

EMN Focussed Study 2017

**Challenges and practices for
establishing the identity of third-
country nationals in migration
procedures**

Country Report SWEDEN



EMN Focussed study 2017:

Challenges and practices for establishing the identity of third-country nationals in migration procedures – Country Report Sweden

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EMN FOCUSED STUDY 2017

Challenges and practices for establishing the identity of third-country nationals in migration procedures

Country Report SWEDEN

Top-line "Factsheet"

Overview of the National Contribution – drawing out key facts and figures from across all sections of the Study, with a particular emphasis on elements that will be of relevance to (national) policy-makers.

This report represents the Swedish national contribution to the EMN focussed study entitled "Challenges and practices for establishing applicants' identity in the migration process." The study looks into the national development concerning the identity matter in procedures for international protection as well as in legal migration (notably family reunification), short stay visas and procedures of forced return in the 2012-2016 period. The study is a follow-up to the 2013 EMN study on the same topic.

The key actors involved in procedures related to the establishment of identity of migrants in Sweden are the Swedish Migration Agency (*Migrationsverket*), Swedish missions abroad and the Swedish Police (*Polismyndigheten*). The Migration Agency and the Police both have specialised units, which perform the full range of tasks involved in the establishment of identity (for example fingerprint and other biometrics analyses, document verification etc.).

The establishment of applicants' identity in migration procedures is probably a matter perceived as rather technical by some, which may be the reason it does not appear to have generated much public or policy debate, save occasional headlines in the media.¹ Another reason could be that while there seems to be agreement it is indeed a challenge, few real solutions have been identified by debaters. Meanwhile, the identity checks and temporary border controls, which were introduced in Sweden in 2015-2016, have been the source of considerable debate, but this debate has rarely touched upon the per se establishment of identity of migrants. The Government has over consecutive years tasked the Migration Agency to reinforce its efforts concerning the establishment of identity, particularly with the view to facilitate returns of rejected asylum seekers.² Overall, however, it appears that many debaters and the public at large are not particularly aware of the challenges involved in establishing the identity of migrants.

The major challenges concerning the establishment of identity arise in procedures for international protection (and forced returns of rejected asylum seekers) and to some extent in applications of family reunification. The vast majority of asylum seekers do not produce passports and identity documents produced are often unreliable. It should be noted, however, that it is not a condition to substantiate one's identity to receive protection, and that some groups of asylum applicants are unable to produce reliable identity documents for reasons beyond their

¹ See for example "Oklar identitet stort problem i asylsystemet", *Sydsvenskan* 28 December 2016, "Falsk identitet vanligt bland asylsökande från Marocko", *Svenska Dagbladet* 27 May 2017.

² See for example the Government Appropriation Directions to the Swedish Migration Agency (*Regleringsbrev*) 2013-2016.

control. In order to have the possibility to work pending the decision on their application, asylum seekers need to substantiate their identity or at least cooperate with the Migration Agency to do so, which is an incentive to produce identity documents. Asylum seekers are as a rule interviewed thoroughly about their identity documents. Those who lack documents are tasked to make serious efforts to produce documents. The Migration Agency may reduce the daily allowance of asylum seekers who do not cooperate to substantiate their identity. Family reunification aside, the establishment of identity is generally not a problem in legal migration, including procedures for short stay visas, since applicants are normally required to substantiate their identity with a passport. In the absence of reliable identity documents, DNA-analysis can be employed to establish family ties. Other tools employed include medical age assessment (of unaccompanied minors) and language analysis to determine linguistic origin. Asylum seekers are obliged to leave fingerprints, which are stored and checked in the Eurodac system. VIS (Visa Information System) and SIS II (Schengen Information System) are other examples of databases used by authorities in procedures to establish the identity of applicants in migration procedures.

The Migration Agency has in the past few years progressively stepped up its efforts to establish identity in procedures for international protection. For example, all core identity documents are now systematically screened and verified. A "grading structure" was introduced in 2016, which employs four different degrees (categories) of substantiated identity. These improvements and other technical developments (for example the introduction of facial identification/comparison) can ease the adverse effects of receiving undocumented migrants and facilitate (forced) returns. Meanwhile, there seem to be little incentive for those asylum seekers who are able to do so to produce passports since 80 to 90 per cent of applicants lack a passport. In addition, many asylum seekers are unable to substantiate their identity since documents issued by authorities in their countries of origin are of unsatisfactory quality. To conclude, the establishment of identity remains a crucial and challenging matter, both for the individual and the receiving state.

1 The national framework

The aim of this Section is to provide an insight into the scale and scope of the issue at national and EU level, as evidenced by quantitative and qualitative information. The section will also analyse the extent to which the processes for establishing identity are laid down in legislation across (Member) States, and the institutional framework for these processes. Differences in the capacity of (Member) States to meet the challenges identified (e.g. in terms of having the (trained) human resources needed, being able to draw on expertise, access databases, or have a legal basis for using certain methods) will be presented.

1.1 CHALLENGES IN RELATION TO IDENTITY MANAGEMENT IN THE MIGRATION PROCESS (IN RELATION TO PROCEDURES ON INTERNATIONAL PROTECTION, RETURN, VISA AND RESIDENCE PERMITS)

Q1. Is the issue of establishing identity considered an issue/ challenge within the framework of the procedure for?

- a) Considering the need for international protection?; **Yes**
- b) Preparing for the forced return of a rejected applicant for international protection to their (presumed) country of origin?; **Yes**

and

c) Verifying applications for the following categories:

- Visitors visa; **No**

Residence permits issued for:

- Family reasons; **Yes, for some nationalities.**
- Study reasons; **No**
- Remunerated activities; **No**
- Non-EU harmonised protection status (i.e. resident permit on humanitarian or medical grounds). **Yes**

If Yes, please briefly outline for any or all the cases above the main issues, challenges and difficulties within your (Member) State (e.g. no identification documents, false documents, multiple identities, applicants from certain third countries)

The current situation with regard to establishing identity remains rather similar to the one described in the EMN Focused Study of 2013 "Establishing Identity for International Protection: Challenges and Practices".

Not being able to establish identity is a problem, both for the individual, who will have difficulties settling in his/her new country since established identity is crucial in order to, for example, obtain citizenship or to be joined by family members, and for the state in terms of, for example, national security.

There are several challenges in succeeding in the process of establishing identity in procedures for international protection. Even if the percentage of the total number of applicants that submit their passport has increased somewhat, it is still a significant majority that do not present such documents. In 2012, 90 per cent of asylum seekers did not produce a passport in connection with lodging their application. In 2016, this share had decreased slightly to 83 per cent.³ It should be added that in Sweden it is not a prerequisite for applicants to substantiate (prove) (*styrkt identitet*) their identity (with a passport) in order to be awarded international protection. It is sufficient if the applicant make his/her identity probable (*sannolik identitet*).

In applications for residence permits pertaining to legal migration, such as study purposes and family reasons, the Swedish Migration Agency faces different challenges with regard to establishing identity. Since the identity of the applicant normally has to be established before entering Sweden, the control mechanism for securing the quality and authenticity of the passports presented is handled by Swedish missions abroad. However, the quality and standard of control mechanisms vary from mission to mission and is therefore currently reviewed by the Migration Agency. One of the reasons for this is that the Migration Agency has indications that the inflow of manipulated or false documents has increased. This is more frequent in applications for family reunification and for remunerated activities. The Migration Agency is increasing its efforts to digitalise its work and certain challenges have to be overcome in this process with regard to securing the identity of applicants. This is specifically notable in relation to applications regarding remunerated activities.

The general rule in applications for family reunification is that the applicant has to substantiate his/her identity and family ties with written documentation. Applicants of some nationalities (for example Somalia) cannot normally produce reliable passports or identity documents for such applications, which on the one hand constitutes a great challenge, for both the individual and the authorities. On the other hand, it could be argued this situation is easier to handle since it is well known for quite some time and that some other countries that present a more heterogeneous situation (for example the existence of genuine and reliable documents as well as a high share of unreliable, inauthentic or forged documents) are more challenging. The greatest challenge concerning the establishment of identity for applications of family reunification is probably the fact that some 40 per cent of the caseload consists of applicants from conflict-ridden countries of origin or countries with faltering authorities from which applicants generally lack satisfactory documents. For nationals applying from these countries, it is common that the authenticity of identity documents provided is questioned (for example Somalia, stateless Palestinians, Afghanistan, Eritrea and increasingly Syria).

The Swedish Police (*Polismyndigheten*) is the authority in Sweden responsible for managing forced returns. The Police reports that in the majority of return cases where the returnee has been in the possession of a visitor visa or a residence permit issued on the grounds of family reasons, study reasons or remunerated activities, verifying identity is often not a problem since legislation requires that the applicant (holder) proves their identity with a passport upon application. Authorities normally save copies of the passport or other supporting documents. However, problems can occur when persons refuse to return (voluntarily), see Q.3 for more details. Forced return of rejected asylum seekers is more problematic since many applicants lack identity documents. The Swedish Police also encounters individuals using multiple identities and forged documents, for example from several north African countries.

Q2a. Please also indicate which factors have contributed to the issues identified in Q1 (e.g. *the volume of cases where no credible documentation is available has increased, the measures used to substantiate the applicants' identity are considered ineffective, there is no enough funding or qualified staff etc.*).

Please support your answers with reference to statistics (e.g. those presented under Section 1.2 below), research or any other sources of information (e.g. media debates, case-law, policy documents, practitioners' views).

In the 2014-16 period, Sweden received more than 250 000 asylum seekers (81 000 in 2014, 163 000 in 2015 and 29 000 in 2016). The sheer volume of the caseload was a considerable challenge for the Swedish Migration Agency. The absolute majority of these applicants did not produce passports and it is safe to say that the

³ Swedish Migration Agency: Official statistics extracted from the eLIS-system.

establishment of identity in finalising many of these cases was challenging. The increase was particularly steep for applicants from, for example, Afghanistan. Sweden received for instance 42 000 asylum seekers from Afghanistan alone in 2015, the majority of which were unaccompanied minors, which often require considerable efforts to establish identity.⁴ In addition to Afghanistan, several of the major countries of origin for asylum seekers, such as Eritrea and Somalia, are examples of countries where the Migration Agency faces great challenges in establishing the identity of applicants.⁵ The process is often time consuming since applicants lack documents or have presented documents which are unsatisfactory or difficult to verify (because of lack of reference documents), and may require additional measures to be taken to establish identity such as language analysis and (medical) age assessment in the case of unaccompanied minors.

The Swedish Police reports that the unwillingness of rejected asylum seekers to prove their identity is the greatest challenge in forced returns.

Q2b. In relation to Q2a above, has your (Member) State experienced a change in the number of received applications for international protection and irregular migrants in recent years? **Yes**

If Yes, was this change an important reason for the above-mentioned challenges and difficulties? **Yes**

If Yes, please further elaborate on how this factor has contributed to the identified challenges and difficulties.

The unprecedented increase in the number of asylum seekers, particularly in 2015, vastly increased the caseload (and backlog) and the number of applications with challenges pertaining to the establishment of identity, mainly in procedures for international protection.

Q3. Has your (Member) State faced challenges in considering asylum applications/ implementing the return of third-country nationals as a result of their identity not being acknowledged by the (presumed) country of origin? **Yes**

If Yes, please provide the list of countries of (claimed) origin for which establishing identity was considered to be particularly difficult as of 31st December 2016, (i) when considering asylum applications; (ii) for implementing return.

⁴ Swedish Migration Agency: Annual Report (*Årsredovisning*) 2016, p. 35 states that Afghan asylum seekers (including unaccompanied minors) often lack identity documents.

⁵ The Migration Agency concluded in 2016, however, that Afghan passports issued from 2012 and onwards can be used to substantiate (prove) the identity of the holder. Source: Swedish Migration Agency: *Rättslig kommentar angående bedömningen av afghanska pass* (SR 04/2016), 1 February 2016.

The current situation with regard to establishing identity remains the largely same as described in the EMN Focussed Study of 2013 "Establishing Identity for International Protection: Challenges and Practices". The challenges faced by the Migration Agency in considering asylum applications and implementing return generally concern the the same nationalities (with some minor exceptions).

(i) In considering asylum applications several of the major countries of origin of applicants pose challenges, for example Afghanistan, Eritrea, Somalia, stateless Palestinians and increasingly Syria.

(ii) Below is a non-exhaustive list of countries where established identity is normally a requirement for citizens to be able to return and where the processing time is very long at the foreign mission and/or it is difficult to have the identity established by the foreign mission. In many cases the problem is that there is a lack of identity documents or that the documents are forged or inadequate.

Algeria, Azerbaijan, Angola, Ethiopia, India, Yemen, Kyrgyzstan, Cuba (easy to establish the identity of the individual, very difficult to enforce return because of Cuban law), Kuwait, Kazakhstan, Lebanon (long process), Libya, Morocco, Nepal, Somalia, Sri Lanka, Sudan, Tunisia, Uzbekistan.

For stateless persons registered in Lebanon, Jordan, Gaza and the West Bank, the Swedish Migration Agency and the Police usually receive replies to requests. Processing times are very long, however. Regarding stateless persons from Egypt, the Gulf States, Iraq and Syria, the Migration Agency very rarely or never receives replies to requests, regardless of the type of identity documents provided.

The Swedish Police encounters the same problems as stated above regarding established identity to be able to return a person. In many countries of origin the systems for civil records are incomplete or non-existing which causes problems in the process of verifying the identity. This is the case in several sub-saharan African countries and north African countries (and concerns both citizens and stateless Palestinians).

1.2 STATISTICAL INFORMATION

Q4. Please provide, to the extent possible, the following statistics (with their source) along with, if necessary, an explanatory note to interpret them if, for example, the statistics provided are partial, had to be estimated (e.g. on the basis of available statistics that differ from the ones requested below, or of first-hand research) or if they reflect any particular trends (e.g. a change in policy, improved methods of establishing identity, a change in the country of origin of applicants for international protection or of rejected asylum seekers, etc.) If statistics are not available, please try to indicate an order of magnitude. Statistics already available through Eurostat have not been requested in order to facilitate the task of filling in the Common Template.

Table 1: Statistical information on international protection and return procedures

	2012	2013	2014	2015	2016	Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants) If statistics cannot be provided, please indicate the reasons why, <ul style="list-style-type: none"> > The necessary registrations are not made; Yes/No > The registered information cannot easily be extracted for reporting and statistics; Yes/No > The statistics are only produced for internal use, and are not available to the public. Yes/No > Other reasons, please describe:
Number of applicants for international protection whom identity was not documented ⁶ at the time when the application for international protection was lodged ⁷	39 593	49 319	66 453	132 018	23 901	Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants) If statistics cannot be provided, please indicate the reasons why, <ul style="list-style-type: none"> > The necessary registrations are not made; Yes/No > The registered information cannot easily be extracted for reporting and statistics; Yes/No > The statistics are only produced for internal use, and are not available to the public. Yes/No > Other reasons, please describe:

⁶ Through the presentation of a formal identity document (identity card or passport) or other document(s) accepted in the Member State for the purposes of identity verification (e.g. driver's license).

⁷ The statistics supplied are based on registrations of passports submitted at the time when the application was lodged. Although formally only passports should be entered, other identity documents such as national identity cards and seaman's books are probably entered as well. Source: Swedish Migration Agency: Official statistics extracted from the eLIS-system.

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<p>Number of applicants for international protection for whom identity was wholly or partially⁸ established during the asylum procedure thereby allowing the relevant authorities to reach a particular decision on the application for international protection (e.g. grant, refuse, defer)</p>	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p>In international protection procedures the individual has, in principle, the burden proof but it suffices for him/her to make his/her identity probable (<i>sannolik</i>), i.e. partially established. There is no absolute requirement to substantiate identity with, for example, a passport. A great many asylum seekers produce identity documents, which do not fully substantiate (prove) their identity, but in conjunction with additional written documentation (and including information provided in the personal interview for asylum as well as sometimes a language test) it is often concluded he/she has made their identity probable. There are, unfortunately, no available statistics on the number of applicants for whom identity was wholly or partially established in the 2012-15 period.</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i> The Migration Agency introduced an identity "grading structure" in 2016 for applications for international protection. Due to the fact that it was introduced only in 2016 and because of the backlog of applications at that point, statistics available may not be representative of the period.</p>
<p>Total Number of Positive Decisions for applicants for international protection whose identity was not documented⁹ at the time of application</p>	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i></p>
<p>Total Number of Positive Decisions for applicants for international protection whose identity was considered</p>	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p>

⁸ For example, if some elements of identity (e.g. nationality) could be established but not others (e.g. full name, date of birth).

⁹ Through the presentation of a formal identity document (identity card or passport) or other document(s) accepted in the Member State for the purposes of identity verification (e.g. driver's license).

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sufficiently established by the decision-making authorities						<ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe: Please see above.</i></p>
Total Number of Negative Decisions for applicants for international protection whose identity was not documented ¹⁰ at the time of application	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe: Please see above.</i></p>
Total Number of Negative Decisions for applicants for international protection whose identity was not considered to be sufficiently established by the decision-making authorities	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe: Please see above.</i></p>
Total Number of (Forced) ¹¹ Returns undertaken of all rejected applicants for international protection	2 774	3 227	2 617	2 491	2 498	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants). Statistics refer to forced returns only.¹²</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i>

¹⁰ *Idem.*

¹¹ While the scope of this Focussed Study (with respect to Returns) includes only the forced return of rejected applicants for international protection, it is acknowledged that distinguishing between forced and voluntary returns in official statistics may not be possible. Where possible, do make this distinction.

¹² Source: Swedish Migration Agency: Official statistics extracted from the eLIS-system.

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						<p>> <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i></p> <p><i>Other reasons, please describe:</i></p>
Total Number of (Forced) ¹³ Returns of rejected applicants for international protection whose identity was established at the time of return	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <p>> <i>The necessary registrations are not made; Yes</i></p> <p>> <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i></p> <p>> <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i></p> <p><i>Other reasons, please describe: Please see above.</i></p>
Total Number of (Forced) ¹⁴ Returns of rejected applicants for international protection whose return could not be executed due to the authorities of the (presumed) country of origin refusing to recognise their nationals or considering their identity as not sufficiently ¹⁵ established	N/a	N/a	N/a	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <p>> <i>The necessary registrations are not made; Yes</i></p> <p>> <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i></p> <p>> <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i></p> <p><i>Other reasons, please describe: Please see above.</i></p>

¹³ Idem.

¹⁴ Idem.

¹⁵ For example if the authorities were unable to formally identify the third-country national by nationality, surname, first name and date of birth and support such identification with the documents required by the third country.

Table 2: Statistical information on other migration-related procedures

	2012	2013	2014	2015	2016	Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants) <i>If statistics cannot be provided, please indicate the reasons why,</i> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> > <i>Other reasons, please describe:</i>
Total Number of visas applied for in consulates in third countries ¹⁶						Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants) <i>If statistics cannot be provided, please indicate the reasons why,</i> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> > <i>Other reasons, please describe:</i>
Total Number of visas refused in consulates in third countries ¹⁷						Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants) <i>If statistics cannot be provided, please indicate the reasons why,</i> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> > <i>Other reasons, please describe:</i>

¹⁶ If your Member State is part of the Schengen area this statistics are collected at EU level and need not be repeated

¹⁷ Idem.

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Total Number of visas refused in consulates in third countries due to the applicant having presented a travel document which was false, counterfeit or forged ¹⁸	100	183	51	45	34	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i></p>
Total Number of residence permits for remunerated activities refused due to the identity of the applicant not being considered sufficiently established ¹⁹	38	38	28	21	28	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i></p>
Total Number of residence permits for study purposes refused due to the identity of the applicant not being considered sufficiently established ²⁰	N/a	N/a	N/a	1	0	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i>

¹⁸ Statistics retrieved from the C-VIS national database, by the Migration Agency's It department, 12 June 2017.

¹⁹ These statistics are based on grounds for refusal pertaining to the establishment of identity, primarily "unclear identity", "passport missing", and "miscellaneous and unclear identity". Statistics retrieved from the Migration Agency's eLIS-system.

²⁰ Grounds for refusal in applications for residence permits for study purposes appear to have been registered by the Migration Agency since 2015. The information retrieved indicate that only one such registration was made in 2015 ("passport missing"), which suggests that the establishment of identity in these applications generally is not a challenge. Statistics retrieved from the Migration Agency's eLIS-system.

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						<ul style="list-style-type: none"> > <i>The statistics are only produced for internal use, and are not available to the public.</i> Yes/No <p><i>Other reasons, please describe:</i></p>
Total Number of residence permits for family reasons refused due to the identity of the applicant/ the family relationship not being considered sufficiently established ²¹	207	240	330	308	230	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public.</i> Yes/No <p><i>Other reasons, please describe:</i></p>

Table 3: Statistical information on methods used to establish identity

	2012	2013	2014	2015	2016	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public.</i> Yes/No > <i>Other reasons, please describe:</i>
Total Number of Cases in which language analysis was performed to establish the identity of the third-country national	1 891	2 158	2 466	2 553	2 111	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p>

²¹ These statistics are based on grounds for refusal pertaining to the establishment of identity, primarily “unclear identity”, “passport missing”, and “miscellaneous and unclear identity”. Statistics retrieved from the Migration Agency’s eLIS-system.

Challenges and practices for establishing the identity of third-country nationals in migration procedures

						<ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i></p>
Total Number of Cases in which an age assessment was performed to determine whether the third-country national was a minor ²²	N/a	228	208	N/a	N/a	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i></p>
Total Number of Cases in which a DNA Analysis was used to establish the family relationship in family reunification cases ²³	2 135	2 406	1 251			<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p> <p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i></p>
Total Number of Cases in which Interviews were used to determine probable country and/or region of origin	All	All	All	All	All	<p>Additional Information (e.g. sources, caveats, reasons for trends, top five nationalities, with numbers for total applicants)</p>

²² Age assessments were performed in 2012, but statistics are unavailable. Statistics for 2013 refer to the 1 May to 31 December period (statistics for the first quarter of 2013 are unavailable). Occasional age assessments may have been performed in 2015 and 2016 outside the scope of the Swedish Migration Agency's procedures, and were hence not registered by the Migration Agency. The use of medical age assessment by the Migration Agency was resumed in 2017. The National Board of Forensic Medicine (*Rättsmedicinalverket*) is currently the agency responsible for providing medical age assessment of unaccompanied minors in migration procedures. Source: Swedish Migration Agency: Annual Reports (*Årsredovisning*) 2012-2016.

²³ Statistics on DNA-analyses for 2014 are only available for the 1 January-31 October period. Statistics for 2015 and 2016 currently unavailable. These will be submitted at a later stage (Synthesis report). Source: The National Board of Forensic Medicine.

Challenges and practices for establishing the identity of third-country nationals in migration procedures

					<p><i>If statistics cannot be provided, please indicate the reasons why,</i></p> <ul style="list-style-type: none"> > <i>The necessary registrations are not made; Yes/No</i> > <i>The registered information cannot easily be extracted for reporting and statistics; Yes/No</i> > <i>The statistics are only produced for internal use, and are not available to the public. Yes/No</i> <p><i>Other reasons, please describe:</i> All applicants for international protection are interviewed about their asylum claims, including their identity. In cases where identity documents are not secured or produced by the applicant at the time of the lodging of the application there are additional focussed interviews specifically devoted to establishing the identity (<i>id-samtal</i>) and applicants are tasked to make serious efforts to retrieve documents (<i>id-uppdrag</i>). Applicants for remunerated activities and students are only occasionally interviewed (at Swedish missions abroad). Applicants for family reunification are, as a rule, interviewed (the family member/applicant would be interviewed at a Swedish mission and the sponsor at the Swedish Migration Agency).</p>
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1.3 RELEVANT EU AND NATIONAL LEGISLATION

EU acquis

[To be provided by the EMN Service Provider]

National legislation

Q5. Has the legislative basis for the procedures used to determine identity within the procedure for international protection and/or return been changed since the 2013 EMN Study on 'Establishing identity'? **No**

If 'yes', please describe the reasons for this change (e.g. whether this is due to a change in the number of asylum applications and irregular migrants in your (Member) State as of 2014).

The procedure is not laid down in legislation.

Q6. Is the process used when verifying the identity of third country applicants for visitors' visa, work and study permits and family reunification permits, laid down in national legislation? **Yes**

If Yes, briefly specify which legislative documents regulate the process of identity determination in relation to these procedures.

Third country nationals who are to enter Sweden or reside in Sweden are principally obliged to present a passport.²⁴ The Aliens Act and the Aliens Ordinance provide for some exceptions to this rule. For instance, an alien who is in the possession of a *permanent* residence permit does not need to have a passport to reside in Sweden. It should be noted, however, that a passport is needed to enter Sweden in such cases.²⁵

An application for a residence permit that is lodged before entry, which is the main rule in the Aliens Act, can only be granted if the applicant has a valid passport (or is simultaneously issued an alien's passport). Normally the applicant's identity also needs to be substantiated (proved). For persons issued a permanent residence permit, a passport is required for entry, but not for residence. After entry, a permanent residence permit can be issued in spite the absence of a passport, provided the applicant has met other existing requirements.

Asylum applicants who do not produce identity documents (or unsatisfactory identity documents) are tasked to submit documents within a certain period (*id-uppdrag*). In order to have the right to work pending the decision on their application, asylum seekers need to substantiate their identity by producing identity documents or at least cooperate with the Migration Agency to establish their identity. They can then be exempted from the work permit requirement (*AT-UND – undantag från kravet att ha arbetstillstånd*).²⁶ This serves as an incentive for applicants to produce identity documents. Conversely, the Migration Agency has the possibility to reduce the daily allowance of asylum applicants who are unwilling to cooperate to establish their identity.²⁷

It could be added that the Migration Agency and the Police can take care of passports and other identity documents belonging to the applicant pending a decision on the application for a residence permit.²⁸

There is extensive case law from the Migration Court of Appeal (*Migrationsöverdomstolen*) with several rulings with regard to identity matters.

According to case law, a temporary residence permit cannot be issued in cases where the alien is not in the possession of a valid passport. The Aliens Ordinance provides for a minor exception in this case. This is not an exemption of the requirement of a passport as such, however, but an exemption of the requirement that the validity of the passport needs to have at least the same duration of validity as the temporary residence permit.²⁹

Case law from the Migration Court of Appeal has established that conditions for granting a residence permit should be tried in a certain order (in applications for family reunification). This means that the requirement of a substantiated identity and the requirement of the applicant to produce a passport should be tried before the material assessment of the case.³⁰

1.4 THE INSTITUTIONAL FRAMEWORK AT NATIONAL LEVEL

²⁴ Aliens Act [*Utlänningslagen*] 2005:716, Chapter 2, section 1.

²⁵ Exemptions are found in the Aliens Act and the Aliens Ordinance [*Utlänningsförordningen*] 2006:97; Chapter 2, sections 8 and 10 in the Aliens Act and Chapter 2, sections 1, 1 a and 2 in the Aliens Ordinance.

²⁶ Aliens Ordinance, Chapter 5, section 4.

²⁷ Act on Reception of Asylum Seekers [*Lag om mottagande av asylsökande m.fl.*] 1994:137, Section 10, second paragraph.

²⁸ Aliens Act, Chapter 9, sections 4 and 5.

²⁹ Aliens Ordinance, Chapter 4, section 23. See also Migration Court of Appeal rulings MIG 2007:30 and MIG 2007:54.

³⁰ Migration Court of Appeal ruling MIG 2011:11.

Q7. Have there been any changes concerning which national authorities have the responsibility for establishing the identity of applicants for international protection and return following the 2013 EMN Study on 'Establishing identity'?

No

If 'yes', please describe those changes and specify whether they are a consequence of a surge/decrease in asylum applications and irregular immigration in recent years.

Q8. Which national authorities have the responsibility for verifying the identity of third country applicants for visitors' visa and permits for the purposes of study, family reunification and remunerated activities? Please describe which authorities take part in which procedures in your (Member) State and specify the name of the relevant authorities below (providing an English translation if possible, e.g. *Rajavartiolaitos – Finnish Border Guard; Migrationsverket – Swedish Migration Agency*).

[Please insert your response below and also complete the summary table provided in Annex 1]

Applications for visitors' visas are submitted to Swedish missions abroad (in practice applications are initially submitted at visa centres in several locations) and visa officers at missions are responsible for assessing the authenticity of the passport and verifying the identity.

Applications for the purposes of study, family reunification and remunerated activities are submitted at Swedish missions abroad (and transferred to the Migration Agency) or made online at the Migration Agency's website. Missions verify core identity documents which are scanned and transferred to the Migration Agency together with supporting documents submitted by the applicant. Applications for legal migration purposes are primarily processed by the Swedish Migration Agency, but Swedish missions abroad do play an important role in these procedures. Also, missions abroad are authorised to take decisions on applications for study purposes (notably in international exchange programmes), remunerated activities and internships in a limited number of cases.³¹

Efforts to establish the identity of applicants in procedures for international protection are normally carried out in the initial stages of the application procedure. If needed, the Migration Agency will continue efforts to establish sufficiently the identity for rejected asylum seekers who are to return voluntarily. For rejected asylum seekers that do not return voluntarily (or abscond), the return file is transferred to the Swedish Police. If needed, the Police will continue efforts to establish the identity of the returnee. Police officers around Sweden carry out this work. The Swedish Police has a central unit, the Embassy Liaison Office (*Ambassadsamordningen*), which deals with embassies and country of origin authorities to verify identities. The Swedish National Forensic Centre (*Nationellt Forensiskt Center, NFC*), an independent expert organisation within the Police, is responsible to perform fingerprint searches requested by the Swedish Migration Agency. These are carried out by the NFC's branch office in Stockholm (*Fingergrupp 1, NFC Stockholm*).

Q9. For each of the migration procedures considered (applications for international protection, returnees, visa and residence permit applicants), please briefly describe the different steps followed to establish the identity of third country nationals, including:

- Parts of the process which have been automated;³²
- Biometric technologies used, if any;
- Identification/ identity verification tasks carried out by a decision-maker or specialised officer;
- Centralised or decentralised identification function(s).

[Insert response in table in Annex 2]

³¹ The Swedish Migration Agency has issued a number of regulations (*Migrationsverkets föreskrifter, MIGRFS*) which determine under which conditions Swedish missions abroad are authorised to take decisions on applications for residence permits. See for example Migration Agency: *Migrationsverkets föreskrifter med bemyndigande för svenska utlandsmyndigheter att bevilja uppehållstillstånd för vissa studerande och för familjemedlemmar i vissa fall (MIGRFS 10/2014)*.

³² Automation is defined as 'The use or introduction of automatic equipment in a manufacturing or other process or facility' (see Oxford Dictionary <https://en.oxforddictionaries.com/definition/automation>, last accessed on 24th March 2017). For example, the use of a document reader would be understood as partially automating the task of performing document checks).

Q10. Does your (Member) State have in place specific procedures to establish the identity of third-country nationals within the context of exceptional migratory flows (e.g. under the EU 'Hotspot' approach)? **Yes**

If Yes, please briefly describe the various steps followed to establish the identity of third-country nationals within the context of such procedures, explaining in particular how these differ from the regular procedures described in response to **Q9** above.

The Swedish Migration Agency has set standards for, for example, registration procedures (which includes measures with a view to establish the identity of the applicant in this initial stage of the application procedure).

The Migration Agency adopted a new contingency plan in 2016 following the high numbers of asylum seekers Sweden received in 2015.³³ The national plan is supplemented by contingency plans for the Migration Agency's regional offices. The national plan states that in a situation where the application procedures (i.e. registration of applicants and related measures normally carried out at asylum application units) are overburdened in the whole of the agency or a regional office, it can be decided to deviate from the set standard and carry out a simplified registration procedure. The details of the simplified registration procedures is also a set standard. This was the case in the autumn of 2015. The Migration Agency is currently overhauling these standards.

Q11. Does your (Member) State have a central competence centre or similar entity for issues related to identification/ identity verification? **Yes**

If Yes, is that centre responsible for?

- Issues relating to the determination of identity in respect of the procedure for granting international protection OR in respect of the procedure for executing the return of rejected asylum seekers) OR in respect of third country applicants for visa and residence permit, OR in respect of several (if so, specify which) or all of these procedures
- Issues relating to the verification of documents in respect of the procedure for some or all of the abovementioned immigration categories.

A specialised unit at the Swedish Migration Agency, the Unit for Biometrics and Document Verification (*ID-enheten*) was established in 2009. The field of work of the unit has gradually expanded and its workload increased, not in the least due to the massive increase in the number of applications for international protection in 2014 and 2015. This unit covers issues relating to the determination of identity and to the verification of documents, particularly in procedures of international protection and the return of rejected applicants.

The unit is organised in three teams; one biometrics/analysis team and two document verification teams. The biometrics/analysis team carry out fingerprint searches in VIS, national fingerprint registries (AFIS) and Eurodac. It serves as the contact point for the Swedish Police and Interpol. Furthermore, it handles tips and assists in in-depth analyses of identity (including for example facial identification/comparison). The role of the unit in the verification of documents has changed in the past few years following the introduction in 2016 of document verification experts based at the Migration Agency's regional offices (*regionala dokumentgranskare*). These perform several of the tasks previously carried out by document experts at the Unit for Biometrics and Document Verification. Hence, the unit has progressively more taken on the role of an expert unit, which handles more challenging queries, for example identity documents referred to the unit from document verification experts based in the regions. The Unit for Biometrics and Document Verification is responsible nationally to handle all reports to the Police concerning forged or counterfeit documents encountered by the Migration Agency.

The Swedish Police (*Polismyndigheten*) is engaged in the determination of identity and verification of documents in migration cases, for example concerning forced return. The Embassy Liaison Office (*Ambassadsamordningen*) of the Police is tasked to verify identities in forced return procedures.

The Swedish National Forensic Centre (*Nationellt Forensiskt Center, NFC*) was established 1 January 2015 following a reorganisation of the Swedish Police. The centre is an independent expert organisation within the Police with an overall responsibility for forensics and a mission to integrate and reinforce the national forensic services. The head office is situated in the city of Linköping, with three branches in Stockholm, Göteborg and Malmö. The NFC does not play a major role in the establishment of identity in migration cases. However, a branch office of the NFC in Stockholm (*Fingergrupp 1, NFC Stockholm*) is the sole national body responsible for the establishment of identity (identification of person) following a request from the Migration Agency and the Police and for the

³³ Swedish Migration Agency: *Nationell beredskapsplan vid kraftigt ökat antal asylsökande* [National contingency plan in a situation of considerable increase in the number of asylum seekers] (OCI 02/2016)

search and disclosure of fingerprints in the Migration Agency's database. Finally, the branch office administers the analogue and digital fingerprint registry and description (profile) registry.

If Yes:

- Has such Centre developed its own database / reference base for:
 - Genuine documents? **Yes.** The Migration Agency does not have a database / reference base that is searchable by other authorities, but the Unit for Biometrics and Document Verification does collect references of genuine / false documents.
 - False documents? **Yes.** The Migration Agency does not have a database / reference base that is searchable by other authorities, but the Unit for Biometrics and Document Verification does collect references of genuine / false documents.
- Does such Centre make use of the database iFADO (iPRADO) for checking false ID documents? **Yes**
- Does such Centre make use of the EDISON system? **Yes**
- Does such Centre provide:
 - Advisory services? **Yes**
 - Assistance through the development of identity management methods? **Yes**
 - Training of frontline officers? **Yes**
 - Support with difficult cases? **Yes**
- Does such Centre have a forensic document unit? **Yes**

If your (Member) State **does not** have a central competence centre, what other institutions / systems are available to provide advisory services/other forms of support to officials responsible for establishing the identity of applicants for international protection or third-country nationals applying for visitors visa and permits for the purposes of study, family reunification and remunerated activities?

N/a

Q12. Are the officials responsible for determining the identity of the abovementioned immigration categories authorised to access EU databases holding identity information about third-country nationals (*e.g. EURODAC, SIS II, VIS, etc.*)? **Yes**

If Yes, please specify the authorities given access to each of the various EU databases (*e.g. asylum authorities have access to EURODAC and VIS*)

The Swedish Migration Agency has access to Eurodac, SIS II, VIS etc.

If No, are the officials responsible for determining the identity of these applicants authorised to liaise directly with the authorities who do have access to these databases? Yes/No.

If Yes, please specify how such interactions take place

N/a

2 Methods for establishing identity

The aim of this Section is to provide an overview of the types of documents and methods used to establish the identity of third-country nationals within the context of various migration processes.

2.1 DEFINITION AND DOCUMENTS REQUIRED FOR ESTABLISHING IDENTITY

This Subsection looks into the documents required/ accepted to establish the identity of third-country nationals in various migration processes.

Q13 What legal and/or operational definitions (if any) of identity is/are used with regard to (a) applicants for international protection and (b) the return process and (c) applications for short stay and long stay visas and permits for the purposes of study, family reunification and remunerated activities?

Sweden does not have a definition of identity laid down in legislation.

There is no legal definition of the term identity in the Aliens Act. Definitions cannot be derived from the legislative process or the legislator's intentions. There are no explicit rules on which evidentiary requirements are applicable in establishing the identity for an application of a residence permit. The principle of free sifting of evidence (*fri bevisprövning*) applies in Sweden's legal system, however.

Legislative history and case law from the Migration Court of Appeal (*Migrationsöverdomstolen*) state that a person's identity is made up of his/her name, date of birth and, as a main rule, nationality (citizenship).³⁴ This definition of identity appears to be generic and there are no separate definitions with regard to the various migration processes mentioned in the question.

Q14. What types of documents and other information do the authorities in your (Member) State accept as (contributing to) establishing the identity for the abovementioned immigration categories? For example:

- Official travel documents: Passports, ID cards;
- Other documents: birth certificates, driving licence, divorce certificates, marriage licences, qualification certificates, house books etc.;
- Please indicate if your (Member) State takes informal (residence) documents into consideration in the identification process, such as UNHCR registration documents. **Yes**

Table 4: Documents accepted as (contributing to) establishing the identity

Type of document	(a) applicants for international protection	(b) for the return process	(c) third country applicants for visitors visa and permits for the purposes of study, family reunification and remunerated activities
Official travel documents: Passports, ID cards	Yes Passports and national identity cards are the best sources to determine identity.	Yes Passports and national identity cards are the best sources to determine identity.	Yes Passports as a rule. However, for applications for family reunification other identity documents can be considered as well. ³⁵
Other documents: birth certificates, driving licence,	<i>To some extent</i>	<i>To some extent</i>	<i>To some extent</i>

³⁴ Migration Court of Appeal ruling MIG 2011:11.

³⁵ The 2012 ruling from the Migration Court of Appeal (MIG 2012:1), is of particular importance in this connection. The court held that the normal evidentiary requirement that the applicant needs to prove his/her identity (*styrkt, klarlagd*) is not motivated to be upheld if certain conditions are at hand. In cases where the applicant is from a country where it is difficult to obtain satisfactory identity documents to support his/her identity, less stringent evidentiary requirements can be acceptable in the individual case. In such cases it is sufficient for the applicant to make his/her identity probable (*sannolik*) in conjunction with DNA-tests which confirm family ties. Following this ruling, more applicants could be granted a residence permit. Furthermore, free sifting of evidence (*fri bevisprövning*) applies in Sweden's legal system, which means the Migration Agency and Courts will have the discretion to freely evaluate documents submitted in a case.

divorce certificates, marriage licences, qualification certificates, house books etc.	Birth certificates, laissez-passer, alien's passports, marriage licences, qualification certificates etc. can contribute to establishing identity. Some travel documents, such as airline tickets can be helpful in establishing identity.	Birth certificates, laissez-passer, alien's passports, marriage licences, qualification certificates etc. can contribute to establishing identity. Some travel documents, such as airline tickets can be helpful in establishing identity.	Birth certificates, laissez-passer, alien's passports, marriage licences, qualification certificates etc. can contribute to establishing identity. Some travel documents, such as airline tickets can be helpful in establishing identity.
Informal (residence) documents, such as UNHCR registration documents	Yes <i>If 'yes' please specify which document(s)</i>	Yes <i>If 'yes' please specify which document(s)</i>	Yes <i>If Yes, please specify which document(s)</i>

Q15a. To the extent possible, please indicate whether copies are accepted by the relevant authority(ies) and which type of documents are considered by the national authorities as core or supporting documents.

In general, relevant authorities (the Migration Agency, the Migration Courts and the Migration Court of Appeal, the Police) do not accept copies. It should be noted, however, that decisions on applications received online by the Migration Agency are normally taken on the basis of scanned copies of passports. This is particularly prevalent in applications for study purposes and remunerated activities. Passports in these applications are, however, produced by applicants at Swedish missions abroad and verified there. This practice is explained in more detail in Q.15b. Passports and national identity cards with a photo and issued by competent authorities are usually accepted as core documents. Other documents handed in by an applicant in order to prove his/her identity are considered as supporting documents. Thus, practice in this context remains the same as reported in the Swedish national contribution to the 2013 EMN Study on 'Establishing Identity for International Protection: Challenges and Practices'.

Other documents that may contribute to establishing identity are birth certificates, laissez-passers, alien's passports, driving licences, marriage licences, qualification certificates etc. Some travel documents, such as airline tickets can be helpful in establishing identity as well. A major challenge in determining the authenticity of those identity documents is the absence of full access to reference documents.

Q15b. Which are the major issues faced by your (Member) State concerning determining the authenticity (or genuineness) of documents?

In procedures for international protection, documents of poor quality (for example due to a low-quality printing process) and documents which lack security features are a challenge. Furthermore, the fact that reference materials often are inadequate or unavailable makes the process of verification difficult.

Concerning legal migration (family reunification, remunerated activities, students), applicants produce identity documents at Swedish missions abroad for verification, but missions sometimes lack adequate resources to determine authenticity. Documents are scanned at missions and transferred to the Migration Agency, which is the decision-making body, together with the rest of the file, for example the minutes of the interview and supporting documents. Hence, for case officers at the Migration Agency it can sometimes be challenging to assess documents submitted in the case (if needed) based on scanned copies of core documents. Swedish missions abroad often handle applications from third country nationals which are not residents in the country where the mission is located, which can make it challenging for missions to assess documents submitted by some applicants, for instance in family reunification cases.

Most applications for legal migration purposes can be made online via the Migration Agency's website, a practice which poses some challenges to the Migration Agency in verifying identity documents. Applicants upload scanned copies of identity documents and supporting documents which are attached to the online application. Hence, such applications may be granted based on scanned copies of passports, without being verified at missions prior to the

decision taken by the Migration Agency.³⁶ The applicant needs to produce his/her identity documents at the mission for verification upon collecting his/her residence card (uppehållskort), however.

The Swedish Police agrees that the lack of reference material, especially when it comes to breeder documents,³⁷ is a particular challenge. There is also a lack of knowledge at some authorities/officials tasked to verify documents. The Police, the Migration Agency and the Tax Swedish Agency (Skatteverket) are mentioned in this connection. Impostor documents are a great challenge as well for the Police. Furthermore, authorities sometimes have inadequate equipment for facial and fingerprint verification.

Q15c. Have any of these issues changed compared to those described in your contribution to the 2013 EMN Study on 'Establishing identity'? **Yes**

If Yes, please indicate the reasons why this has been the case, e.g. *the (Member) State has receiving high numbers of immigrants and asylum seekers in recent years and this has increased the workload of the authorities responsible for verifying documents.*

The increased caseload following the high number of asylum seekers in 2014 and 2015 meant that the number of applications containing challenges in establishing the identity of the applicant increased, particularly in procedures for international protection.

Q16. In your Member State, are there any national guidelines for the control by the relevant authorities of identity of person and identity documents in the various migration procedures? **Yes**

If Yes, please give reference to the relevant guidelines if possible and the procedure under which framework they apply.

The Swedish Migration Agency is primarily guided by internal operational guidelines regarding identity (Head of Legal Affairs judicial positions) and by a manual especially targeting identity issues within each main process (asylum, legal migration). There is also a handbook for case officers particularly devoted to identity matters. Please see the reply to Q20. which provides further details.

The Swedish Police is currently developing its methods on procedures.

Q17. In which situations, and by which authorities, are forged documents most commonly detected in connection with applications for visa and residence permit (e.g. *in border control, by immigration authorities or other state agencies*)?

The Swedish Police reports that the majority of fraudulent documents detected in Sweden are found in domestic controls of foreigners (*inre utlänningskontroll*), and not in external border controls.

At the Swedish Migration Agency, most forged documents are detected in procedures for international protection. Identity documents submitted by asylum applicants are normally examined by document verification experts based at the Migration Agency's regional offices (*regionala dokumentgranskare*) and the Unit for Biometrics and Document Verification (*ID-enheten*). It is during these examinations that forged documents are often detected.

Forged documents are also detected in applications for legal migration, for example in applications for remunerated activities or family reunification. Upon examining the scanned copy of a passport, a case officer can for instance detect that the machine readable zone (MRZ) is not correct. The case officer would then contact the Unit for Biometrics and Document Verification for assistance to examine the document thoroughly.

Q18. Are there any exemptions to the obligation to present an official travel document for third country applicants for visa and residence permit? **Yes**

If Yes, for which groups and/or major nationalities are there exemptions, and are these exemptions stated in national legislation and/or guidelines?

³⁶ In 2016, 93 per cent of applications for study purposes and 80 per cent of applications for remunerated activities were received online. The share of online applications for family reunification was considerably lower, 53 per cent. Source: Swedish Migration Agency Annual Report (*Årsredovisning*) 2016, p.61.

³⁷ Breeder documents are birth, marriage and death certificates used to support applications for identity, residence and travel documents.

Concerning visas there are no exemptions to the obligation to present an official travel document. Students and those applying on the grounds of remunerated activities are as well not exempted from this obligation.

However, some exemptions apply for the largest group of legal migrants, i.e. migration for family reasons (family reunification). As a rule, the applicant has the burden of evidence and is required to produce reliable identity documents, as a rule a passport, and other documents to support his/her identity. However, applicants from countries of origin where documents to substantiate identity and/or family ties issued by the authorities are unsatisfactory can, if certain conditions are met, benefit from a rule of alleviation of evidentiary requirement (*bevislättnad*). The alleviation of the evidentiary requirement was introduced by case law in a 2012 ruling from the Migration Court of Appeal (*Migrationsöverdomstolen*). Successive rulings in the court have confirmed and developed this case law.³⁸ In such situations it is sufficient for the applicant to make his/her identity “probable” (*sannolik*) and in conjunction with a successful DNA-test to prove family ties, family reunification can take place.

There are also exemptions in procedures for international protection with regard to the obligation to present an official travel document. As in the case of legal migration, applicants have in principle the evidentiary burden to substantiate his/her identity. Applicants who do not present identity documents are expected to make serious attempts to retrieve and submit such documents, for example with the help of relatives in their country of origin in case documents remain there. However, they are not necessarily required to “prove” (*styrkt identitet*) their identity. In accordance with evidentiary alleviation, they are required to show that their claimed identity is “probable”. Hence, there is no per se requirement to, for example, produce a passport or national identity card (but nor is there an exemption not to do it). Asylum cases often require a thorough examination of (identity) documents submitted by the applicant to determine under which circumstances they were issued, by which authority, date and place of issue etc. In the absence of identity documents, the applicant would be asked to provide a detailed account of which documents he/she was in possession of, when they were issued, by what authority etc. Normally, the Migration Agency will make a comprehensive assessment as to whether the applicant has done what may be required to clarify his/her identity. Factors taken into account in such an assessment are for example the personal circumstances of the applicant and the situation in his/her country of origin.

2.2 METHODS USED IN THE ABSENCE OF DOCUMENTARY EVIDENCE OF IDENTITY IN THE ASYLUM/RETURN PROCEDURE

This Subsection looks into the methods used in the absence of credible documentation to ascertain the credibility of the third-country national’s statements, and the relative weight that is given to the outcomes of the methods used across the (Member) States. The Subsection focuses on the asylum and return procedure, where the absence of credible documentation is a common challenge.

Various methods are listed in the tables below. Where applicable, please succinctly identify any changes introduced with respect to the situation described in the 2013 EMN Study on ‘Establishing identity’. For each method listed, please indicate whether any changes introduced since 2013 were made as a result of legislative reforms and/or due to considerations of reliability, efficiency and/or workloads.

Q19a. In your (Member) State, do national authorities make use (or plan to make use) of the methods identified below to establish the identity of third-country nationals subject to asylum/return procedures?

*Please indicate, per method used, who executes the method (i.e. all-round decision makers, in-house specialists or external parties). Please also indicate whether the method is **obligatory** (i.e. enshrined in law), whether it is part of **standard practice** (i.e. used in most cases but not enshrined in law) or whether it is **optional** (i.e. not enshrined in law and used in some cases only).*

Table 5: Methods used for establishing identity in the asylum/ return procedure (I)

Method	Applicants for international protection	Return of rejected applicants for international protection
Language analysis to determine probable	<i>Yes, optional</i>	<i>No, if necessary it is done earlier in the application process</i>

³⁸ Please see Sweden’s national contribution to the 2016 EMN focused study ‘Family reunification of third-country nationals in the EU’ where the concept of alleviation of evidentiary requirement is discussed in detail. The 2012 ruling in the Migration Court of Appeal is also described in more detail in Q14. in table 4.

country and/or region of origin		
Age assessment to determine probable age	<i>Yes, optional and used primarily for unaccompanied minors</i>	<i>No, if necessary it is done earlier in the application process</i>
Interviews to determine probable country and or region of origin (or other elements of identity, such as faith and ethnicity)³⁹	<i>Yes, part of standard practice and obligatory in procedures of international protection</i>	<i>No, it is normally done earlier in the application process. However, if needed further interviews can take place the return stage in order to establish identity</i>
Identity related paper and e-transactions with the authorities (e.g. tax, social benefits)	<i>Yes, optional (but infrequently) and used for example in a situation where an asylum seeker has married in Sweden; in such cases the Migration Agency can contact the Swedish Tax Agency (Skatteverket), which is the government agency responsible, to retrieve (information on) identity documents or copies thereof which the applicant may have produced there, but not to the Migration Agency</i>	<i>No</i>
Identity related paper and e-transactions with the private sector (e.g. bank)	<i>No</i>	<i>No</i>
Identity related e-transactions in connection with social media	<i>Yes, optional</i>	<i>Yes, optional</i>
Smartphones and other digital devices: May your law enforcement/immigration authorities confiscate (temporarily or permanently) such devices and access their content in their efforts to establish or verify an identity?	<i>No</i>	<i>Yes, optional but only when in connection to suspicion of criminal activity</i>
Other	<i>Please describe, e.g. type of co-operation with or contacts in third countries, such as diplomatic missions</i> <i>Please specify if the method is obligatory, part of standard practice or optional</i>	<i>Please describe, e.g. type of co-operation with or contacts in third countries, such as diplomatic missions</i> <i>Please specify if the method is obligatory, part of standard practice or optional</i>

³⁹ This would depend on the elements included in your national definition of "identity" used within the procedures covered by this Study. See Section 2.1.

Table 6: Methods **used** for establishing identity in the asylum/return procedure (II)

Method	Applicants for international protection		Return of rejected applicants for international protection	
	National database	European database	National database	European database
Fingerprints for comparison with National and European databases	<i>Yes, part of standard practice</i>	<i>Yes, part of standard practice</i>	<i>No, it is done earlier in the application process</i>	<i>No, it is done earlier in the application process</i>
Photograph for comparison with National and European databases	<i>Yes, optional Facial identification (comparison) is carried out at the Migration Agency's Unit for Biometrics and Document Verification</i>	<i>No</i>	<i>Yes, optional</i>	<i>Yes, optional</i>
Iris scans for comparison with National databases	<i>No</i>	<i>N/a</i>	<i>No</i>	<i>N/a</i>
DNA analysis	<i>No</i>	<i>N/a</i>	<i>No</i>	<i>N/a</i>
Other (please describe e.g. type of co-operation with or contacts in third countries, such as diplomatic missions)	<i>Yes, optional The Migration Agency can ask, for example, Swedish missions abroad for assistance</i>	<i>Yes, optional The Migration Agency can ask, for example, Swedish missions abroad for assistance (which would then make inquiries at, for example other EU missions)</i>	<i>Yes, optional The Police can ask, for example, Swedish missions abroad for assistance. At some missions specialised return liaison officers are deployed. At the time of writing this report, this was the case in Tbilisi, Nairobi, Amman, Kabul and Rabat, the latter two EURLO-officers</i>	<i>Yes, optional The Police can ask, for example, Swedish missions abroad for assistance. At some missions specialised return liaison officers are deployed. At the time of writing this report, this was the case in Tbilisi, Nairobi, Amman, Kabul and Rabat, the latter two EURLO-officers</i>

Table 7: Methods national authorities **plan to use** for establishing identity in the asylum/ return procedure (I)

Method	Applicants for international protection	Return of rejected applicants for international protection
Language analysis to determine probable country and/or region of origin?	<i>Already in use</i>	<i>Already in use</i>
Age assessment to determine probable age	<i>Already in use</i>	<i>No</i>

Interviews to determine probable country and or region of origin (or other elements of identity, such as faith and ethnicity)⁴⁰	<i>Already in use</i>	<i>Already in use</i>
Identity related paper and e-transactions with the authorities (e.g. tax, social benefits)	<i>Already in use</i>	<i>No</i>
Identity related paper and e-transactions with the private sector (e.g. bank)	<i>No information available</i>	<i>No</i>
Identity related e-transactions in connection with social media	<i>Already in use</i>	<i>Already in use</i>
Smartphones and other digital devices: May your law enforcement/immigration authorities confiscate (temporarily or permanently) such devices and access their content in their efforts to establish or verify an identity?	<i>No information available</i>	<i>Already in use</i>
Other	<i>Please describe, e.g. type of co-operation with or contacts in third countries, such as diplomatic missions</i> <i>Please specify if the method is obligatory, part of standard practice or optional</i>	<i>Please describe, e.g. type of co-operation with or contacts in third countries, such as diplomatic missions</i> <i>Please specify if the method is obligatory, part of standard practice or optional</i>

Table 8: Methods national authorities **plan to use** for establishing identity in the asylum/ return procedure (II)

	National database	European database	National database	European database
Fingerprints for comparison with National and European databases	<i>Already in use</i>	<i>Already in use</i>	<i>No information available</i>	<i>No information available</i>
Photograph for comparison with National and European databases	<i>Already in use</i>	<i>No information available</i>	<i>Already in use</i>	<i>Already in use</i>

⁴⁰ This would depend on the elements included in your national definition of “identity” used within the procedures covered by this Study. See Section 2.1.

Iris scans for comparison with National databases	<i>No information available</i>	<i>N/a</i>	<i>No information available</i>	<i>N/a</i>
DNA analysis	<i>Already in use</i>	<i>N/a</i>	<i>No information available</i>	<i>N/a</i>
Other (please describe, e.g. type of co-operation with or contacts in third countries, such as diplomatic missions)	<i>If Yes: obligatory, part of standard practice or optional</i> <i>No</i> <i>If Yes, briefly describe what for and under what conditions.</i>			

Q19b. Is the (biometric) identity information given by an asylum seeker matched against identity information available in VIS?

- Yes, for all asylum seekers
- Please specify since when these checks have been carried out: May 2012.
 - Do you produce statistics on the number of matching attempts and the results? No.
 - What proportion of matchings produce a positive 'hit' (approximately):
- Yes, for some asylum seekers (who?) _____
- Please specify since when these checks have been carried out: _____
 - Do you produce statistics on the number of matching attempts and the results? Yes/No.
 - What proportion of matchings produce a positive 'hit' (approximately): _____
- No, for:
- Technical reasons
 - Legal reasons.
 - Other reasons (please specify)

According to experts at the Migration Agency's Unit for Biometrics and Document Verification there is little demand for statistics, which is why it is not produced regularly. However, statistics some are presented in the Annual Reports (*Årsredovisning*) of the Migration Agency.

In 2016, nearly 5 800 matchings were registered compared to 7 600 in 2015 and 6 600 in 2014. In 2016, around 3 400 of the matchings produced a "positive hit", i.e. cases where there was a Schengen visa still valid or where the visa had expired less than six months prior. In 2016, the top five countries that produced matchings in VIS were Georgia, Iran, Syria, Iraq and Eritrea.⁴¹

Q19c. Has your Member State introduced any changes in the method(s) used to establish the identity of applicants in the asylum/ return procedure since 2013? **Yes**

If Yes, please outline briefly the rationale behind any changes, explaining e.g. why new methods have been introduced, whether there is a different hierarchy or order in the methods used. If possible, please mention also any new research conducted providing evidence of the reliability of the method(s) used.

The Swedish Migration Agency made an organisational change of the asylum process in 2016 with the introduction of several different "routes" in the process, depending on the features of the individual case. This, interalia, meant

⁴¹ Swedish Migration Agency: Annual Report (*Årsredovisning*) 2016, p.54.

that the bulk of the efforts concerning identity verification has been increasingly shifted to the initial stages of the asylum process. Such measures to establish identity, and which were in place prior to 2016, include personal interviews, including follow-up interviews specifically devoted to establish identity (*id-samtal*) and to induce applicants without documents or with unsatisfactory documents to produce documents). Furthermore, applicants are given "id assignments" (*id-uppdrag*) which means they are tasked to make serious efforts to retrieve and submit documents within an agreed set period.

A system comprising a regional organisation of document verification experts (*regionala dokumentgranskare*) was launched in 2016. These staff screen and verify set categories⁴² of identity documents submitted in applications for international protection, some of which are referred to the Unit for Biometrics and Document Verification for a more thorough examination. All documents are stored at this unit pending the Migration Agency's decision on the application for protection (residence permit).

In order to streamline the work in verifying identity via foreign missions and/or country of origin authorities, the Swedish Police has established a unit responsible in that field, the Embassy Liaison Office (*Ambassadsamordningen*). On 1 January 2015, the Swedish police force was reorganised into a coherent government agency in the form of the Swedish Police Authority (*Polismyndigheten*). Prior to this date, the Swedish Police consisted of 21 different police authorities and the Swedish National Police Board (*Rikspolisstyrelsen*). One process within the unifying of the Swedish Police is to establish common practices in the work of return in general. The Police is expecting these steps to streamline the process will lead to better results.

Q19d. If there has been an increase in the number of applicants for international protection and irregular immigration in your (Member) State in recent years, has this had any effect on the methods used (e.g. certain methods have been prioritised to deal with specific nationalities, the capacity to use certain methods has been under strain due to lack of sufficient staff resources, etc.)? **Yes**

If Yes, please specify

In the wake of the high number of asylum seekers coming to Sweden in the autumn of 2015 (Sweden received a total of 163 000 asylum seekers in 2015) Sweden introduced regular identity checks on public transport from Denmark (ferries, trains, buses) and Germany (ferries) in 2015 and temporary border controls in 2016. Identity checks for incoming train passengers from Denmark were phased out in 2017, but identity checks on ferries from Denmark and Germany bound for Sweden remain in place.⁴³

Pilot projects with a view to reinforce and develop identity management were carried out by the Migration Agency in 2011-2012 and 2013-2014. The projects VEFÖ I and II – "Verification and storage of documents" (*Verifiering och förvaring av handlingar*) were co-funded by the European Refugee Fund. Practices tried out meant that all documents submitted in procedures for international protection were sent to the Unit for Biometrics and Document Verification to be verified and stored there during the application process. Following the sharp increase in the number of applicants in 2014 (Sweden received 81 000 asylum seekers in 2014) this system eventually came under severe strain and became a bottleneck since it created backlogs at Asylum Examination Units where case officers had to wait for verification of documents to be carried out.⁴⁴ It was replaced by a new national system in 2016 with document verification experts established at each regional office of the Migration Agency (*regionala dokumentgranskare*).

The Migration Agency underwent a major change of its organisation in 2014, which coincided with the steep increase in the number of asylum seekers in 2014 and 2015. The reorganisation which, inter alia, established six regional offices (each headed by a Head of region), a Quality Department (*Kvalitetsavdelning*) and a sole combined Unit for Migration Law which covered all types of migration cases (*Migrationsrättsheten*) had been instigated at an earlier stage. Arguably, the fact that many staff members found themselves in new positions and in a freshly established organisation made it more challenging to cope with the situation as a whole.⁴⁵ The influx of asylum

⁴² Swedish Migration Agency: *Standardbeskrivning – KCI 68/2016: Hantering av identitetshandlingar i skyddsprocessen*. The types of identity documents to be screened and verified are listed in a particular document entitled *HIS-listan*.

⁴³ The English language website of the Government Offices of Sweden has an informative [Questions and answers page](#) on the current situation with regard to identity checks and border controls, retrieved 12 June 2017, last accessed 19 February 2019.

⁴⁴ Swedish Migration Agency: *Verifiering och förvaring av handlingar – ett projekt i samarbete med Europeiska flyktingfonden* (2015), was the final report of the project.

⁴⁵ A report from the Swedish National Audit Office (*Riksrevisionen*) entitled *Lärdomar av flyktingsituationen hösten 2015 – beredskap och hantering (2017:4)* provides a detailed account of how authorities responded to the high influx of migrants to Sweden in the autumn of 2015.

seekers in the autumn of 2015 was also unevenly distributed across the country, with very high numbers of applicants coming to southern Sweden. This situation meant that the Migration Agency's region South was particularly affected and there were particular challenges with regard to the initial phase of registration and identification (secure documents) of applicants. Starting in 2014, several application units of the Migration Agency introduced successively longer opening hours to be able to register and fingerprint asylum seekers (and secure any identity documents submitted at that stage). Eventually many application units operated 24 hours over a period of several months. In periods with a severe workload, the initial phase of application and registration has been modified, particularly during 2015 when the Migration Agency had to resort to a simplified initial registration phase (register application, take fingerprints and photo).⁴⁶

There are current proposals for new legislation on extended controls of workplaces, the right to control fingerprints and making it easier to confiscate identity documents when performing domestic controls of foreigners. The new legislation is expected to enter into force in 2018.⁴⁷

Q20. Has your (Member) State issued any guidelines and/or best practices on the use of different methods? **Yes**

If Yes, please specify

The Migration Agency has several internal documents, which detail rules and practices concerning identity matters. There are judicial positions from the Director of Legal Affairs, Handbooks for case officers, including a particular Handbook on identity, a Standard Handbook and pages on the internal website specifically dedicated to identity matters. The case processing systems, particularly in procedures for international protection, also contain step-by-step instructions for case officers on how to proceed concerning identity-matters.

These are the central Director of Legal Affairs judicial positions [*rättsliga ställningstaganden*] concerning identity:

44/2016 Rättsligt ställningstagande angående kraven på klarlagd identitet och pass i ärenden om uppehållstillstånd

14/2016 Rättsligt ställningstagande angående begreppet vanlig vistelseort

07/2016 Rättsligt ställningstagande angående utredning och prövning av identitet och medborgarskap samt hemvist och vanlig vistelseort i asylärenden

08/2013 Rättsligt ställningstagande angående sannolik ID i asylärenden

03/2013 Rättsligt ställningstagande angående registrering av identitetsuppgifter

Handbooks:

Handbok i migrationsärenden

Handläggning av migrationsärenden vid utlandsmyndigheterna

ID-handboken

Standardhandboken för asylprövningen

There are dedicated pages (*ID och DNA-frågor*) on the Migration Agency's internal website, for the use of case officers, which collect all resources available concerning the establishment of identity (including for example the handbooks mentioned above and resources such as Keesing's Document Checker). There is also an intra-agency network for practitioners (*Processnätverk ID/DNA*) which has regular meetings. The network produces a news letter (five newsletters were published in 2016). A recent addition are thematic reports (*ID-temarapporter*) dedicated to several aspects of the identity matter and produced by the Migration Agency's Centre for Country of Origin Information and Analysis (*Lifos*). These reports contain country of origin information relevant for establishing identity and place/country of residence of the applicant, for example information on which identity documents exist and how they are issued, information on civil records etc.⁴⁸

⁴⁶ Swedish Migration Agency: *Nationell beredskapsplan vid kraftigt ökat antal asylsökande* (OCI 02/2016, 18 May 2016), is the Migration Agency's contingency plan in a situation of a high influx of asylum seekers.

⁴⁷ Government Offices of Sweden: *Arbetsplatsinspektioner och höjd särskild avgift* (Ds 2017:16)

⁴⁸ There are thematic reports on, for example, Afghanistan, Russia and Syria. These are available on the Migration Agency's public website www.migrationsverket.se

2.3 METHODS USED TO VERIFY THE IDENTITY OF THIRD-COUNTRY NATIONALS IN OTHER MIGRATION PROCEDURES

This Subsection focuses on the methods used to verify third-country national's identity within the framework of procedures concerning applications for short-stay visas and residence permits for family and study-related reasons or for the purposes of remunerated activities. With the partial exception of family reunification, where documentary evidence is sometimes missing, within the framework of these procedures applicants are generally required to provide documentary proof of their identity. The challenge thus lies in verifying that the third-country national concerned is who they claim to be.

Various methods are listed in the tables below. Where applicable, please indicate if the method is **obligatory** (i.e. enshrined in law), is it part of **standard practice** (i.e. used in most cases but not enshrined in law) or is it **optional** (i.e. not enshrined in law and used in some cases only). The rationale for selecting some methods as obligatory or optional may relate to national legislation, outlined in Section 1.2, which your (Member) State may refer to in their replies.

Q21. Does an applicant for an authorization to stay or residence permit have to present an official travel document?
Yes

Are there exceptions to this rule? **Yes**. If Yes, please specify:

The only real exception concerns applications for family reunification where certain applicants (nationalities) can benefit from an alleviation of evidentiary requirement (*bevislättnad*) concerning identity if they meet certain conditions. In such cases, it is sufficient for the applicant to make his/her identity "probable" (*sannolik*) in the absence of reliable identity documents issued by authorities. Family ties (parent-child) would then be determined through DNA-tests. Please see Q14; table 4 and Q18. where this practice, which emanates from case law from the Migration Court of Appeal (*Migrationsöverdomstolen*), is also discussed.

Q22. Do national authorities make use (or plan to make use) of the methods identified below to establish the identity of third-country nationals within the framework of procedures concerning applications for short-stay visas and residence permits for family and study-related reasons or for the purposes of remunerated activities? Yes/No

Please specify by filling in the table below:

Table 9: Methods **used** for establishing identity

Short stay visas		
Method	National database	European database
Fingerprints for comparison with National and European databases	No	Yes (VIS only)
Photograph for comparison with National and European databases	No	No
Others (please specify)		
Residence permit for study reasons		
Method	National database	European database
Fingerprints for comparison with National and European databases	No	No

Photograph for comparison with National and European databases	<i>No</i>	<i>No</i>
Others (please specify)		
Residence permits for the purposes of remunerated activities		
Method	National database	European database
Fingerprints for comparison with National and European databases	<i>No</i>	<i>No</i>
Photograph for comparison with National and European databases	<i>No</i>	<i>No</i>
Others (please specify)		
Residence permit for family reasons		
Method	National database	European database
Fingerprints for comparison with National and European databases	<i>No</i>	<i>No</i>
Photograph for comparison with National and European databases	<i>No</i>	<i>No</i>
DNA analysis	<i>Yes for family reunification for certain nationalities</i>	<i>No</i>
Others (please specify)		

Table 10: Methods national authorities **plan to use** for establishing identity

Short stay visas		
Method	National database	European database
Fingerprints for comparison with National and European databases	<i>No</i>	<i>Already in use (VIS only)</i>
Photograph for comparison with	<i>No</i>	<i>No</i>

National and European databases		
Others (please specify)		
Residence permit for study reasons		
Method	National database	European database
Fingerprints for comparison with National and European databases	<i>No</i>	<i>No</i>
Photograph for comparison with National and European databases	<i>No</i>	<i>No</i>
Others (please specify)		
Residence permits for the purposes of remunerated activities		
Method	National database	European database
Fingerprints for comparison with National and European databases	<i>No</i>	<i>No</i>
Photograph for comparison with National and European databases	<i>No</i>	<i>No</i>
Others (please specify)		
Residence permit for family reasons		
Method	National database	European database
Fingerprints for comparison with National and European databases	<i>No</i>	<i>No</i>
Photograph for comparison with National and European databases	<i>No</i>	<i>No</i>
DNA analysis	<i>N/a</i>	<i>N/a</i>
Others (please specify)		

3 Decision-making process

This Section looks into how the different methods outlined above are combined to establish the identity of third-country nationals, and their outcomes used to make a decision within the context of various migration procedures

3.1 STATUS AND WEIGHT OF DIFFERENT METHODS AND DOCUMENTS TO DETERMINE IDENTITY

Q23. On the basis of the information gathered by the methods outlined in Section 2, how is a decision on the establishment of identity made?

- Are some methods given more weight than others? **Yes**

If Yes, please indicate which methods and why they are considered more reliable, and whether this is laid down in legislation, policy or practice guidelines.⁴⁹

The result of a fingerprint scan is given the most weight. By searching fingerprints through national and European databases the Migration Agency can establish if the applicant has applied for a visa to another Schengen state, if the applicant has applied for international protection in another Schengen state or if the applicant has previously applied for international protection in Sweden. These sources can in turn be used to establish identity. The scanning of fingerprints is standard procedure for any applicant of international protection.

In order to identify applicants with poor or mutilated fingerprints, the Swedish Migration Agency has developed a technical solution based on a fingerprint scanner using multispectral imaging (MSI) as a complementary tool. Multispectral imaging looks at and beyond the skin surface to the subsurface foundation of the fingerprint ridges. Different wavelengths of visible light interact with the skin in different ways, enabling significantly enhanced data capture. By using the MSI-tool, approximately 90 per cent of all enrolments with error messages have led to successful queries to the Eurodac system.

Language analysis to determine probable country and/or region is often used to substantiate other evidence/indications of identity. This method is primarily used at the early stages in procedures for international protection, but is sometimes employed in (forced) return procedures as a complementary tool to determine the country of origin of the returnee.

Age assessment is used primarily in the application process for unaccompanied minors stating to be under age and who have no valid documents support their claim.

- Does there need to be consistency between the results obtained from the various methods used? **Yes**

If Yes, please specify:

It seems difficult to provide a simple answer to this question. Similar results obtained from different (independent) methods used speak in favour of a certain result. Meanwhile, if a method used on repeated occasions show different results (for example language analyses) it effectively would undermine the results of the particular method used in the case.

Q24. Is a 'grading' structure or spectrum used to denote the degree of identity determination (e.g. from "undocumented," over "sufficiently substantiated" or "has the benefit of doubt" to "fully documented and verified")?

Yes

If Yes, please briefly describe it and clarify whether any distinction applies between international protection, return and other migration-related procedures in this respect.

As discussed in, for example, Q.18, the degree of identity determination used in migration (and in citizenship) ranges from substantiated/"proven" (*styrkt, klarlagd*) and "probable" (*sannolik*) to "not probable" (*ej sannolik*). In procedures for international protection, decisions from the Swedish Migration Agency normally contain a paragraph that elaborates to which degree the applicant has substantiated his/her identity, but the "conclusion" of this argument is not registered in the case system.

⁴⁹ Member States may differ significantly in how they deal with applicants for international protection whose statements regarding their identity are not supported by valid documentary evidence, not only in the methods they can or should use, but also in the weight they give to the outcomes of some methods. The aim, therefore, is to highlight these differences, should they exist.

However, starting in 2016, the Migration Agency introduced a grading structure (*ID-kategorisering*) comprised of four categories. This grading structure is only used for applications for international protection. It ranges from category 1 (Passport or hit in VIS) to category 4 (no identity documents; further efforts to establish identity needed) with categories 2 (for example identity card, citizenship documents; further efforts to establish identity needed) and categories 3 (for example driving licence, marriage certificate; further efforts to establish identity needed) in the middle. There is "standard" agreed on how to perform this categorisation. Cases can be shifted to another category during the procedure when identity documents are received and verified, often in connection with the personal interview for asylum. The grading structure is part of a method (*skyddsprocess*) to sort applications for international protection, at the initial stage, into certain "routes" further to facilitate further processing.

In (forced) returns, the Migration Agency and the Police agreed on a three tier grading structure, which was introduced in 2013. This categorisation is used for (forced) returns only. It ranges from category 1 (for example passport, national identity card) to category 3 (no identity documents). Category 2 in the middle refers to cases where, for example a birth certificate and/or a marriage licence was produced.⁵⁰ This categorisation refers to the "potential" for a (forced) return.

There is one additional instance where the degree of identity determination is indeed registered in the case system. This concerns travel documents (*resedokument*) for refugees according to the 1951 convention (or for stateless persons according to the 1954 New York convention) and alien's passports (*främlingspass*), where it would be entered in the system as well as in the document in question whether the holder has substantiated/"proven" his/her identity or not.

Q25. Are there any future measures being considered with regard to setting up or further elaborating a 'grading' structure? **No**

If Yes, please briefly describe it and clarify whether any distinction applies between international protection, return and other migration-related procedures in this respect.

Not to the best of our knowledge.

3.2 DECISIONS TAKEN BY THE COMPETENT AUTHORITIES ON THE BASIS OF THE OUTCOMES OF THE IDENTITY MANAGEMENT PROCEDURES

Application for international protection

Q26a. Does the outcome of the procedure to establish the identity of the applicant for international protection influence a recommendation to 'grant international protection,' 'refuse international protection' or 'defer decision'?

Please describe any changes introduced with respect to what was described in your national contribution to the 2013 EMN study on 'Establishing identity'.

There are no changes of practices in this regard. The establishment of identity does not exclusively lead to a different outcome of the assessment (and a different decision). The decision on an application for international protection is based on an overall assessment where identity plays one part.

Q26b. If there has been an increase in the number of asylum applicants/ irregular migrants in your (Member) State in recent years, what has been the impact of such increase in the decision-making process? For example:

- Has the decision-making process become more difficult for national authorities? **Yes**
- Have the authorities stopped using certain methods for identity determination? **No**
- Has the quality of the methods used decreased? **No**

If the answer to any of the above is Yes, please elaborate (with reference to any reports/studies if available)

Sweden received 81 000 asylum applicants in 2014, 163 000 in 2015 and nearly 29 000 applicants in 2016, all told more than a quarter of a million applicants in the past three years. The unprecedented increase, especially in 2015, was a great challenge for the Migration Agency. The sheer caseload was obviously a challenge in itself. Furthermore, the fact that the vast increase in the number of applicants particularly concerned countries of origin for which it is often difficult to establish identity (Syria, Afghanistan, Eritrea, stateless Palestinians, and Somalia)

⁵⁰ Swedish Migration Agency: Annual Report (*Årsredovisning*) 2015, p.59f.

is a particular challenge. With regard to Afghanistan, it should be added that unaccompanied minors accounted for a large share of the high increase in asylum seekers from that country in 2015. In addition to the often complex task of establishing the identity of applicants from Afghanistan, this situation has also resulted in challenges in relation to age assessment and prompting medical age assessment in many cases.⁵¹ As discussed in Q 10. and Q19., the initial application phase at the Migration Agency was particularly strained in 2015.

Return

Q27a. Does the outcome of identity establishment influence a recommendation to 'defer return'?

Please describe any changes introduced with respect to what was described in your national contribution to the 2013 EMN Study on 'Establishing identity'.

There are no changes of practices in this regard. There is no provision in the Aliens Act (or the Temporary Act) or in case law to this effect. In case new information on the identity of the returnee is revealed in the procedure for forced return (which considerably changes the identity of the returnee, for example his/her nationality), the Swedish Police can ask the Swedish Migration Agency to review the case.⁵²

Q27b. Are the results of the work to establish identity during the international protection process available to the authorities preparing forced return? **Yes**

Please describe the supplementary steps (if any) that may be needed with respect to identity establishment for the authorities in the receiving country to be prepared to accept the return.

The supplementary steps needed vary according to the (presumed) country of origin. Different countries require different levels of certainty as to what is considered a sufficiently established identity, which makes it difficult to provide a more detailed answer to this question.

Procedure for third country applicants for visa and residence permits

Q28a. Does the outcome of identity establishment influence a recommendation to "grant residence permit" "refuse residence permit," "defer decision"?

Applicants for visa and residence permits are normally obliged to substantiate their identity. The applicant has the burden of proof in this connection. If the applicant does not prove his/her identity, the application will normally be refused.

Q28b. How important is the establishment of identity compared to other factors considered in making an overall decision? For example, if identity cannot be established, does this *de facto* lead to a negative decision? Are other factors such as family ties, health problems or/and other humanitarian reasons, given more weight than identity determination in some cases? **No**

If Yes, please specify

Applicants for visa and residence permits are normally obliged to substantiate their identity with a passport. The only notable exception concerns some applicants for family reunification, where family ties proved by a DNA-test can lead to a positive decision in spite of the applicant not having substantiated (proven) his/her identity (as explained in Q14; table 4 and Q18).

⁵¹ Swedish Migration Agency: Annual Report (*Årsredovisning*) 2016, p. 35 states that Afghan asylum seekers (including UAMs) often lack id documents.

⁵² Aliens Act, Section 17, Chapter 2.

4 Databases and data procedures

This Section explores which personal data is collected within the framework of migration procedures and which data sharing arrangements are in place.

4.1 LEGAL FRAMEWORK

Q29a. Do(es) the identity determination/verification authority(ies) in your (Member) State have Memoranda of Understanding (MoUs) and/or other agreements for the sharing of personal data in place with?

- Other agencies/departments **No.**
- Carriers **No.**
- Authorities in one or more other countries **No.**
- International organisations **No.**
- Private entities **No.**
- Others **No.**

If Yes, please specify the other agency, carrier, countries or organisation/entity, if possible:

Q29b. Please identify any agreements below and if possible share them through attachments. If it is not possible to share the documents, please provide a brief overview of the information they contain

4.2 DATA PROCEDURES AND DATABASES

Q30. Which personal data of individuals is collected in national databases⁵³ within the framework of the various migration procedures, i.e. biographic (e.g. name, nationality, birthplace, ID-documents) and biometric (e.g. fingerprints, photographs, DNA). Please describe which data is collected for each of the relevant migration procedures and give the name of the relevant databases.

In the major migration procedures, the applicant's name, date of birth, place of birth, nationality (nationalities or stateless), identity documents, fingerprints, and family information (nuclear family, parents, siblings) are entered. Additionally, in procedures for international protection, the applicant's (stated) date and place of entry in Sweden are entered into the case handling system. The vast majority of asylum seekers in Sweden apply after having entered the country and not at the border.

4.3 USE OF DATABASES IN THE SCREENING PROCESS

Q31. Which identity-related databases are managed by the different national authorities involved in migration processes? (e.g. *the national population register is managed by the police; the national entry/exit system is managed by the border guard authority; the Eurodac National Access Point is managed by the asylum authority*).

In Sweden, the population register is managed by the Swedish Tax Agency (*Skatteverket*);
 the National Aliens Data Base (*Centrala utlänningsdatabasen, CUD*) is managed by the Swedish Migration Agency (*Migrationsverket*). It contains information on individuals who have a pending application (entry; short term stay or residence permit), information on individuals whose applications on those grounds which have been granted or rejected and information on individuals who have applied for citizenship or whose applications for citizenship have been rejected. The Swedish Police (*Polismyndigheten*) has partial access to the National Aliens Data Base;
 the Eurodac National Access Point is managed by the Swedish Migration Agency;
 the VIS is managed by the Swedish Migration Agency.
 The Swedish Police has the central responsibility for the N.SIS II Office and the national SIRENE Bureau. The Police, Swedish Customs (*Tullverket*) and the Swedish Coast Guard (*Kustbevakningen*) can access all registrations in the

⁵³ EMN NCPs do not need to provide information on the data collected under the framework of EU large-scale information management systems (EURODAC, VIS AND SIS II) as data collection requirements in this area are standardised at the European level and will be detailed directly by the EMN Service Provider in the Synthesis Report.

SIS II. Swedish Missions abroad and the Swedish Migration Agency can access registrations concerning persons who have been issued entry bans;

The Swedish Police manages the national fingerprint registry. The it-system AFIS (Automated Fingerprint Identification System) is used to process personal data in the fingerprint registry. The system was launched in november 2014 and comprises fingerprint images aquired through automated fingerprint authentication systems and "chanced impressions" from crime scenes. The data base has two registries, one of which contains the fingerprints of asylum seekers (B-registry owned by the Migration Agency). The Swedish National Forensic Centre (*Nationellt forensiskt centrum, NFC*), an independent expert organisation of the Police, is responsible for the management of the fingerprint registry.

Q32a. Which regional, national and international databases, watch lists or reference tools are used for identification purposes, when a third-country national applies for international protection, a visa or residence permit? Please indicate which databases are used for specific procedures through the table below

Table 11: Databases, watch list and reference tools used for identity determination in migration-related procedures

	VIS	SIS	EURODAC	National databases and watch lists
International protection	X	X	x	X
Return		x		X
Short stay visas	X	X		X
Long stay visas and residence permit for study reasons		X		X
Long stay visas and residence permits for family reasons		X		X
Long stay visas and residence permits for the purposes of remunerated activities		X		X

Q32b. Are there any data elements that the authorities would consider useful, but are not yet collected or stored?

Yes

If Yes, please specify

According to experts at the Swedish Migration Agency, a more extensive use of the Interpol database would be one such example.

4.4 RECENT AND PLANNED DEVELOPMENTS

Q33a. Please outline recent major changes in relation to the processing of personal data within the framework of migration-related procedures and databases (national/regional levels), including the following, if applicable:

- Inclusion of new identity elements on individuals in existing systems (i.e. biographic or biometric data)
- New databases, centralisation of databases or inter-connectivity systems.

To the best of our knowledge, there is no available information on any recent major changes.

Q33b. Please outline recent /planned pilots in the field of identity management architecture and data sharing.

The Swedish Migration Agency is planning a pilot study together with Swedish missions abroad related to document verification. This project, which is in its initial stage, was started with the purpose of securing a common standard for examining and authenticating documents at missions abroad.

4.5 DEBATE AND EVALUATION

Q34. Are the (actual or planned) measures described above currently being debated in your Member State? **No**

If Yes, please describe the key issues under discussion and the actors involved in the debate. Sources of national debate to include may be national media reports, parliamentary debates, and statements of Non-Governmental Organisations/Civil Society Organisations or International Organisations.

Q35. Have (national) data protection authorities or similar entities and/or legal experts assessed any of the measures described above? **N/a**

If Yes, please specify the relevant authorities/ experts, describe what conclusions have they drawn and indicate whether (and if so, how) such conclusions have been taken into account when devising new measures or reviewing existing ones.

5 Conclusions drawn from the national contribution

This Section will outline the main findings of the Study and present conclusions relevant for policy-makers at national and EU level.

Q36. With regard to the aims of this Focussed Study, what conclusions would you draw from the findings reached in elaborating your National Contribution? What is the relevance of your findings to (national and/or EU level) policy-makers? *Please make any distinction between international protection, the forced return process and other (legal) migration channels.*

To begin with, the results of the study really underline that the establishment of identity is indeed a crucial but very challenging matter, particularly in procedures for international protection (and including the forced return of rejected asylum seekers). Challenges in legal migration pertaining to identity matters seem to be less of a factor, primarily because applicants are normally obliged to substantiate their identity with a passport. The one partial exception in legal migration is family reunification, where some nationalities face difficulties in proving their identity and family ties. However, findings in the study indicate that the procedure pertaining to the establishment of identity in these cases is fairly structured (and has some predictability for the applicant). Applications are normally lodged and processed before entry to Sweden and there are long established means to supplement the absence of reliable documents (use of DNA tests) as well as extensive case law developed by the Migration Court of Appeal. This approach seems to be beneficial both to the state (in allowing it to maintain control of the identity matter) and the individual (predictability as well as recognition of the fact that some nationalities are unable to

produce reliable identity documents and can benefit from the alleviation of the evidentiary requirement concerning identity).

Several factors seem to suggest that there is little way forward in establishing identity in procedures for international protection and there are few reasons to expect challenges can be easily overcome. Many applicants do not produce any identity documents at all. Also, the fact that identity documents issued in some states (Somalia and Afghanistan for example) are generally deemed unreliable is, for instance, a challenge to which there is no real solution currently. Furthermore, many countries of origin have inadequate or non-existent civil records, which is a challenge particularly in (forced) return procedures. Authorities in some countries of origin are unwilling to cooperate in establishing the identity of returnees. Moreover, there appears to be little incentive for asylum seekers to produce passports or other reliable identity documents. The fact that asylum seekers who cooperate with the Migration Agency in establishing their identity receive the right to work, and conversely can risk having their daily allowance reduced if they do not seems to have limited effects in increasing the share of (reliable) identity documents produced. This is clearly indicated by the fact the number of asylum applicants who do not produce a passport upon lodging an application remains fairly unchanged in the 80 to 90 per cent bracket in the past several years. There seems to have been little payoff in efforts made by the Swedish Migration Agency to reinforce the establishment of identity of asylum applicants. At the same time, there is no absolute requirement for asylum seekers to substantiate their identity and many are, for various reasons, unable to do so due to factors beyond their control. In addition, there is the overarching challenge of the legitimate wish of the Government to establish the identity of individuals admitted to its territory and its obligation to provide protection. Finally, it is crucial there are tools to make it possible to continue efforts to establish identity throughout the migration process so that identity is indeed established at the point of issuing a residence permit or performing a (forced) return. Any unresolved issues concerning identity will inevitably have to be dealt with in return procedures. Concerning return it should be added too that in Sweden, there is a very clear objective to establish identity as early as possible in the asylum procedure. Hence, the separation between efforts made to establish identity in the asylum procedure and the return procedure used in the study is not generally applicable in Sweden.

All in all the identity matter is a very complex one, which could be the reason why it is not often discussed in detail in public (and policy) debate in Sweden. It is most likely perceived as rather technical and probably does not lend itself easily to be subject of debate. Another factor at play could be that there appears to be agreement over the fact that the identity matter is a real challenge (and no panacea can be found). The results of the study suggest that the identity question, and certainly its complexities, really is an issue of which primarily (experts at) the relevant government agencies (the Swedish Migration Agency and the Swedish Police) are fully engaged in. Many debaters probably underestimate the challenges faced by these government agencies in establishing the identity of migrants. Meanwhile, the consequences of not succeeding in establishing identity are significant and has ramifications for the state as well as the individual (security matters, difficulties in receiving nationality for the individual, challenges to enforce returns).

By looking at the findings of the study, it is clear that the Migration Agency has progressively stepped up its efforts to establish the identity of applicants for international protection. Core identity documents are nowadays checked and verified systematically. Equipment to take fingerprints have successively become more advanced, and the Unit for Biometrics and Document Verification carries out, for example, facial identification (comparison) as well. Technical developments certainly improve the ability of authorities to establish the identity of migrants. It seems to be the case, however, that the range of measures at the disposal of the Migration Agency only can ease the adverse effects of unestablished identities rather than solve some of the more profound difficulties. There are for example limited (potentially successful) possibilities to induce applicants who are unwilling to cooperate with the Migration Agency to produce identity documents (while noting the some applicants are unable to do so).

Annex 1

With reference to **Q8**, please fill the following table by indicating with an "X" the national authorities/institutions primarily involved in identity establishment procedures for each of the procedures considered

Table 12: National authorities/ institutions involved in identity establishment in various migration procedures

	International protection	Return	Short stay visas	Long stay visas/ permits for family reasons	Long stay visas/ permits for study reasons	Long stay visas/ permits for the purposes of remunerated activities
Consulates/Embassies	x	X	X	X	x	x
Immigration authorities	x	X	X	X	X	X
Asylum authorities	X	X				
Police	x	X				
Border guard	X	x				
Security services	X	X				
Identification centre	X	X				
Other (please add rows to specify)						

Annex 2

With reference to **Q9**, please provide a brief explanation of how the identity establishment procedure is organised. For each of the procedures considered, please fill the table below with general information on the different identification steps, including:

- Parts of the process which have been automated;⁵⁴
- Biometric technologies used, if any;
- Identification/ identity verification tasks carried out by decision maker or specialised officer;
- Centralised or decentralised identification function(s).

Table 13: Procedural steps taken to establish identity of third-country nationals in various migration procedures

Migration procedure	Steps in the procedure to establish identity
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⁵⁴ Automation is defined as 'The use or introduction of automatic equipment in a manufacturing or other process or facility' (see Oxford Dictionary <https://en.oxforddictionaries.com/definition/automation>, last accessed on 24th March 2017). For example, the use of a document reader would be understood as partially automating the task of performing document checks).

International protection	<p>Applicants are always interviewed; often shorter follow-up interviews specifically dedicated to identity. Applicant given "id assignment" (<i>id-uppdrag</i>), i.e. tasked to produce identity documents within an agreed timeframe. Biometric technologies includes national fingerprint verification and photo comparison. Other tools are Eurodac, VIS, SIS II, national finger print verification etc. The Swedish Migration Agency has one centralised ID-unit with biometric expertise, document experts and several regional teams for document verification. The Migration Agency also uses the capacity of missions abroad with Id-requests. Language analysis (Linguistic Origin Identification, LOID) and medical age assessment are additional tools used. Applicants checked in Criminal records and records of suspected offenders (<i>Misstanke- och belastningsregistret, MR/BR</i>) in connection with issuing a residence permit.</p>
Forced return	<p>The bulk of the efforts to establish identity are normally done in (the initial stage) in procedures for international protection.</p>
Short stay visas	<p>Applicants are, as a rule, obliged to substantiate their id and produce a passport. Identity documents checked and verified (by Swedish missions abroad). Biometrics taken (fingerprints and live photo) or copied. Applicants checked in VIS, SIS II. Prior consultation, if needed, is carried out. Applicants interviewed in exceptional cases. Consultations in local Schengen co-operation or with other missions can occur. Applications exceptionally processed at Swedish Migration Agency.⁵⁵</p>
Long stay visas/ permits for family reasons	<p>Applicants are, as a rule, obliged to substantiate their identity and produce a passport (some exceptions apply, explained in Q14.; table 4, and Q.18). Identity documents checked and verified (by Swedish missions abroad and the Migration Agency). Biometrics not mandatory in cases regarding D-visas (long-stay visa). Biometrics taken (fingerprints and live photo), applicants checked in SIS II, DNA-tests performed in some cases. Applicants checked in Criminal records and records of suspected offenders in connection with issuing a residence permit. Applicants and sponsors are normally interviewed.</p>
Long stay visas/ permits for study reasons	<p>Applicants are, as a rule, obliged to substantiate their identity and produce a passport. Identity documents checked and verified (by Swedish missions abroad and the Migration Agency). Biometrics taken (fingerprints and live photo), applicants checked in SIS II. Applicants checked in Criminal records and records of suspected offenders in connection with issuing a residence permit.</p>
Long stay visas/ permits for the purposes of remunerated activities	<p>Applicants are, as a rule, obliged to substantiate their identity and produce a passport. Identity documents checked and verified (by Swedish missions abroad and the Migration Agency). Biometrics taken (fingerprints and live photo), applicants checked in SIS II. Applicants checked in Criminal records and records of suspected offenders in connection with issuing a residence permit.</p>

⁵⁵ Aliens Ordinance, Chapter 3, section 10.