education or were born outside Europe.

In the appropriation directions for 2018 the Swedish Public Employment Service is tasked to improve the matching and address recruitment problems. A special mission is given to increase the employment of foreign-born women. To further drive foreign born women to take part in job orientated measures a limitation on the number of days with parental allowance has been imposed for persons arriving in Sweden with children over one year. The Government has also reformed the system of subsidised employment and introduced a new, uniform supportive measure – introductory jobs-for both long-term unemployed and newly arrived immigrants.

The Swedish Public Employment Service is the key actor but there are many other actors involved. The need for a closer collaboration and cooperation is emphasized by the same government agency.⁴² To achieve this national authorities and bodies are tasked to promote coordination and cooperation on national, regional and local level, which those are will be further presented in the organogram below.

The influence of the increased migration flows since 2015

The increased migration during recent years has had an influence on Sweden, as reported in the country report The changing influx of asylum seekers in 2014-2016⁴³, and it triggered a number of policy changes. One such a change was the introduction of restrictions to family reunification rights. Another one was increased attention on integration of beneficiaries of international protection. It soon became obvious that there needed to be a more even share of responsibilities among municipalities in Sweden when looking at settlement and integration of beneficiaries of international protection. Hence, the increased migration flows in 2015 have resulted in further targeting beneficiaries of international protection. However putting integration higher up on the agenda might benefit other third-country nationals as well. New measures and

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- 41** Common Basic Principles for immigrant integration policy in the EU adopted by the Council in 2004 (http://www.eesc.europa.eu/resources/docs/common-basic-principles_en.pdf).
- 42** Annual Report of the Swedish Public Employment Service 2017, Arbetsförmedlingens återslag 2017 Förändringar av arbetsmarknadspolitiken, 4 maj 2017, https://www.arbetsformedlingen.se/download/18.5892287715839d236536ea8/1493904821525/forandringar_i_arbetsmarknadspolitiken.pdf, 17 May 2018.
- 43** The report from EMN Sweden: The changing influx of asylum seekers in 2014-2016: Member States' responses, p. 5, 2017:3.

new cooperation forms have been introduced and developed which address not exclusively beneficiaries of international protection. One example is Swedish tuition for immigrants, new forms of education have been introduced such as films for education on line.⁴⁴ There are as well more stakeholders to facilitate employment and to promote coordination and cooperation on national, regional and local level as highlighted above.

Debates in media, academia and NGOs on integration generally and integration in the labour market

Integration is high on the agenda and therefore there has been a number of debates on this topic, especially when facing an election in September 2018. More parties are talking about reducing migration as a consequence of 2015 and further on because of the impact on jobs, public services and community cohesion. The Social Democratic Party which currently heads a coalition government with the Green Party, argues that the current regulation regarding labour migration is too generous; why recruit abroad when having a large group of unemployed among the newly arrived?⁴⁵ The question raised is how many migrants a nation can handle. Different migration categories are therefore set against each other. A number of non-governmental organizations on the other hand ask why migration and integration is often highlighted as a problem.⁴⁶ They are looking for debates where integration is discussed on the basis of opportunities. Another topic is segregation. It is not only a problem in bigger cities but spread all over the country.⁴⁷

As integration is high on the agenda there has been a number of seminars throughout spring 2018, for example: Let's talk inclusion, the 24th of April 2018 at REMESO, University of Linköping, Inspiration for integration – What can Sweden and Germany learn from each other, the 8th of March and Easier way to get difficult jobs, the 24th of April at Fores (a think tank), Immigration and integration in the Nordic Region – get the facts straight, the 23th of March by Nordregion (a Nordic and European research centre) and Solutions Initiative Forum Integration, the 14th of May by SDSN (Sustainable Development Solutions network Northern Europe). All of the seminars were focusing on labour market integration, identifying problems as well as solutions. Highlighted was as well the need to look at integration from a wider perspective, to change the concept, inclusion replacing integration. The number of stakeholders involved and measures and initiatives introduced were also presented as a challenge and consequently the need for more evaluation.

⁴⁴ Skolverket, <https://www.skolverket.se/skolutveckling/resurser-for-larande/itiskolan/sa-arbetar-andra/svenska/sfi-larare-utvecklar-undervisningen-med-filmer-pa-net-1.236973>, 4 May 2018.

⁴⁵ See for example media: <https://www.dn.se/nyheter/politik/s-presenterar-vallof-ten-om-arbetskraftsinvandringen/>, 4 May 2018.

⁴⁶ See for example media: <https://www.dn.se/debatt/hatet-vinner-terrang-nu-maste-politikerna-besinna-sig/>, 3 June 2018.

⁴⁷ See for example media: <https://www.dagenssamhalle.se/nyhet/segregationen-okar-i-209-kommuner-24868>, 6 May 2018.

An organogram of the institutional framework for the labour market integration of third-country nationals

The Swedish Public Employment Service, (Arbetsförmedlingen) Government agency and the main state actor when it comes to employment and labour market programmes.

Municipalities (kommuner) local authority responsible for settlement, education, healthcare and social welfare. Municipalities do not have a formal responsibility for labour market initiatives besides adult education such as Swedish Tuition for Immigrants and civic orientation. However they provide certain labour market programmes. Municipalities are therefore an important stakeholder for the Swedish Employment Public Service and how they cooperate and collaborate is therefore of importance to achieve a higher rate of employment.

County Administrative Board (Länsstyrelsen) support the municipalities in the coordination of municipal activities such as Swedish for Immigrants and civic orientation courses. The County Administrative Board operates and participates in the planning, organisation and implementation of actions at both a national, regional and local level in cooperation with municipalities, government agencies, organisations and associations. Additionally allocates government grants to municipalities to facilitate settlement as well as follow up the organization and implementation of measures for newcomers and unaccompanied children.

Swedish Association of Local Authorities and Regions SALAR (Sveriges kommuner och landsting) an employers' organisation and an organisation that represents and advocates for local government in Sweden. All of Sweden's municipalities, county councils and regions are members of SALAR. The organisation supports municipalities, county councils and regions to facilitate integration.

Swedish National Agency for Education (Skolverket) the central administrative authority for the public school system and for adult education. The agency supports education providers, employers and other organisations in their efforts to improve the quality of upper-secondary vocational education. One question addressed is how to bring the school curriculum (läroplanen) for adult education into line with the need of the participants of the education.⁴⁸ Swedish National Agency for Education also allocates means to municipalities, for example to develop the Swedish Tuition for immigrants.

Swedish Council for Higher Education (Universitets- och högskolerådet, UHR) a government agency that evaluates foreign education qualifications and provides support and information for those interested in higher education.

Higher Education Institutions (HEI) Foreign born with an incomplete higher education who wishes to continue studying at a Swedish University are addressed to HEI in order to get previous studies evaluated and for possible transfer of credits.

The Swedish National Agency for Higher Vocational Education (Myndigheten

⁴⁸ The Swedish National Agency for Education was tasked by the Government, 29 June 2017 to develop adult education to better address the needs of newly arrivals with shorter education. (U2017/02921/GV), <https://www.regeringen.se/49f005/contentassets/038d74e97ba74cae934951032bb8b4af/uppdrag-om-utbildning-for-nyanlanda-med-kort-utbildning.pdf>, 22 May 2018.

för yrkeshögskolan, MYH) has the task to co-ordinate and support a national structure for validation.

The Delegation for the Employment of Young People and Newly Arrived Migrants (Dua) (Delegationen för unga och nyanlända till arbete) promotes cooperation between municipalities and the Swedish Public Employment Service and develops new forms of collaboration. The aim is to reduce youth unemployment (16-24 years old) and to shorten the path to labour market for newly arrived migrants. Dua is also allocating government grants to municipalities linked to local agreements.

The Swedish Agency for Economic and Regional Growth (Tillväxtverket) promotes economic growth in Sweden by increasing the competitiveness of companies and encourages the competitiveness by facilitating entrepreneurship and creating attractive environments for companies. In the budget and policy specification for 2018 the agency is tasked to report which measures have been taken to facilitate entrepreneurship for foreign born population and newly arrived as well as for a better matching between the demand and supply of skills and qualifications of newly arrived.

The Swedish Institute (Si) a public agency that encourages interest and confidence in Sweden around the world in the fields of culture, education, science and business in order to strengthen ties and promote development. In 2018 the institute is tasked to improve the information given to employers, employees and entrepreneurs around the world in order to encourage and facilitate activities and operations in Sweden. The website is named Working in Sweden and is coordinated with other relevant authorities such as The Swedish Public Employment Service, The Swedish Agency for Economic and Regional Growth and The Swedish Migration Agency.

The Delegation against segregation (Delmos) a new authority, established in January 2018 to address segregation and to counter the structural causes of segregation. Delmos is tasked to promote cooperation between authorities, municipalities, counties, civil society, researchers and other relevant actors in order to improve the conditions in areas with socioeconomic challenges.

2 PART II: MEMBER STATES MEASURES AND PRACTICES FACILITATING LABOUR MARKET INTEGRATION OF THIRD-COUNTRY NATIONALS

This part aims to provide an overview of the main integration approaches and identifying existing individual measures that have either been implemented recently or that have been changed since 2014.

2.1 Overview of main integration areas

Area/component	General overview	Stakeholders
1. Training and Qualification (including digital tools aiming to promote learning and foster integration into the labour market)	Swedish tuition for immigrants (SFI) is voluntary, free of charge and intended for those who are resident in Sweden and who lack basic knowledge of Swedish according to the Education Act. ⁴⁹	Municipalities are responsible of planning and implementing the education. The Swedish National Agency for Education allocates means and monitors the implementation.
	Jobskills , online matching portal available for unemployed foreign-born persons and employers, free of charge and voluntary.	The Swedish Public Employment Service (Arbetsförmedlingen).
	Recognition of foreign education that have been completed with a degree or final school grades, available for all who have applied for a residence permit in Sweden, voluntary, free of charge	Swedish Council for Higher Education (Universitets- och högskolerådet, UHR)
	Language friend – practical integration. (Språkvän), voluntary and free of charge.	Municipalities are responsible of planning and implementing the programme.
	Shorten the path to employment (Korta vägen), vocational training programs, workplace-based, professional language training, competence assessment addressing foreign born with academic study records, voluntary and free of charge.	The Swedish Public Employment Service, (Arbetsförmedlingen) is responsible but providers are universities, colleges and adult educational associations.

⁴⁹ Education Act, 20 chapter 4, 9, 28-29 och 31 §§ (2010:800).

1. Enhancement of (soft) skills	Professional Swedish for immigrants (yrkessvenska), a labour market programme that can be combined with other programmes or internships, for unemployed enrolled at the Swedish Public Employment Service. Available for those who are assessed by a case officer to need the programme. Voluntary and free of charge.	The Swedish Public Employment Service, (Arbetsförmedlingen) is responsible but providers are different such as Adult Education associations.
3. Provision of information and counselling	Student counselling and vocational guidance (Studie och yrkesvägledning) available for all enrolled at the Swedish Public Employment Service who are in need of further guidance, free of charge and voluntary.	Within in the responsibility of municipalities. Counselling and coaching is as well offered by the Swedish Public Employment Service and universities. Factors as educational background, work experience and other relevant circumstances determine who is suitable for holding the counselling.
4. Enhancement of intercultural/ civic relations in the workplace	Civic orientation course (samhällsorientering) is voluntary, free of charge and intended for newly arrived but extended to family migrants in March 2018.	Municipalities are responsible of planning and implementing the education according to the Civic Orientation Course Act. ⁵⁰
5. Tailor-made comprehensive programmes/plans/ contracts targeting specific and/or vulnerable groups	Action plan to activate more foreign born women into education or into employment 2017-2018. ⁵¹	The Swedish Public Employment Service is tasked by the government to communicate an action plan.
6. Incentive measures for migrants or employers	Work introduction (Introduktionsjobb) financial support for employers who employ individuals who been out of employment for a longer time. Subsidies granted for 12 months if special needs maximum 24 months.	The Swedish Public Employment Service, (Arbetsförmedlingen)
7. Support for self-employment	Support for starting business (Starta eget företag bidrag) for unemployed enrolled at the Swedish Public Employment Service, minimum 18 years of age, granted if business plan is approved.	The Swedish Public Employment Service, (Arbetsförmedlingen).

⁵⁰ Civic Orientation Course Act (Lag (2013:156) om samhällsorientering för vissa nyanlända invandrare), https://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/lag-2013156-om-samhallsorientering-for-vissa_sfs-2013-156, 16 May 2018.

⁵¹ Action plan from the Swedish Public Employment Service, Arbetsförmedlingens Återrapportering 2017 Handlingsplan för att fler utrikes födda kvinnor ska vara sysselsatta i arbete eller studier, 2017-2018, 2017, https://www.arbetsformedlingen.se/download/18_46cdd9c615af2e63aa1816ac/1491205030691/handlingsplan-for-att-fler-utrikes-fodda-kvinnor-ska-vara-sysselsatta-i-arbete-eller-studier.pdf, 17 May 2018.

2.2 Promising examples of integration measures implemented by Sweden

Measure 1	
Overview	
Name	How to develop Sfi-education with digital tools – films on internet for a more flexible way of learning Swedish language
Type	Projects (ad-hoc)
Area	Training and qualification
Access	Third-country nationals and EU nationals resident in Sweden, lack basic knowledge of Swedish and resident in a municipality which has applied for funds to develop SFI with digital tools.
Target group	Tailor-made labour market integration measure (only third-country nationals)
Coverage	Local (region, province, municipality)
Budget	Funding body the State, The Swedish National Agency for Education (Skolverket) but responsible for Swedish tuition for immigrants are municipalities.
Link	The Swedish National Agency for Education (Skolverket): https://www.skolverket.se/skolutveckling/resurser-for-larande/itiskolan/sa-arbetar-andra/svenska/sfi-larare-utvecklar-undervisningen-med-filmer-pa-natet-1.236973 , 18 May 2018. Report from Swedish Association of Local Authorities and Regions (SKL) regarding Flipped classroom, 2016, Bättre skolresultat med flippat lärande: TEORIER, FALLSTUDIER OCH PRAKTISKA ERFARENHETER, https://webbutik.skl.se/bilder/artiklar/epub/7585-447-2.epub , 17 May 2018.

Description

How third-country nationals access the measure

Municipalities are obliged to provide SFI for third-country nationals and EU nationals who are resident in Sweden and who lack basic knowledge of Swedish, voluntary and free of charge. The education varies though as municipalities implement the SFI in different ways. Certain municipalities have applied for funds to develop the education such as the introduction of digital tools. Following municipalities applied for additional resources in 2017: Kalmar, Falun, Halmstad, Stockholm, Falköping, Nordmaling and Sunne. The accessibility therefore depends on the municipality, how they have decided to implement SFI tuition for immigrants.

The context in which the measure has started

Learning the language is crucial for the integration. SFI has been criticized for not being effective. New methods are hence introduced. Digital tools are one of them. The municipality should provide SFI as soon as possible and at least within 3 months and at least 15 hours per week. The length of the education depend on the need, no exact limitation in time. The introduction of films extends the education, no longer limited in time or room.

The implementation modalities

The municipality is responsible for planning and implementing the education. The promotion hence varies depending on municipality.

The impact of the measure

Education is extended and made more flexible as the students can watch the films wherever they have a cell phone or a computer. Students can as well prepare themselves for the lessons next day which makes the education more effective. If needed they can as well go back and repeat what has been taught. Films as a medium enable teachers to choose different scenarios from everyday life or working life which make it easier to understand the meaning of the language likewise as getting a better understanding of the Swedish society.⁵²

⁵² The Swedish National Agency for Education: <https://www.skolverket.se/skolutveckling/resurser-for-larande/itiskolan/sa-arbetar-andra/svenska/sfi-larare-utvecklar-undervisningen-med-filmer-pa-natet-1.236973>, 26 April 2018.

Measure 2	
Overview	
Name	Language friend – practical integration. (Språkvän)
Type	Projects (ad-hoc)
Area	Training and qualification
Access	The accessibility depends on the municipality, if they have decided to offer the service.
Target group	Tailor-made labour market integration measure (only third-country nationals)
Coverage	Local (region, province, municipality)
Budget	Funding body is the municipalities. Financial support can be requested from the County Administrative Board.
Link	http://sprakvan.se/
Description	
How third-country nationals access the measure	
Language friend (språkvän) has facilitated informal meetings between foreign born and Swedish born people at local level. The initiative comprises language training and introduction or guiding into the Swedish society. As many jobs are found within a network a language friend might be an important door into the Swedish society and consequently lead to a job. Participation is voluntary and free of charge. No restrictions of time, up to the language friend and the person in question to agree upon.	
The context in which the measure has started	
Language friend was introduced in 2006. One of the municipalities was Eskilstuna which later in 2014 extended the project to municipalities all over Sweden with support of the County Administrative Board. ⁵³ No determined time limitation. Informal meetings between foreign born and Swedish born, language training, introduction or guiding into the Swedish society.	
The implementation modalities	
Municipalities are responsible for the implementation with support of the County Administrative Board. Promoted by municipalities.	
The impact of the measure	
There is no evaluation but language friend has existed for over 20 years which itself is an evidence that Refugee guide programme meets the anticipated objectives. The future outlook depends on the number of volunteers who are willing to become language friends and hence can vary from time to time and municipality.	

⁵³ For more information see the website: <http://sprakvan.se/in-english/>, 17 May 2018.

Measure 3	
Overview	
Name	Professional Swedish for immigrants (yrkessvenska)
Type	Programme and systematic measures (multi-year / long term)
Area	Enhancement of (soft) skills
Access	Foreign born who need to improve their Swedish skills within a professional area.
Target group	<input checked="" type="checkbox"/> Tailor-made labour market integration measure (only third-country nationals) <input type="checkbox"/> Mainstream labour market integration measure (for all)
Coverage	Local (region, province, municipality)
Budget	Funding body is the municipalities. Financial support can be requested from the County Administrative Board.
Link	http://sprakvan.se/
Description	
How third-country nationals access the measure	
Language friend (språkvän) has facilitated informal meetings between foreign born and Swedish born people at local level. The initiative comprises language training and introduction or guiding into the Swedish society. As many jobs are found within a network a language friend might be an important door into the Swedish society and consequently lead to a job. Participation is voluntary and free of charge. No restrictions of time, up to the language friend and the person in question to agree upon.	
The context in which the measure has started	
Language friend was introduced in 2006. One of the municipalities was Eskilstuna which later in 2014 extended the project to municipalities all over Sweden with support of the County Administrative Board. ⁵⁴ No determined time limitation. Informal meetings between foreign born and Swedish born, language training, introduction or guiding into the Swedish society.	
The implementation modalities	
Municipalities are responsible for the implementation with support of the County Administrative Board. Promoted by municipalities.	
The impact of the measure	
There is no evaluation but language friend has existed for over 20 years which itself is an evidence that Refugee guide programme meets the anticipated objectives. The future outlook depends on the number of volunteers who are willing to become language friends and hence can vary from time to time and municipality.	

⁵⁴ Act on Labour market programme (Lag (2000:625) om arbetsmarknadspolitiska program).

Measure 4	
Overview	
Name	Competence Centre – City of Gothenburg (Kompetens center)
Type	Projects (ad-hoc)
Area	Provision of information and counselling
Access	Unemployed residents in Gothenburg who receive support from the Social Services. Four competence centres located in suburban areas of Gothenburg, Angered and Hisingen.
Target group	<input type="checkbox"/> Tailor-made labour market integration measure (only third-country nationals) <input checked="" type="checkbox"/> Mainstream labour market integration measure (for all)
Coverage	Local (region, province, municipality)
Budget	It is provided by the municipality but collaborating with the Swedish Public Employment Service and employers.
Link	http://goteborg.se/wps/portal/start/kommun-o-politik/kommunens-organisation/forvaltningar/forvaltningar/arbetsmarknad-och-vuxenutbildning/vara-verksamheter!/ut/p/z1/04_Sj9CPykssy0xPLMnMz0vMAffjo8ziTYzcDQy9TAy93V0dzQ0cTZ2NTH39I0Nncz1w8EKDFCAo4FTkJGTsYGBu7-RfhQx-vEoiMIwHtki_YLc0FAAcIvsiA!/dz/d5/L2dBIS9nQSEh/ , 31 May 2018.
Description	
How third-country nationals access the measure	
The Competence Centre is focusing on unemployed residents in Gothenburg who receive support from the Social Services. Target groups are young people and unemployed parents. Voluntary and free of charge.	
The context in which the measure has started	
It is an ongoing project. The aim of the competence centre is to help unemployed to become self-sufficient. Key activities are coaching, career guidance, job matching and training where the needs of the individual is in the centre. The overall object is to cut unemployment and shorten the path to employment in Gothenburg.	
The implementation modalities	
Implemented by Labour Market & Adult Education unit at the municipality of Gothenburg and consequently promoted by City of Gothenburg.	
The impact of the measure	
No evaluation available. Competence Centre is ongoing and there is no indication to end the service.	

Measure 5	
Overview	
Name	Let's colour Gothenburg (Sätt färg på Göteborg)
Type	Projects (ad-hoc)
Area	Tailor-made to specific group of third country nationals (e.g. programmes/plans/contracts containing different elements of labour market integration for e.g. women, vulnerable persons)
Access	Young foreign born persons who are unemployed and resident in Gothenburg.
Target group	<input checked="" type="checkbox"/> Tailor-made labour market integration measure (only third-country nationals) <input type="checkbox"/> Mainstream labour market integration measure (for all)
Coverage	Local (region, province, municipality)
Budget	The initiator is the Swedish Public Employment Service in cooperation with the municipality of Gothenburg. Funding as well from the European Social Fund and different enterprises.
Link	https://sattfargpa.se/goteborg/ , 31 May 2018.
Description	
How third-country nationals access the measure	
The target group is young adults from disadvantaged neighbourhoods in Gothenburg who lack financial support when in education or in training. Voluntary and free of charge.	
The context in which the measure has started	
The project was introduced in 2014 and is ongoing. The aim is to cut the unemployment but as well to motivate young people, address labour shortages in the painting business, set colours to deprived areas and finally to unite different areas of Gothenburg. No determined time limitation. There is a 3 stages programme, starting out with 3 months of trying out the painting profession, if still interested an adult education/vocational training for 9 months is offered and finally if programme is accomplished an offer to work as an apprentice.	
The implementation modalities	
A collaboration between the Swedish Public Employment Service, the municipality of Gothenburg and the private sector such as painting enterprises. Promoted by the above mentioned actors.	
The impact of the measure	
There is no external evaluation yet. 59 unemployed youths have been employed, 2200 youths have been engaged in the project and the city of Gothenburg has been coloured since the start in 2014. ⁵⁵ When looking at the future it depends on the funding, new funds will be requested from the European Social Fund.	

⁵⁵ Information given on the website of Let's colour Gothenburg, <https://sattfargpa.se/supporter/>, 31 May 2018.

Measure 6	
Overview	
Name	Start-up Fast Track – spinn of project from BRG Competence centre
Type	Projects (ad-hoc)
Area	Support for self-employment
Access	For foreign-born persons who have previously run companies in other countries to provide them with the knowledge and capabilities to become entrepreneurs in Sweden.
Target group	<input checked="" type="checkbox"/> Tailor-made labour market integration measure (only third-country nationals) <input type="checkbox"/> Mainstream labour market integration measure (for all)
Coverage	Local (region, province, municipality)
Budget	EU funded regional growth project One Stop Future Shop and the research institute SWEREA IVF. Implemented by the municipality of Gothenburg in cooperation with The Swedish Agency for Economic and Regional Growth (Tillväxtverket) and other actors such as the Swedish Public Employment Service and Business Region Göteborg.
Link	https://onestopfutureshop.com/startupfasttrack/ , 31 May 2018.
Description	
How third-country nationals access the measure	
A tailor-made course for foreign-born persons who have previously run companies in other countries to provide them with the knowledge and capabilities to become entrepreneurs in Sweden. Voluntary and free of charge.	
The context in which the measure has started	
The Start up Fast Track started in 2017 but it is a spin-off project from the One Stop Future Shop-project which started in 2016 to offer business advice and support for start-ups and businesses in the Gothenburg region. The project offers business advice, seminars, workshops and other supporting activities for start-ups and businesses. The aim is to better apply the knowledge and skills of foreign born resident in Gothenburg as well as to support entrepreneurship in Gothenburg. The long term goal of One Stop Future Shop is to contribute to make the Gothenburg region and especially the City district Hisingen into an entrepreneurial and business-friendly place for all and that more people become self-providing. The course is a five week long evening programme where the entrepreneurs learn more about how to start their own business in Sweden focusing on innovative solutions and tools.	
The implementation modalities	
A collaboration between the EU financed project One Stop Future Shop and the research institute SWEREA IVF. The project is run by the municipality of Gothenburg (City District of Western Hisingen) in cooperation with The Swedish Agency for Economic and Regional Growth, Drivhuset, Business Region Göteborg and the Swedish Public Employment Service and promoted by the same.	
The impact of the measure	
There is no external evaluation yet. The programme had around 100 participants in 2017. An ongoing project with no indications so far that it is ending.	

2.3 Private sector initiatives to facilitate labour market integration of third-country nationals

This section aims to produce a first insight from Sweden and private sector contexts in the form of case studies to identify examples of good or promising practices in private sector initiatives for facilitating access of third-country nationals in employment. As there are no private sector initiatives supporting or facilitating the labour market integration of third-country nationals in the scope of this study, the measures illustrated are addressing foreign born persons in general.

Industry sectors where the case studies selected have taken place

Wholesale and retail trade, hotels and restaurant sector: Yalla trappan, a small enterprise, addresses foreign born women, resident in a disadvantaged neighbourhood in Malmö. The aim is twofold to reduce the unemployment among foreign born and to make these women self-sufficient. The enterprise is selected as the aim is in line with the goal of Swedish integration policies and Yalla trappan is often referred to on seminars and studies looking at integration.

Manufacturing: ABB, a multinational company, who according to statistics from the Swedish Migration Agency is the sixth largest company to recruit third-country nationals in 2017. The company is selected to exemplify measures available for labour migrants as this is the scope of the study. However they are not targeted when looking at Swedish integration policy as employment is in place when arriving in Sweden.

Private Sector - Measure 1	
Overview	
Name	Yalla trappan
Company size	Small: 10 - 49 Employees
Company type	National
Sector	Wholesale and retail trade, hotels and restaurants
Area	Training and qualification
Access	Unemployed immigrant women lacking access to labour market due to weak language skills, none or minimized work experience and/or limited education.
Target group	<input checked="" type="checkbox"/> Low skilled <input type="checkbox"/> Medium skilled <input type="checkbox"/> High skilled <input type="checkbox"/> Specific group such as vulnerable, young, female, seasonal workers, etc.
Coverage	Local (region, province, municipality)
Budget	Yalla trappan is a non profit social enterprise, organized as a womens' cooperative. Started with funding from the European Social Fund and is now a social enterprise with its own business.
Link	http://www.yallatrappan.se/yalla-trappan/allt-om-yalla-trappan-18713877 , 31 May 2018.

Description

The main feature of the measure

Creating job opportunities for unemployed foreign born women; labour market introduction, internship opportunities in the area of coffee shop/catering, sewing, cleaning and conference services. Located in Rosengård, a neighbourhood in Malmö which is described as a deprived area, the enterprise is therefore addressing alienation and social exclusion. Cooperating with the municipality of Malmö and other employers to create jobs such as IKEA for a sewing service. The Swedish Public Employment Service is referred to if interested in participating in any of the labour market measures.

The impact of the initiative

Yallatrappan started in 2006 as a project and is now a non-profit social enterprise with 30 employees. An external evaluation that was made in 2010, in form of a research report at the department of Sociology of law, University of Lund,⁵⁶ came to the conclusion that many of the objectives have been met; such as upskilling, vocational training, job placement and business have been established in a deprived area which has created a contact point to counter social exclusion and alienation.

⁵⁶ A research report, *Projekt Trapphuset Rosengård Utbildningsverkstad och empowermentstation för invandrarkvinnor på väg mot arbete: En rätts-sociologisk undersökning av målluppfyllelse, genomförande och normstödjande arbete Slutrapport från den externa utvärderingen, 2010:1*, <http://portal.research.lu.se/ws/files/3632882/1714741.pdf>, 31 May 2018.

Private Sector - Measure 2	
Overview	
Name	Relocation Service Program for ABB
Company size	Large: >250 Employees
Company type	International (e.g. with subsidiaries in the Member State)
Sector	Manufacturing
Area	Enhancement of intercultural/civic relations in the work place inclusion
Access	Third-country nationals employed at ABB in Västerås/Ludvika in Sweden who are in need of a relocation program.
Target group	<input type="checkbox"/> Low skilled <input type="checkbox"/> Medium skilled <input checked="" type="checkbox"/> High skilled <input type="checkbox"/> Specific group such as vulnerable, young, female, seasonal workers, etc.
Coverage	Local (region, province, municipality)
Budget	No information available, ABB procures the service.
Link	https://www.hr-webben.lu.se/kompetensforsorjning-fran-rekrytering-till-avveckling/internationell-personal/relocationtjanster , 1 June 2018..

Description

The main feature of the measure

Relocation services are offered to facilitate the integration of employees recruited abroad in Sweden. Different services are provided: pre-arrival (information on housing and schooling, a welcome information package, a consultant, orientation tour of the city), settling in service (orientation tour, assistance with local registration, setting up bank account/telephone/Internet/driving license, introduction to community resources), cultural/language training, assisting in immigration processes and finally spousal support. There are different providers of relocation services. This is one example to illustrate the package available for third-country nationals employed by one Swedish company.

The impact of the initiative

There is no external evaluation yet. The programme illustrates the need of a variety of services as the measures offered by the municipalities is limited to Swedish tuition for immigrants and civic education course.

CONCLUSIONS

Integration is high on the agenda in Sweden due to high and increasing number of foreign born residents in Sweden, especially after the high number of new arrivals in 2015. The main target groups within the scope of this study are however not the same as the target groups of Swedish labour market policies, which focus much on newly arrived beneficiaries of international protection and their families. According to the OECD, Sweden is together with other Nordic countries a destination country with significant recent and humanitarian migration. Target groups of Swedish policies are therefore beneficiaries of international protection, which were within the scope of an earlier EMN study on labour market integration. The focus of Swedish policies in this regard has not changed since 2014, rather the opposite. The basic feature of Swedish policy, however, is that measures are generic and some of the measures introduced have therefore become available for all job seekers enrolled at the Swedish Public Employment Service. Target groups in Sweden are foreign born women, young persons without education from upper secondary school and disabled persons.

Sweden has a strong labour market and labour shortages in sectors such as construction, education, health, science, engineering and information, communication and technology (ICT). One problem though is the mismatch, i.e. the demand of the labour market and the supply of skills among foreign born. Low skilled jobs are sparse in Sweden. One important measure is therefore upskilling, validation of both informal and formal skills. Another problem is matching, the majority of the job placements are not made by the Swedish Public Employment Service. It is therefore important to create networks or linking employers and foreign born job seekers. Another measure is to enhance the incentives for employers to recruit foreign born people such as subsidised jobs offered by the Swedish Public Employment Service. The employability improves for those that have completed upper secondary school and higher education. The negative side is the time it takes to accomplish higher education and consequently the time it takes to enter the labour market. According to some reports it takes five to ten years for foreign born to enter the Swedish labour market. How fast depends on the skills and the qualifications of the jobseeker but as well on the efficiency of measures in place. To further speed up labour market integration a variety of measures have been introduced such as facilitating the validation process, new initiatives to validate informal skills as well as work based language courses.

A number of measures have been outlined in the study to demonstrate the measures in place. One problem was to identify measures addressing foreign born people in general and not beneficiaries of international protection in particular, another to identify measures addressing different labour integration areas as the majority of measures are directed towards training and qualification. Further to this there is a lack of external evaluations especially concerning measures implemented by civil society. However, even if an evaluation was made it can be difficult to identify the reason why a person found employment since there might be several contributing factors and the decisive one is not necessarily the measure in place. Measures can be assessed by looking at the number of participants, the coverage or the duration of the measure. However, these factors do not necessarily reveal the efficiency of the measure. Outlined in the study are different measures that address foreign born people not only to enhance their employability but as well to integrate them into the Swedish society. This study will not answer the question how efficient these measures are but present an overview of measures that are identified as good practices.

Finally, the outcome of Swedish labour market policies is also dependent on how efficient the actors implementing these policies are. An ongoing government appointed enquiry is currently investigating the Swedish Labour Market and the role of the Swedish Public Employment Service. The aim of the enquiry is also to identify tasks of the Swedish Public Employment Service that do not constitute an exercise of official authority and consequently can be outsourced to other stakeholders. The Swedish Public Employment Service is still the main actor but another important stakeholders are municipalities and civil society. The growing number of actors involved was highlighted already in the EMN study in 2015. The cooperation and coordination among actors are therefore of growing importance for the outcome.

Many of the measures recommended in the Action Plan from the European Commission are already in place in Sweden. One area of improvement is pre-departure or pre-arrival measures. Support provided as early as possible is beneficial and can speed up the integration process. The Swedish Institute was tasked by the government to produce the website "Working in Sweden" in order to facilitate for foreign employers, employees and entrepreneurs planning to start a business or find work in Sweden. Another example of pre-departure measure is relocation services provided by the private sector to facilitate the settling and the work in Sweden, in this study exemplified by the Swedish company ABB.

What becomes obvious is that integration is more than just finding employment. Segregation and discrimination are problems that need to be countered in order to achieve well-managed integration and consequently a successful migration policy. Integration became one of the major issues in the public debates in anticipation of elections in Sweden in September 2018. How the public assess the handling of integration can affect the outcome of the election and consequently future migration and integration policies.

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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