

# MIGRANT AND REFUGEE INTEGRATION IN STOCKHOLM

## A SCOPING NOTE



[Regional Development Series]

# **Migrant and Refugee Integration in Stockholm**

A Scoping Note



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## Executive Summary

In 2017 the share of foreign born population in the three largest Swedish cities -Stockholm county (26%), Gothenburg (24%) and Malmo (33%) was significantly higher than the average share in the rest of the country (17%). Since 2015 the high number of arrivals has called for new solutions from local and national administrations, including mandatory dispersal of newcomers across all the country and more restrictive admission policies. Above and beyond its legal competences, Stockholm learned from past integration experience and focused on early and tailored measures, accelerating the conditions for newcomers to “reach a labour market that is crying out for skills.” Since 2015 the city has put in place a number of innovations for accelerating job market integration that could serve as inspirations for other cities facing labour shortages and high levels of newcomers. For instance the city combines language and vocational training to prepare rapidly newcomers especially for those professions that experience shortages in labour supply (childcare, retail workers, truck drivers, teachers, etc.). In addition the city has strengthened the collaboration with local business, introducing social clauses in all its procurement contracts, that compel firms to offer employment or internship opportunities to newcomers and other persons outside the labour market, making integration a win-win opportunity for employers and newcomers. Some of the challenges seem related to the unpredictability of arrivals over the next few years and related difficulties to plan adequate services to respond to the needs of this population and ensure their swift inclusion.

To shed light on recent developments in Stockholm’s policies and governance mechanisms for migrant and refugee inclusion, this scoping note builds on some of the blocks identified in the OECD *Checklist for public action to migrant integration at the local level*. Systematically the note provides examples of comparable policies implemented in other cities across OECD countries, highlighting possible policy implications for Stockholm that can be further articulated and monitored.

In Sweden local governments have to ensure that public services are accessible for all groups and to implement the Introduction Programme: a two-year nation-wide programme run by the National Employment Authority and setting integration measures for recognised refugees. During these two years, cities have the responsibility for language and civic courses as well as public schooling up to secondary classes, while vocational and adult education are offered by national authorities. However the city’s work with newcomers goes beyond mandatory competences and is based on its overall vision of becoming a ‘cohesive city’ where “all children have the same opportunities to achieve proficiency targets, apartments are available at reasonable rents, the elderly are guaranteed a secure life, and equal opportunity, gender equality and accessibility are never questioned” (City of Stockholm, 2018)

It translates this ambition into concrete budget objectives across directorates such as: strengthening education and vocational training offered to newcomers, easing access to public services by increasing staff’s language and communication skills, increasing administrative and procedural responsiveness, etc. In the absence of an overall integration strategy, the city currently monitors the policy inputs and outputs related to the budget objectives, but it lacks a system to assess the results of its combined approach to integration. Recently (October 2018), as a result of previous recommendations from the city audits on integration policy reviews, the municipality decided to set up a *Migration Committee* which might be responsible for an overall integration framework and monitoring indicators.

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According to the city's administration, the main challenge to integration is insufficient housing and related spatial segregation issues. Since 2015 the city has adopted different approaches to provide temporary accommodation to recognised refugees (up to five years from status recognition), including scaling up its capacity and building 350 new housing units.

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A first draft of this note was produced for a multi-stakeholders workshop held by the City of Stockholm on 21-22 November 2018. The preparation of this work has been co-ordinated by Claire Charbit, Head of the Territorial Dialogue and Migration Unit in the Regional Development and Tourism Division and by Marissa Plouin, co-ordinator of the Champion Mayors Initiative, under the supervision of Aziza Akhmouch, acting Head of Cities, Urban Policies and Sustainable Development Division, with the support of Anna Piccinni, Sena Segbedzi and Kate Brooks. The author of this note is Anna Piccinni, policy analyst in the Territorial Dialogue and Migration Unit, under the supervision of Claire Charbit. Sena Segbedzi, policy analyst and Kate Brooks, community manager and content editor in the Centre for Entrepreneurship, SMEs, Regions and Cities have ensured editorial review, communication and dissemination.

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## Foreword

This scoping note follows exchanges between the OECD and the city of Stockholm during which the city of Stockholm proposed to host a workshop on 21-22 November 2018 in Stockholm that would bring together practitioners from cities to discuss the integration of migrants and refugees, as part of the Mayor's engagement in the OECD Champion Mayors initiative. The opportunity is especially timely in light of the April 2018 release of the OECD report, [\*Working Together for Local Integration of Migrants and Refugees\*<sup>1</sup>](#) and the adoption, later in 2018, of the two UN Global Compacts for Migration and on Refugees.

The report [\*Working Together for Local Integration of Migrants and Refugees\*](#) addresses a critical gap in knowledge on migration issues by analysing the subnational dimension of integration policies and the need for appropriate multi-level governance for local integration. Through this project, the OECD analysed the multi-level governance frameworks and policies for migrant and refugee integration at the local level in nine large European cities: Amsterdam, Athens, Barcelona, Berlin, Glasgow, Gothenburg, Paris, Rome and Vienna and Altena in Germany. It also builds on information collected from these and 62 other European cities, through an ad-hoc survey and from a newly created and publicly available statistical database<sup>2</sup> on migrant integration outcomes at regional level. The OECD case studies provide a comprehensive overview of cities' approaches to integration in their national context, they compile quantitative data on migrants' presence and outcomes, qualitative evidence of city policies, decision making and evaluation processes across all dimensions of integration that have been identified in the 12 point *Checklist for public action to migrant integration at the local level*.

While inspired by the same methodology used for the other case studies, the OECD applied a shorter and lighter process, collecting the information primarily from the municipality, through a survey and face-to-face interviews, existing documents, but without benefitting from interviewing all the relevant stakeholders who have been consulted in all the other case studies. This document constitutes an abridged city study and it identifies initial policy implication for the city's work on inclusion. It focuses on a selection of priorities among the 12 objectives of the OECD Checklist for Public Action to Migrant Integration at the Local Level: on multi-level governance, on local capacities and evaluation and on integration through jobs. This study could be further developed and assessed in a follow up extension.

## *Key data*

See definitions of migrants and refugees that apply for this note in **Annex A** and statistical information about presence and outcomes (labour, education, living standards) of native born and foreign born population living in the city of Stockholm in **3.1. Annex A**.

In 2016 immigration increased in Sweden for the fifth consecutive year and reached the highest record of net migration (117 000 people moving to Sweden). This increase is partially attributable to the large number of asylum seekers who were granted residence permits (86 700 permits issued to refugees and their families in 2016, reduced to 55 700 in 2017) in Sweden in 2016 (OECD, 2018<sup>[1]</sup>).

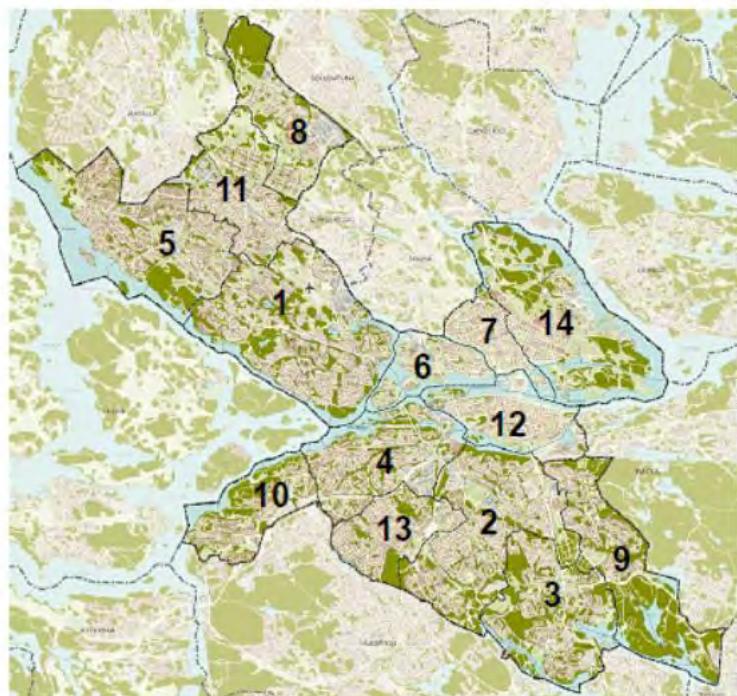
- The City of Stockholm has 949 761 inhabitants (31-12-2017)
- Foreign born population in Stockholm county: 26%, in Sweden: 17%
- Population with a migration background: 1<sup>st</sup> or 2<sup>nd</sup> generation; 311 358 people (2017-12-31), almost one-third of Stockholm population.
- Population with a foreign background: Foreign born, including those who naturalised and became Swedish citizens and foreign citizens born in Sweden) 243 438 persons (2017-12-31)
- Foreign citizens: Persons without Swedish nationality 105 723 persons

The City of Stockholm is composed of 14 District Administrations.

The annual revenue of the City of Stockholm was approximately SEK 59 billion in 2018 or EUR 5.7 million. The main source of revenue was tax revenue (81%). The main expenditure for the municipality is in the education sector: 15% for pre-schools, 21% for compulsory schools and around 5% for upper secondary school (Stockholm Stad, 2018<sup>[2]</sup>).

**Figure 0.1. Stockholm's 14 District Departments**

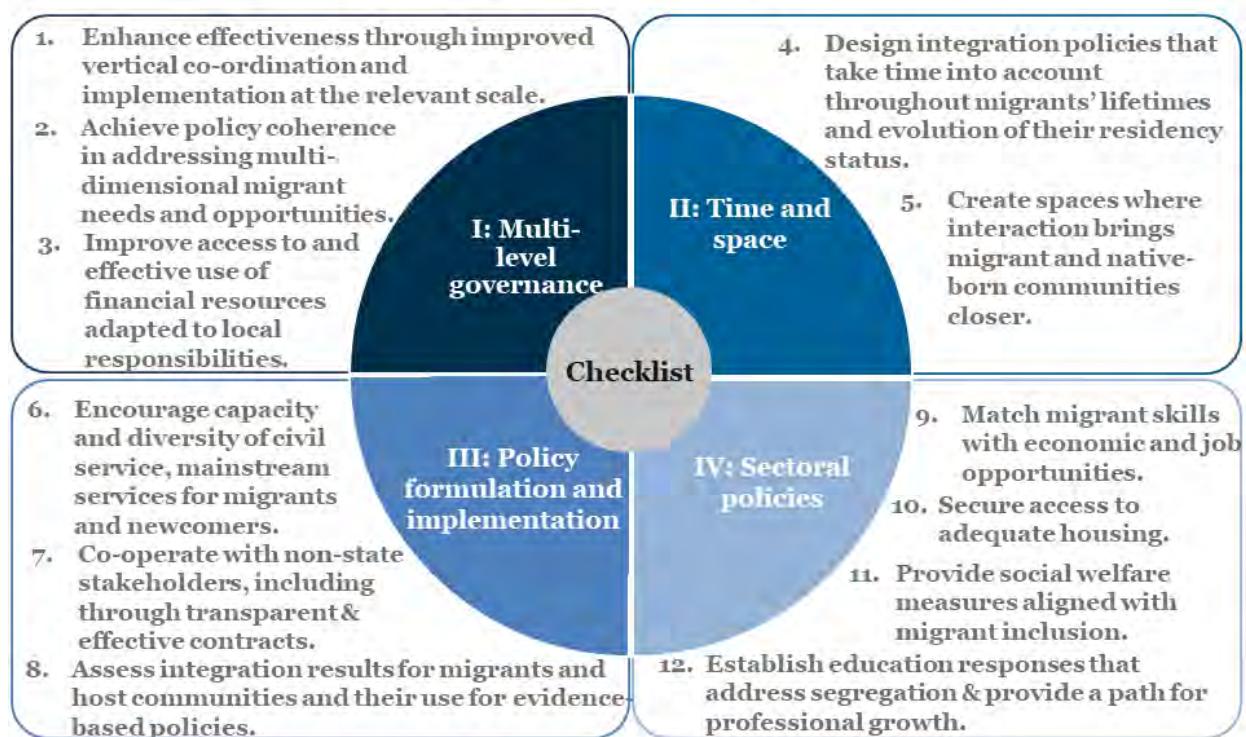
1. Bromma
2. Enskede-Årsta-Vantör
3. Farsta
4. Hägersten-Liljeholmen
5. Hässelby-Vällingby
6. Kungsholmen
7. Norrmalm
8. Rinkeby-Kista
9. Skarpnäck
10. Skärholmen
11. Spånga-Tensta
12. Södermalm
13. Älvsjö
14. Östermalm



Source: How is Stockholm governed? Stockholms Stad.

**Figure 0.2. OECD checklist for public action to migrant and refugee integration at the local level**

## 12 objectives for public action to integrate migrants at the local level

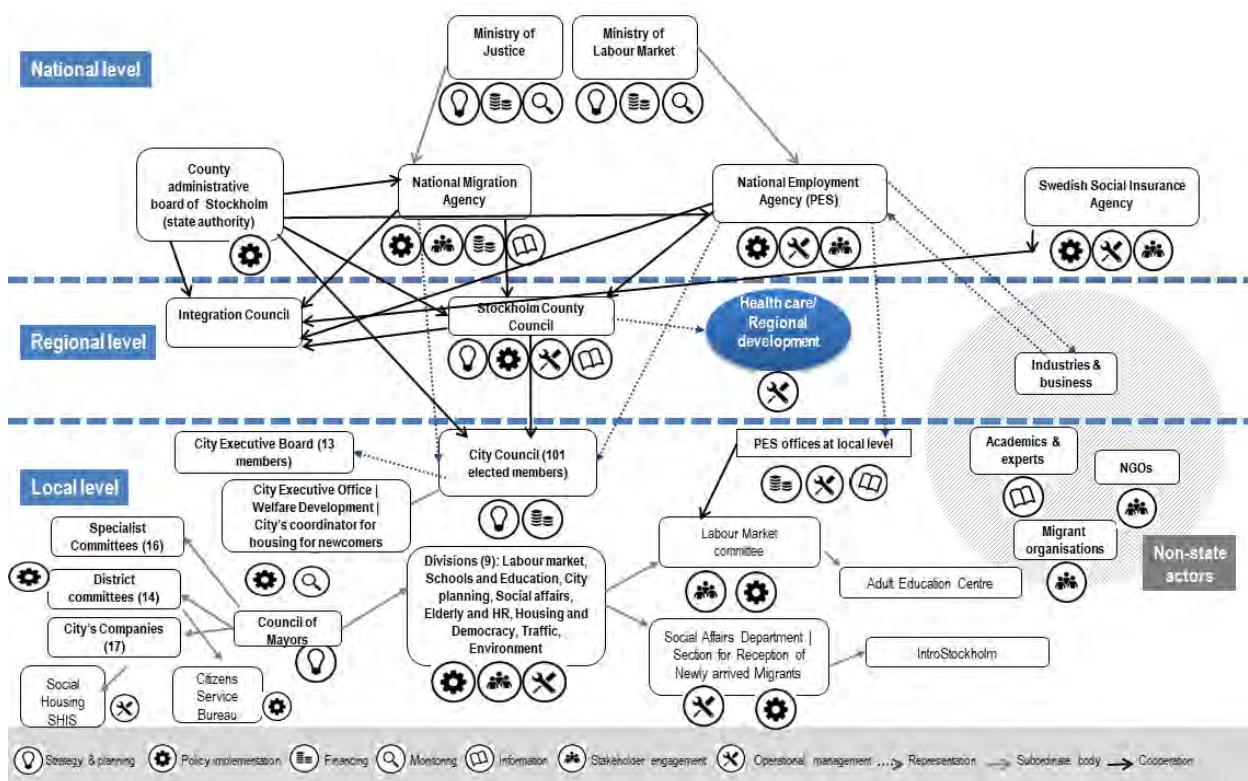


*Source:* OECD (2018) Working together for local integration of migrants and refugees

## Chapter 1. Multi-level Governance: institutional and financial setting (Block 1)

Block one focuses on multi-level governance mechanisms for integration policies. Objective 1 situates Stockholm within the Swedish multi-level legislative and institutional framework. This objective identifies responsibilities and interactions across the variety of stakeholders operating in migrant and refugee inclusion at different levels of Sweden's administration (see Institutional Mapping Figure 3). Objective 2 describes the city's practices, mechanisms and vision for strengthening coherence in its approach to migrant integration. Beyond 'Stockholm's vision to be a Cohesive City for everybody', there is no targeted strategy or guideline to work for the inclusion of new arrivals. However the city has clear objectives and milestones concerning migrant integration formulated in the budget. The budget is the tool to mainstream all concerned departments' work for integration in the absence of a specific entity, which might be established in 2019.

**Figure 1.1. Institutional Mapping Stockholm**



Source: Author's elaboration.

### **1.1. Objective 1: Enhance effectiveness of migrant integration through improved co-ordination across government levels and implementation at the relevant scale**

Governments at all levels generally define their integration model by striking a balance between policies specifically targeting migrants and those mainstreaming migrant-sensitivity to make universal policies compatible with the characteristics of this group. In this sense, migrant integration is not a policy domain per se, but a combination of policies (i.e. labour market, housing, health, welfare, education, etc.) that have an impact on the inclusion and wellbeing of foreign-born people.

The OECD (OECD, 2018<sup>[3]</sup>) explored the way governments seek a balance for improving coherence of integration policies across sectors and across levels of government. According to 80% of the cities responding to the ad hoc OECD questionnaire “there is a lack of co-ordination between different levels of government regarding migrant integration”. Some 66% of respondents perceive that these challenges are more important concerning asylum seekers and refugee populations. More specifically, the majority (88%) of the sample of 72 cities identified an information gap<sup>3</sup> as a highly present, important or relevant, obstacle to migrant integration. It is ranked highest in comparison to other multi-level governance gaps (Charbit, 2011).

When asked about multi-level governance gaps for migrant integration (OECD survey conducted in October 2018), the city of Stockholm ranked the *administrative gap* (mismatch between functional areas and administrative boundaries) as the most important gap. This gap refers to the fact that migration issues are sometimes not addressed at the right geographic scale, and would benefit from mobilising not just the local authority but also neighbour communes. This also refers to the gaps across municipalities in their interpretation of the Settlement Act (see section 1.1.1). In fact each municipality offers different additional benefits (i.e. housing, targeted vocational training, allowances etc.) to recognised refugees on top of the ones foreseen in the Act. This prompts recognised refugees to move from their assigned municipalities to municipalities they are not assigned to which offer better services.

The city of Stockholm ranks the *policy gap* as relevant, meaning that different policy sectors (housing, education, jobs, health, etc.) and related initiatives may be designed through a siloed approach, thus missing cross sectorial coordination.

To achieve inclusion, governments often use flexible, multi-level mechanisms to co-ordinate integration measures and share objectives across levels of government. The multi-level approach is the only one that can account for the diverse concentration of migrants across regions within a same country. In Sweden, Stockholm county has a much higher share of foreign born population (26%) compared to the rest of the country (17%) confirming the trend across OECD regions that migrants tend to concentrate in cities and in particular in capital cities (OECD, 2018<sup>[3]</sup>).

Higher levels of government influence the room for manoeuvre of municipalities to design and implement their local approach to integration. Decentralisation frameworks determine the official competences that local level has and the other levels of governments’ role in migrant integration. More or less formal multi-level governance tools (such as platforms for dialogue and information sharing, incentives for co-ordination, priority selection and performance achievement, contracts across levels as well as ex post evaluation) can influence local policy makers’ attitudes towards inclusion, orient their priorities and build capacities for better integration policies outcomes, including in terms of local development.

### ***1.1.1. National level competences for migration and integration-related matters***

#### Horizontal governance and vision of integration policies at national level

Sweden and Stockholm have adopted a generic approach to migrant integration with a significant exception: *The Introduction/Establishment Programme* targeting newcomers (refugees who received a residence permit during the past two or maximum three years). The overarching principle of integration policies is that public services (i.e. education, welfare provisions, labour integration services, health care, etc.) are accessible to all societal groups on the same basis and there is no “integration code” or guidelines that all levels of government have to follow in their integration process.

In the past, national policies provided targeted approaches to migrants and a National Integration Agency was created in 1998, it was dismantled in 2007. At present each ministry and government agency is responsible for integration in its particular policy field and integration has to be applied to all areas of policy (Bakbasel, 2012<sup>[4]</sup>). The Ministry of Justice is responsible for migration, asylum, residence permits, work permits, visas, the reception of asylum seekers, voluntary return, acquisition of citizenship and repatriation (Migrationsverket, 2016<sup>[5]</sup>). The Swedish Migration Agency and the Swedish Police Authority both report to the Ministry of Justice on these matters. The Ministry of Employment is responsible for policies related to employment, establishment, integration through work. The Equality Ombudsman (DO) is in charge of overseeing discrimination laws. Sweden has intensified efforts to combat discrimination of foreign-born individuals since the 1990s.

Currently, at the national level, targeted policies are in place for migrants in areas such as: orientation of newly arrived immigrants (particularly refugees), naturalisation and citizenship, discrimination, human rights, spatial segregation and monitoring of progress (Bakbasel, 2012<sup>[4]</sup>). These policies are governed according to specific legal acts, such as the comprehensive law against all kinds of discrimination was introduced in 2009. For instance, examples of laws targeting immigrant groups are the Swedish Reception for Settlement Act, which applies for the case of “nyanlända”- newly arrived refugees (having received a residence permit in the past two or maximum three years) and quota (i.e. resettled) refugees and the Swedish Ordinance on Social Orientation for Certain Immigrants. Other generic national policies that set relevant standards that are valid also for refugee and migrant integration include: the Swedish Education Act, the Swedish Upper Secondary School Ordinance, the Swedish Adult Education Ordinance, and measures in accordance with the Swedish Social Services Act.

The government action specifically targeting newcomers is included in a comprehensive multifaceted package called the “Introduction/Establishment Programme”, which has been implemented since 2010 under the aegis of the Public Employment Service (PES) – in Swedish “Arbetsformedlingen”, under the responsibility of the Ministry of Employment. For a thorough description of the Introduction Programme refer to previous OECD work (OECD, 2018A<sup>[6]</sup>) (OECD, 2016<sup>[7]</sup>).

This highly-developed programme of targeted integration activities has provided the template for integration systems across many OECD countries (OECD, 2016<sup>[8]</sup>).

### Vertical governance of integration policies across levels

Integration is mainstreamed into the policies at national level and is reinforced through the institutions of the general welfare system and through sequential steps and processes (Olwig 2011: 180; Eastmond 2011; Diedrich & Styhre 2015) involving the lower levels of government such as counties and municipalities. Since the creation in 2010 of the Introduction Programme, the main responsibility for the integration of new arrivals was moved from municipalities to the central PES. This is a countertendency considering that nearly all redistributive tasks have been devolved from the central government to counties and municipalities (OECD, 2017<sub>[9]</sub>). According to evaluations (DELMI, 2017<sub>[10]</sub>), this has strengthened the labour market aspect of the Introduction Programme and uniformed efforts across the country. At the same time, this reduced the possibility for tailored initiatives for the new arrivals at the local level.

Within the framework of the Introduction Programme, the PES (Public Employment Agency) involves the city of Stockholm in direct dialogue for the implementation of measures regarding labour market. However, beyond the Introduction Programme, and given the lack of a national integration strategy, the capacity of the national level to disseminate integration goals and standards across sectors and levels of government for inclusion in Sweden remains limited (OECD, 2018A) (OECD, 2014<sub>[11]</sub>).

#### ***1.1.2. The County Administrative Board***

County administrative boards govern the counties as part of the deconcentrated national administration (OECD, 2017<sub>[12]</sub>). With regard to migration, county governments support the municipalities in receiving unaccompanied children and in coordinating educational activities in Swedish and in societal orientation. County governments also distribute state grants to municipalities for reception of refugees and facilitating housing. From 1 January 2017, the county governments are also responsible for what is called “early initiatives” for asylum seekers, which is designed to make a more efficient use of the period of time they wait for asylum decisions to be made (Länsstyrelsen 2017). The Swedish Migration Agency transferred to County governments the responsibility for organising activities that aim to improve asylum seekers’ skills in Swedish, enhance their knowledge of Swedish society or the labour market or access to health. The city of Stockholm participates in a dialogue and workshops organised by the County administrative board about asylum seekers and refugees.

#### ***1.1.3. The Stockholm County Council***

The County Council represents one of the three democratically elected levels in Sweden. The County council collects on average 12% of the earnings of Stockholm inhabitants, whereas the City of Stockholm collects about 18% (City of Stockholm, 2018<sub>[13]</sub>). The county councils have responsibilities mainly related to health care and public transport (OECD, 2017<sub>[12]</sub>). This level of administration does not have an institutional remit regarding immigration, except for its major responsibility when it comes to asylum seekers and refugees’ health care. Overall, it is actively involved in facilitating the establishment of newcomers.

#### **1.1.4. Policy implications and international practices for strengthening a multilevel approach for migrant integration in Stockholm:**

This paragraph compiles some tools that can be used to address the challenges identified in terms of multi-level coordination and describes some practices from other cities that can be relevant for Stockholm.

- *Use the institutional mapping as an evidence basis for constructive dialogue across levels.* This analytical tool could be instrumental for sharing the national Introduction Programme through a participative approach involving different levels of government and stakeholders. It could help address some key questions related to this programme such as: how the programme takes into account existent vocational training available across all levels of government, how it contributes to streamlining efforts for assessing newcomers' capacities across levels of government, etc.
- *Existence of a national integration strategy, and/or a system of integration indicators across levels for more coherent integration policies.* Such tools, formulated in consultation with all levels of government, could help rationalise investments for integration at different scales of the government and could influence standards in policies such as education, health, spatial planning in order to have a coherent "integration articulation".

**Box 1.1. Multi-level integration indicators developed by the Länder conference in Germany:**

An example of integration indicators that are formulated across levels of government is the case of Germany. The institutionalised dialogue conference of ministers for the integration of the Länder (Integrationsministerministerkonferenz, IntMK) is an interface between the Federal level and the Länder. This conference develops indicators that are compared every year across Länder.

- *Establish permanent multi-level and multi-stakeholder dialogue mechanisms* to increase mutual knowledge of integration practices and objectives across levels. The city of Stockholm is involved in the steering group between the city and the national Public Employment Service (PES). In addition the Integration Council – organised by the County Administrative Board (deconcentrated state authority) – involves institutions across levels the Swedish Migration Agency, the Swedish Social Insurance Agency, the Swedish Public Employment Service and the municipalities included in the Stockholm County Council to discuss issues related to asylum seekers and refugees.

Despite the existence of these mechanisms, the city notes that closer collaboration with the Swedish Public Employment Service is desirable in order to adapt the integration track to the skills and characteristics of each individuals.

A further collaboration with the County Council (regional elected authority) is also desirable according to the city, particularly about mental health issues.

In Sweden a number of multi-level coordination mechanisms have been inventoried in previous OECD work (OECD, 2018A<sub>[6]</sub>) that could serve as examples for improved multi-level dialogue on integration issues such as the

National Forum on Regional Competitiveness, Entrepreneurship and Employment (renamed Forum for Sustainable Growth and Regional Attractiveness), the Sustainable Development Advisory Committee (Beredningen för hållbar utveckling) between Region Västra Götaland and its constituent municipalities, etc.

#### **Box 1.2. Canada Settlement and integration system**

The Ministry of Immigration, Refugee and Citizenship in Canada as well as the provincial governments fund the Settlement and Integration System to support activities related to facilitating the arrival of newcomers (including work and humanitarian migrants) in Canadian communities. While local third party organisations provide services based on local needs, the ministry engages a policy dialogue with provinces and territories via multilateral forums such as the Federal-Provincial/Territorial Settlement Working Group.

### **1.2. Objective 2: Improving the coherence of integration policies to address the needs of migrants – at the level of the City of Stockholm**

#### *1.2.1. The city's challenges and opportunities in policies related to integration*

##### *Some key challenges*

63% of the 71 cities responding to the OECD questionnaire, on which the OECD report *Working together for local integration of migrants and refugees* is based, recognised lack of housing as a very unfavourable factor to migrant integration, prominently in large cities. In particular difficulties to attribute vacant housing to migrants and insufficient social housing stock are mentioned.

Stockholm is not an exception. In the ad-hoc OECD questionnaire developed for this study, the city rates insufficient housing as the highest unfavourable factor to migrant integration. Other important unfavourable factors according to the city's assessment are the difficulty to attribute vacant housing to migrants, spatial segregation, and concentration in impoverished neighbourhoods. In fact a recent report by the City of Stockholm "Differences in Stockholm" (City of Stockholm, 2015<sup>[14]</sup>) notes that income gaps and socioeconomic segregation are growing in the city. The average income in the wealthiest neighbourhood (Norrmalm, Östermalm, etc) is four times average incomes in the city's poorest areas (Rinkeby-Kista, Skarholmen, etc.) whereas in the early 1990s this figure was just over two times. The report highlights how "segregation became more noticeably ethnic in character. Individuals from different backgrounds meet each other less and less frequently in their everyday lives". One of the main reasons identified in the report is the recent shifts in the housing market: between 1998 and 2014 the proportion of rental houses fell from 62% to 40%. Houses for rent are less available so more vulnerable groups do not have the possibility to choose where they want to live.

##### *Some key opportunities*

The city identifies two factors as the most favourable to migrant integration: the presence of educational facilities and trained staff for adult education as well as the favourable economic situation of the city. Other favourable factors are administrative and procedural responsiveness and efficiency; language and communication ease, bilingual staff, past experience of migrant integration in the city and adequate financial resources allocation and management.

### ***1.2.2. Municipal competences related to integration measures***

The local level is a significant stakeholder in the Swedish political system and municipalities. It is responsible for housing and schooling, and has traditionally played a leading role in integration.

Today the local authority – in this case the City of Stockholm – is responsible for people who have obtained a residence permit and who live in the City. The Swedish Migration Agency (national level) is responsible for asylum seekers in Sweden.

This role has evolved throughout the modern history of Sweden.

Since the national mother tongue reform introduced in 1976, municipalities have been in charge of providing primary and upper-secondary education to pupils in the general school system in their mother tongue. This policy was subsequently abolished and migrant students are taught in Swedish at school. Municipalities remained in charge of designing integration policies according to needs, offering state funded language and labour market training as well as social care. In 1991, there was a shift in the funding model and the state reimbursed municipalities on a per person basis for a period of two years from the time of the newcomers' arrival as opposed to reimbursement of costs for social assistance, which created an incentive to help newcomers become self-sufficient as quickly as possible as the funding will run out after that delay (Emilsson, 2015<sup>[15]</sup>). Since 2010, these integration measures have been grouped under the Introduction Programme and are, for the majority, centrally managed by PES. For a thorough description of the Introduction Programme refer to previous OECD work (OECD, 2018A<sup>[6]</sup>) (OECD, 2016<sup>[7]</sup>). The introduction activities rely on multi-level governance coordination between the actors involved in the provision of services. In particular, cities remain responsible for supporting access to school for asylum seekers and refugee pupils. Cities also provide teaching of Swedish for Immigrants (Sfi) and civic orientation.

In addition, municipalities have traditionally decided whether they were ready to host and provide for refugees – being responsible for housing, language classes and other integration measures. Since 2017 the decision on how many refugees cities can host has been centralised. Municipalities are in charge of receiving and providing accommodation to the number of asylum seekers and refugees allocated by the national authority (for a more detailed breakdown of competences regarding refugees' reception and integration see OECD case study on Gothenburg (OECD, 2018A<sup>[6]</sup>)).

Through this movement of both recentralisation of decision and decentralisation of implementation, today the competences of the city of Stockholm in areas related to integration are significantly larger than the average in the other cities participating in the OECD study (OECD, 2018<sup>[3]</sup>). As table 1.1 shows, the City of Stockholm has more responsibility than the average of the cities responding to the OECD questionnaire, in particular in the areas of housing and education.

**Table 1.1. Distribution of competencies across levels of government**

Comparison between the City of Stockholm and the average of the EU cities participating in the OECD survey.

COMPETENCES	Local Competency STOCKHOLM	CITIES AVERAGE (average of cities responding to the sample which rated A their role in this area)	Shared with other levels of government STOCKHOLM	CITIES AVERAGE (average of cities responding to the sample which rated C their role in this area)	Competence of another level STOCKHOLM	CITIES AVERAGE (average of cities responding to the sample which rated E their role in this area)
Status of migrants hosted by the city – i.e. working visa, permanent resident-	E	9.5%	-	23%	A	47%
Housing for migrants	A	27%	-	45%	-	8%
Education for migrants	A	9.5%	-	54%	A- for adult education PES B for vocational training SNAE	15%
Health services for migrants	E	26%	-	32%	A -COUNTY COUNCIL	18%
Social welfare benefits (need- based income)	N/A	29%	N/A	21%	N/A	7%
Employment and labour reintegration measures	B/C	23%	-	23%	A -PES;	11%

Note: A. Leading role; B. important role; C. medium role; D. small role, E. no role.

Source: OECD questionnaire submitted to the city of Stockholm and to 71 European cities participating in the study entitled Working together for local integration of migrant and refugee.

In particular the city of Stockholm has competence for **housing** recognised refugees with a residence permit who are assigned to the municipality by the national authorities (ABOs) and ensures temporary housing for them. For those recognised refugees who decided to organise accommodation by themselves (EBOs) the city does not have a mandate to find them housing. It can, however, orient them to other public assistance available in this sector. The municipality has the leading role in identifying, developing and maintaining the temporary housing stock for all persons in need; as well as in managing shelters and other short-term accommodation (i.e. former retirement homes, etc.). On the contrary it has no role in deciding the criteria on which decisions regarding access to temporary housing are based.

For ABOs (recognised refugees assigned to the city of Stockholm) the city provides accommodation either in hostels (for isolated persons) or in apartments and modular houses managed by the city-controlled temporary housing foundation SHIS Bostäder. The foundation manages 3 600 apartments out of which 1 400 are assigned to newcomers. Between 2015 and 2018, 50 000 more people were assigned to Stockholm, and the city had to find new housing solutions. About 350 new units were built in modular houses for

newcomers in 2018, some of them (100) in the previous parking lot of the exhibition centre. For 2019 the number of expected refugees (ABOs) assigned to Stockholm by the National Migration Agency has decreased to 1 100 newcomers. Over time there might be a risk of over capacity of available units that have been built expecting a higher influx of refugees assigned to Stockholm. The unpredictability in the number of newcomers is one of the main difficulties that the Foundation is confronted with, together with the variety of new skills that their staff needs to acquire to better respond to the needs of this new group of clients.

All users of the apartments have to move out and permanent housing solutions are not offered by the Foundation. In these houses ABOs can stay up to five years with contracts renewed every month as they pay the rent. Rents are paid during the first two years through the PES allowance from the Introduction Programme and later through their own income or municipal allowances. In the modular houses, newcomers access introduction activities (housing-living school, applying for permanent housing solutions, orientation to access the job market, etc.). These activities are available alongside the ones ABOs are offered through the Introduction Programme. SHIS Bostäder social workers support newcomers in applying for both: public housing companies, which offer permanent apartments, as well as for private landlords. On average people wait around 8 years to access an apartment in Stockholm. The social workers help refugees apply to the wait list of housing companies and landlords also in nearby municipalities where more houses are available. Every year 12-18% of newcomers move out from temporary housing to a permanent home, both inside and outside Stockholm.

SHIS Bostäder - in co-operation with the city - organised a number of meetings to inform the neighbours ahead of the construction of the modular houses. In some neighbourhoods, such as Örby where the modular houses opened, the neighbours created an association (Inclusive Örby) to provide newcomers with ongoing support, including a language café, to accompany them in social and administrative activities and to organise events to create links with the neighbours. They also organised an opening party inviting the neighbours to meet the newcomers.

In terms of **education** the municipality is in charge of giving support in public schools to migrant pupils regarding their wellbeing on the basis of their needs, this includes asylum seekers' pupils. The city shares responsibility with other levels of government with regards to adult education (PES has the leading role in this sector) and vocational training (Swedish National Agency for Education).

Students are considered newcomers during the first four years after arrival. The START Programme (45 workers, 25 languages spoken) by Stockholm Municipality undertakes within two months from arrival an assessment for all newcomers. The assessment is offered in the pupil's mother tongue, with a teacher and a nurse to understand the health status and the previous knowledge of the student. A social worker meets with the family and gives information about the Swedish school system and Swedish society. START sends the report to the school where the pupil is enrolled. The school drafts an individual development plan based on the results of the assessment that should facilitate identifying the right grade and the support newcomers need, for instance studying supervision in their native language. In case pupils need support with the Swedish language, they attend a parallel preparatory class until they are ready to join the general courses in the class to which they have been assigned. This extra support and classes are financed by the city of Stockholm. Secondary schools in the periphery of the city, cannot accept students who arrived in Sweden less than a year before. As per a municipal decision, pupils have to be assigned to a secondary school in the city centre in order to avoid school segregation in

only certain institutions. All primary schools have to accept up to 15 newcomer students per year. Municipal entities are in charge of integration-relevant issues. START received over 1 900 newcomer pupils in 2018 and one of their biggest challenges is to predict the number of newcomer pupils every year. On top of the ABOs assigned to Stockholm, schools receive EBOs from other municipalities as well as students arriving through family reunification mechanisms.

### ***1.2.3. The governance of integration measures in the city of Stockholm***

The City Council (101 members), which sets the city's policies, is elected by Stockholm inhabitants (including third-country nationals who are resident in the city for more than three years). The City Executive Board<sup>4</sup> prepares documentation for the City Council and is assisted by the City Executive Office<sup>5</sup>. The Council of Mayors is composed of the Mayor and 14 elected Vice-Mayors. Ten Vice-Mayors are responsible for a division (i.e. the Mayor's Office, labour market, integration and sports city planning, schools and education, environment and climate, social affairs, housing and real estate, transport, elderly care and public safety, culture and urban environment). The City's employees (40 000) and City companies (17)<sup>6</sup> implement the policies that have been decided. The 14 district administrations have responsibility in education (pre-schools), local business and urban environment, social services, care including for elderly and people with disabilities, and family law.

Different administrations in the City of Stockholm are responsible and involved in the migrant integration process. Until 2018 the city did not have an inter-departmental committee for migrant integration but it is currently envisaging creating an Integration Committee.

Since 2018, the entity in charge of coordinating the city's joint reception for new arrivals is the **Labour Market Committee** and it manages the coordination mechanisms with relevant departments, managers, employees, key stakeholders, etc. This Municipal division is responsible for the aspects of the city's integration work that are more related to the labour market (that will be described more in detail in Chapter 3). In particular the Labour Market Committee manages the co-operation agreements with Swedish Public Employment Service for the implementation of the Introduction Programme. This entity is also responsible for developing and monitoring the implementation of the city's integration work, for knowledge management and it produces statistics on new arrivals in the City of Stockholm

In addition the City Executive Board is responsible for coordinating housing for ABOs (recognised refugees with resident permits who have been assigned by national authorities to the municipality, who from the day they arrive to the municipality is discharged from the national reception system). This work is coordinated by the city's coordinators for housing for new arrivals, which is based at the City Executive Office, and by a steering committee that includes the city's committees and companies that are involved in migrant-related issues.

Another administration in the City of Stockholm with responsibilities for integration of migrants and recognised refugees is the Social Affairs Department and in particular one of its four sections: the Section for Reception of Newly Arrived Migrants.

This section hosts IntroStockholm (arrival point for ABO refugees and resettled refugees assigned to the municipality) and is responsible of other services addressing newcomers and resettled refugees as described in the box below.

**Box 1.3. Focus on the Section for Reception of Newly Arrived Migrants of the City of Stockholm**

The Section for Reception of Newly Arrived Migrants operates within the Social Affairs Department of the City of Stockholm and offers services to migrants who have arrived in Sweden recently through several entities. The ‘newly arrived’ category in Sweden can be applied to different groups of individuals (see Annex 1 Definitions). The category ‘newly-arrived migrants’ includes all ‘third country national’ migrants who have received their first residency permit within 36 months. Referring to refugees, ‘newly arrived’ or ‘newcomers’ (nyanlända) refugees refers to refugees having received a residence permit in the past two or maximum three years. Children in primary school can be newcomers for four years.

A) IntroStockholm: is a unit included in the Section for Reception of Newly Arrived Migrants. It operates as the arrival point for newcomers with a residence-permit who are assigned accommodation in Stockholm (ABOs) according to the Residence Act (2016:38) and for resettlement refugees. It matches and introduces newcomers to temporary accommodation. It also offers initial civic guidance and financial support before entering the Establishment Programme. Newcomers are usually in contact with the unit during the first three months. After this period, they are offered community guidance via the Citizen Service Bureau. Newcomers who have chosen to settle in Stockholm (EBO) can refer to another meeting place (Mötesplats Sundbyberg) where they can register with the Swedish Population Register via the representatives from the Swedish Tax Agency. EBOs also register with the Public Employment Service and connect with representatives from the City district of the City of Stockholm for basic information about settling in Stockholm.

B) Other units within the section for Reception of Newly Arrived Migrants offer specific support to newcomers.

- The Temporary Accommodation Office administers shared temporary accommodation for newcomers (such as modular houses). In some housing complexes, municipal staff is present; otherwise newcomers are visited frequently via a mobile team. Newcomers are offered guidance and information regarding finding permanent accommodation in Stockholm. The majority of the temporary accommodation, within the City of Stockholm are provided by a city controlled foundation (SHIS Bostäder) which provides temporary housing solutions to different groups who meet the criteria.
- The Unit for Unaccompanied Minors: the municipality-operates staffed homes for unaccompanied minors, both asylum-seekers and minors with a residence permit. It offers daily support and care including civic guidance to prepare for good integration and establishment in Stockholm. The department has established two partnerships with NGOs for assisting unaccompanied minors (Stockholms Stadsmision) one aims at ensuring minors remain connected with public services and do not go ‘underground’, especially when they turn 18 years old. The second is a partnership to accompany unaccompanied asylum seekers minors and youth who are hosted in sponsor-families and single-households.
- Programme for newcomers via resettlement: Development of reception and support to newcomers who arrive in Stockholm via resettlement.

The district councils (14) are responsible, according to the 2018 budget, for providing community guidance for newcomers. This includes offering guidance and early social support to help newcomers establish themselves in the society.

#### ***1.2.4. Tools for coherent integration in the city: documents, governance mechanisms and communication***

##### *Relevant municipal documents that set the strategy for integration*

As observed in the City's audit report (Stockholm City Audit, 2018<sup>[16]</sup>), the City's work with the reception of new arrivals is based on legal competences and requirements as well as on the city's guidelines (Vision 2040) and on the city's budget. There is no overall strategy or guideline regarding the reception of new arrivals.

1. The “Stockholm for everyone - Vision 2040” is the leading strategy to which all operations should align. The city describes its ambition to achieve socially, financially, economically and democratically sustainable development over the coming decades, when the population is expected to rise to 1.3 million by 2040. The City Council set as a target for 2018, to achieve a *Cohesive City*, among other operational goals, where “all children have the same opportunities to achieve proficiency targets, apartments are available at reasonable rents, the elderly are guaranteed a secure life, and equal opportunity, gender equality and accessibility are never questioned”.
2. The City has objectives and milestones concerning migrant integration formulated in the budget. The city's 2017 budget states that the reception of new arrivals shall create good conditions so that newcomers can establish themselves in the city. The budget also specified the work of each city's committee/board/company/foundation to contribute to the city's integration objectives. All concerned departments have objectives regarding integration in their budgets as well as milestones and activities.

##### *Communication tools to strengthen public awareness about integration processes*

The city uses different channels to reach out to citizens, employers and “newcomer” (nyanlända) refugees (i.e. individuals who have received a residence permit in the past two or maximum three years) and inform them about the city's work on integration.

For instance, the municipality has a webpage<sup>7</sup> where the work with newcomers is presented. In addition, when new housing projects for newcomers are developed the municipality organises “Open house meetings” with households from the relevant neighbourhood. During these meetings, representatives from the city's various divisions are present to answer citizens' questions about all dimensions of policies addressing newcomers' needs: social integration, education, housing, employment, sports and other interests.

In 2016 a specific campaign took place with the aim to inform citizens of the possibility to let apartments or houses to recently arrived immigrants. Efforts were also made through Facebook in spring 2018.

##### *Fostering interaction between people by supporting bottom-up initiatives*

In line with the city's vision that integration is created through interaction between people, the municipality is engaged in creating opportunities for these exchanges to happen in the city. At district level, local authorities organise meetings involving migrants, citizens and employers. The city has supported for many years initiatives driven by citizens and NGOs

that aim to integrate refugees and newcomers, specifically children and young adults. Since the 2015 peak in arrivals of asylum seekers and refugees, the city has increased the funding available to some key divisions organising this type of activities such as: the Cultural Department, the Sports Department and the Social Affairs Department for example. Sometimes districts outsource the task of organising meetings between migrants and neighbours to NGOs, and allow them to use for instance sport facilities in the district.

The city undertook several actions to give credit and raise awareness about citizens' initiatives for welcoming refugees. A network within the city was created to get an overview of activities that were carried out. In 2015, the city established a partnership, called the Civil Society Public Partnership (CSPP), with an NGO to match newcomers and established locals who wanted to get involved. In the autumn of 2016 the City invited NGOs to an event in the City Hall for a networking session and to raise awareness of all the work that had been done by locals regarding the reception of refugees the year before.

Another matching mechanism has been established through the VIDA project. This regional initiative matches newcomers with local NGOs and clubs in the region of Stockholm. Newcomers can join an activity in one association based on their interest as part of their individual integration plan. Newly arrived individuals get to try an activity through the association for eight sessions. The association receives SEK 1 500 per individual for offering their services.

#### ***1.2.5. Policy implications and international practices for strengthening the city's coherence regarding migrant integration in Stockholm:***

- Local strategy and indicators for integration: the assessment of the City audit office points to the fact that the city lacks a combined strategy and clear guidance for reception. This translates into a lack of clarity regarding the distribution of responsibility, which was partially clarified by the 2018 budget however. Indeed while not being itself a solution, a local cross-sectoral integration strategy can be strategic for monitoring the combined approach that the city adopted across all integration-related sectors (housing, education, employment, health, etc.)

**Box 1.4. City's cross-sectoral strategy for integration in Vienna and for sustainable growth in Gothenburg**

The city of Vienna has established its own guidelines for integration and diversity policies. It established its integration policy as a set of measures that provide access to services across departments for the whole population. Following this principle the city's integration department (MA17) prepares reports that measure the integration of its migrant population in comparison to its native-born population. Further, the city evaluates through contracts its own institutional departments and services regarding diversity management. Part of this evaluation measures whether departments have included diversity and integration into their own strategy by setting benchmarks and suggested actions.

Another example of cross-sectoral strategy is the 'Equal in Gothenburg' sustainability strategy. In this case the city aims to address inequalities that affect marginalised groups more broadly, particularly regarding their living conditions and access to healthcare.

- *Creating an operational Migration Committee for streamlining the work for the reception of new arrivals.* According to the City's audit report (Stockholm City Audit, 2018<sup>[16]</sup>) while co-operation to receive new arrivals takes place between the City executive board and the city's committees and companies, it does not work satisfactorily between Intro Stockholm and district councils. The Audit report recommends to draw up a written procedure that ensures the correct transfer of cases between Intro Stockholm and all the district councils. These bottlenecks could be mitigated by the establishment of a municipal Migration Committee as the city has foreseen since October 2018. Such a committee could for instance follow a 'road-map' approach consisting in monitoring migrants' steps at critical junctures in their lives (e.g. change in residence status, family reunification, children schooling, etc.) ensuring that administrative delays or information bottlenecks do not interrupt their access to appropriate services. These junctures could occur beyond the three years during which 'newcomers' benefit targeted accompaniment. Such a roadmap approach can ensure that migrants find support throughout their lives. The milestones and activities that each Stockholm department has in its budget objectives regarding integration would have to be aligned with this 'road-map' and will ensure its actual implementation across all relevant sectors. The current working group for housing of newcomers could provide an example of operational coordination.

One way of implementing such an approach is to establish a migration service hub by physically bringing together different city departments, ensuring that communication flows and services are designed to take into account the characteristics of the migrant population (language skills and inter-cultural awareness of municipal staff, administrative documents available in several languages, etc.). Another way to ensure migrants' access to different local service is to establish a service of city 'Guides', like in Berlin or Amsterdam, who help newcomers to find their way around the city's bureaucratic procedures and accompany them usually until they find work or a suitable educational opportunity. Finally, interconnectivity across departments and districts can be implemented through operational steering committees that work on a case-by-case basis.

**Box 1.5. Services' interconnectivity for migrants at city level: the case of Sarcelles and the Montreal Newcomers' Integration Office (BINAM)**

- Sarcelles (Paris Region, France): the municipality set up a steering committee (*comité de pilotage*) to streamline the bureaucratic procedures for the 50 families of Iraqi refugees from religious minorities resettled in Sarcelles and temporarily hosted in host families mainly from their religious community (Chaldean Church). The Committee (multi-level and multi-stakeholder) met weekly and followed the administrative procedures of the 50 families on a case-by-case basis. The mechanism involved the subnational authority (*département*) in charge of welfare and social protection services, the national Foreigners (OFII) agency, the Chaldean associations and the church, the social housing company OSICA, NGO France Terre d'Asile and relevant municipal departments (social services, housing, education, etc.). The Committee allowed for a close follow-up and interconnectivity across services, avoiding administrative obstacles and reducing delays to obtain access to language classes, allowances and social housing. Further, the steering committee reduced language barriers by hiring a refugee from the

Chaldean community who is fluent in French. The mechanism was targeted for a specific group and worked through accelerated or special processes that the variety of actors involved implemented for these families. The tight coordination among actors was encouraged by local political will to welcome these families.

- Montreal (Canada) Since 2016, the Montreal Newcomers' Integration Office (BINAM) has brought together all services and funds allocated to the reception and integration of new immigrants, in order to implement the federal government's commitment at the city level to accept several tens of thousands of Syrian refugees in 2015 and 2016. Receiving USD 945 000 in funding for 2016, and with a dozen employees, BINAM enables the municipality of Montreal to develop internal expertise in receiving immigrants, which it did not have previously. The BINAM implements an integration pathway through extended guidance focused on immigrants' individual profiles and tailors its services to the specific characteristics of the area, from a social, economic and cultural perspective. For instance it involves local employers to ensure that immigrants can access sustainable jobs (OECD, 2017b).

- *Collaboration and Consultation mechanism involving civil society:* Although there is no specific strategy to reach and to involve migrant associations and all other NGOs involved in reception and integration, the City of Stockholm is aware of the key role of the civil society organisations and regularly invites them to participate in network meetings, dialogues and also to apply for funding. In particular some city districts have collaboration agreements with NGOs that offer society guidance for newcomers or arrange meetings between the local population and migrants. In addition two departments, the Social Affairs and Elderly Departments, have signed an agreement with civil society organisations that includes a collaboration strategy. This agreement includes working groups with representatives from the city and NGOs related to topics like integration of the newly arrived. It is interesting to note that a network including actors that work on integration in Stockholm was initiated by an NGO and that the city was invited to participate. The City is also considering establishing a permanent consultative body on migrant integration that includes migrant associations, civil society organisations and the private sector. From the practices observed across EU cities, participative mechanisms including migrant associations and NGOs have proved effective in clearly identifying the most pressing obstacles to migrant integration and, where possible, changing the regulative frameworks that impact migrants' access to certain services.

**Box 1.6. Example of participative mechanisms in the city of Athens and Berlin**

- **Athens:** in Greece, Migrant Integration Councils are entrusted with a consultative role on issues pertaining to migrant integration in local communities. Specifically, their role is to identify integration problems faced by third country nationals legally residing in the municipalities and submit recommendations and proposals to the municipal councils concerning the development of local actions for the smooth integration of migrants in local societies. The Migrant Integration Council of Athens (MIC) was established in 2011 and convenes at least once a month, bringing together the deputy mayor and six representatives of migrant communities. The MIC has no decision-making power; however, through this consultation, migrant communities can effectively voice their grievances. For instance, the Filipino community lobbied very strongly to change the criteria to access municipal day care. In the past, both parents were required to have legal permits to benefit from day care but the municipality changed the requirement to one parent with a legal permit.
- **Berlin:** The State Advisory Board on Migration and Integration includes elected representatives of seven migrant organisations and makes recommendations and approves the appointment of the Integration Commissioner of the city of Berlin.

- *Establish alliances within municipalities, inside metropolitan areas, to facilitate migrants' inclusion:* For the City of Stockholm, administrative gaps across neighbouring municipalities and with the district level score high in the multi-level governance gaps analysis. Some cities work together with neighbouring or district municipalities to find solutions related to migrant integration. Such alliances might take the form of financial agreements across neighbouring municipalities to set up joint service provision for migrant integration. Further, forces should be joined across municipalities in dialogues on migrant integration priorities with higher levels of government (regional, national or supranational) and other stakeholders (like businesses and NGOs). Often associations of municipalities can play a key role in establishing dialogues with national authorities but might be less effective in creating the incentives for neighbourhood communities to join their forces to reach the “critical mass” to make service delivery for newcomers more efficient. Yet these associations can inform their members about opportunities for strengthening urban-rural linkages and how small and medium municipalities could benefit from migrant inclusion. For instance the Swedish Association of Local Authorities and Regions (SALAR or SKL in Swedish) represents the interests of Sweden’s municipalities. Through its regular contacts with the Cabinet Offices it raises the questions and priorities from the municipalities to the national and civil servant political level.

**Box 1.7. Establish alliances with neighbouring municipalities**

- Amsterdam: Amsterdam co-operates with neighbouring municipalities with regards to housing and labour market opportunities. In addition, 35 municipalities (Amsterdam included) are members of the Labour Market Regions. They co-operate and have regular meetings involving representatives of the private sector to involve the biggest employers of the region. This region can also apply for grants, making additional finances available to municipal authorities.
- Gothenburg: The Association of the Region of Gothenburg, involving 13 municipalities, has a practice of sharing resources and services targeting migrants to achieve critical mass and improve the quality of services. Together with four other sub-regional associations and the region, it set up an organisation called Validering Väst (Validation West). This organisation works with various stakeholders (including the employment agency) in order to help individuals receive documented proof of their skills (e.g. as an electrician or a builder, etc.), to be released by Swedish Council for Higher Education [UHR], so that they can work in specific vocations that require a license or formal education. One of their goals for 2017 is to create conditions so that newcomers can have their practical skills “made visible” and documented.

## Chapter 2. Local capacity for policy formulation and implementation (Block 3)

### 2.1. Objective 6: Build-up capacity and diversity in civil service, particularly in the key services that receive migrants and newcomers

To meet the needs of its diverse population many municipalities incorporate migration-related issues in the delivery of their universal services (or those of subcontracted external agencies) (EUROCITIES, 2009<sup>[17]</sup>).

Newcomers can experience language and cultural barriers that might complicate their access to public services. Local civil servants need to be equipped to ensure them access to adequate services. This ranges from intercultural awareness to ensuring that migrants can express themselves in a language they master when accessing universal services delivered by the municipality, through the use of interpreters if need be (EUROCITIES, 2009<sup>[17]</sup>).

Furthermore, because of their proximity to migrants, local authorities observe the actual obstacles that migrants experience when accessing locally designed services as well as services that are regulated, planned and designed by higher levels of government. Thus local authorities play an intermediary role between national government and the users, suggesting what capacity should be strengthened to improve integration-mainstreaming in public services.

#### *2.1.1. Existing tools for ensuring adapted public services for migrants in the city of Stockholm*

Stockholm undertook some important steps to make sure its services are accessible for newcomers.

For instance at IntroStockholm (see Objective 2) newcomers who are assigned to Stockholm by the Migration Authority (ABOs) and resettled refugees can find administrative forms available in several languages as well as interpreters when needed.

Other services of the City act as ‘entry points’, providing information and guidance about how to settle and live in the city, to new arrivals, including for those newcomers who autonomously decided to settle in Stockholm (EBOs). In the previously-mentioned meeting point (Sundbyberg) as well as at the Citizen Service Bureau (or other specific projects) in each district department, EBOs find support for completing their administrative procedures. Newcomers have to visit the local office of the Public Employment Service (PES) in order to enrol in the two year Introduction Programme, consisting of language classes (SFI), civic orientation (72 hours courses) and vocational training (municipal adult education). In addition the districts organise societal guidance through their neighbourhoods.

The civic orientation classes are available in newcomers’ mother tongue and a website<sup>8</sup> offers preparatory course material in Arabic, English, Farsi, Somali and Tigri. The websites of the county of Stockholm<sup>9</sup> provide information in five languages about the orientation courses. The website of the city<sup>10</sup> presents the city’s integration measures in order to increase public knowledge of inclusion and sustainable reception of newcomers and to inform the newcomers of the offer of services available. The website is in Swedish and can be translated through Google Translate.

There is no clear evidence about the language skills or intercultural training that the personnel working in the offices that welcome newcomers (listed above) receives. However previous City reviews carried out by the City Executive Board (City of Stockholm, 2016<sup>[18]</sup>) highlighted the need to increase districts' capacities to provide initial social support to newcomers (particularly a support to EBOs that is equivalent to that provided to ABOs) in order to start the Introduction Programme quickly. For this purpose, the 14 districts of the city have hired additional employees who specialise in finding approaches for reaching and supporting new arrivals during the establishment period (Stockholm City Audit, 2018<sup>[16]</sup>).

In addition, the city offers training to different categories of employees who deal with migrants (i.e. social workers, teachers at adult education and education in Swedish) about new laws, changes in regulations, migration process. Teachers are also given the opportunity to qualify to teach Swedish as a second language.

Finally, the city has a human resource programme that aims at increasing diversity, which includes positive action policies in terms of staff recruitment.

### ***2.1.2. Policy implications and international practices for strengthening the relevance of municipal services given the characteristics of migrants***

- Increasing training for all city employees: cities find that increasing inter-cultural awareness of their staff is the most effective way to mainstream migrant integration in the municipality's public work.

#### **Box 2.1. Training on intercultural issues for all departments in the city of Vienna**

The specific entity for migrant integration (MA17) organises training and works to raise awareness among all departments with regard to their role in migrant integration. MA17 found training very effective in informing all other departments about integration issues, reporting that they now understand better their contribution to integration indicators that the city monitors every year.

- Increase training in specific sectors of public service. As the city of Stockholm has designed training for teachers, social workers and adult education trainers, other cities have also significant experience in this area.

#### **Box 2.2. Inter-cultural capacities of cities' sectoral services: Berlin, Rome and Glasgow**

- *Berlin:* A compulsory and basic curriculum guiding schools on how to integrate newcomers was established. The framework covers general education from first to tenth grade. The new curriculum, which will come into effect by the end of 2017/beginning 2018 aims to support schools in managing an increasing number of students with diverse religious, cultural, educational, linguistic and other backgrounds. The framework includes, for instance, specific language promotion in all subjects. A further novelty is that intercultural education is included as a compulsory component of general education.
- *Glasgow:* The Glasgow Housing Association (GHA), which is responsible for the city's social housing stock, has supported staff training modules concerning the

tenancies of refugees. Compared to other clients of the company, refugees were characterised as more family-oriented, and more positive about employment and education as well as being more sociable. The aim of the training is to raise awareness among the agency's employees in order to ensure that refugees' potential is not underestimated and to facilitate their access to social housing.

- *Rome:* In public schools, the city provides qualified teachers of Italian and cultural mediators to foreign pupils. The Education Department of the city of Rome promoted programmes for preschool teachers and day-care staff to improve their intercultural skills. The Department also funds the projects, “Progetto Aquilone” Project Kite and “Accogliere per Integrare” Project Welcoming for Integrating through which cultural mediation is provided to schools (school year 2011-12).

## **2.2. Objective 8: Intensify assessment of integration results for migrants and host communities, and their use for evidence-based policy making**

### ***2.2.1. Gaps in data regarding migrant integration at local level: what OECD evidence shows***

Recent OECD research confirms the lack of data at the local level with regards to migrant outcomes and the impact of local policies for integration (OECD, 2018<sup>[3]</sup>). Very few municipalities compile and publish statistical data for monitoring integration. Moreover, household surveys often have very small migrant samples, which cannot be considered representative. In addition, many migrants do not appear in official city statistics. For instance, EU mobile citizens,<sup>11</sup> rejected asylum seekers, persons who sought asylum in a different country and asylum seekers under the Dublin Convention (who are meant to be returned to their first country of arrival), as well as migrants without a fixed residence, etc. are not accounted for. Data on this “invisible” migrant population would be helpful to design timely city policies adapted to their needs (OECD, 2018<sup>[3]</sup>).

Data are hardly comparable across countries, as statistics focus on different categories. Some countries focus on foreign-born individuals and others also include those individuals with parents born outside that country, as is the case for Sweden. It is rare to see a breakdown of integration data for persons with refugee and humanitarian visas (UNHCR, 2013).

Linking integration policies with their impact in terms of migrants' integration outcomes is very complex not only for lack of data but also due to the multi-dimensional and multi-level nature of integration policies. Local authorities often opt for pragmatic responses to observed mismatches in migrant outcomes rather than learning from the impact of previous policies.

Whatever the challenges, measuring performance in local public action requires defining indicators that are compatible with available data. These include both outcome indicators, such as the local breakdown of the EU Zaragoza Indicators and OECD Settling In indicators, as well as indicators of the policy process and ‘good’ governance of integration issues. Not least, cities are increasingly establishing indicators to measure the impact of migration on local realities: on the local labour market, investment, firms' productivity, tourism, intercultural openness and exchanges.

When indicators for monitoring migrants' outcomes are in place, the information produced needs to inform evidence-based policy making. Results should be made available to

decision-makers and be used to adjust or design new policies. Accordingly, thanks to improved evidence, subnational governments could better defend their case when applying to receive funding or enlarged competences for integration-related projects from national or supra-national levels.

### ***2.2.2. Assessment of integration in the city of Stockholm***

Stockholm has adopted a system to monitor policy inputs that are related to the objectives included in the city's budget; integration is one of them. The City has goals, indicators and activities formulated in the budget. All relevant departments report three times a year to the City Executive Office. They convert their budget objectives related to integration into indicators and activities that are assessed. Some of the measurable targets and indicators for core operations affect new arrivals. For instance the Labour Market committee monitors the proportion of beneficiaries of civic orientation courses who feel that the training has provided a basic overview of Swedish society. The Social service committee monitors the proportion of households of all new arrivals to Stockholm who have received housing. However, except for these indicators that are specific to different committees, and so to some sectors of public policies, the city does not have monitoring targets and indicators for the city's combined work with new arrivals. This means that there is no assessment of the impact of policies addressing migrants, across different services, in terms of improving their wellbeing and outcomes. At district level, all district councils have to track the outcomes of their support, in terms of guidance to settle in the local society, to newcomers for two years after they receive their permits.

In terms of migrant outcomes, the city does not produce its own statistics but uses statistics from the Swedish Migration Agency, the Swedish Public Employment Service, the Swedish Tax Agency and Statistics Sweden (SCB).

The city carried out various reviews of its work in receiving new arrivals. It is worth noting that the recommendations of these reviews are usually implemented in the following policy cycle. For instance a review carried out in 2016 by the Municipal Executive board recommended to transfer the coordination for housing provision up to the level of the Board which was implemented in 2018 (Stockholm City Audit, 2018<sup>[16]</sup>).

In addition the City's Audit office monitors the city's policies and produces thematic reports. In April 2018 the Audit office produced a report on the city's reception of new arrivals which results have contributed to inform this scoping note. The report offers a thorough review of the roles and activities of all relevant departments including the Labour market committee, the education committee, the City Executive board, etc. It assesses how municipal policies meet legal requirements and the objectives set in the city's budget. Beyond the acknowledgment of the performance of the reception system to address initial support needs of new arrivals, this report doesn't assess the impact this system has in terms of integration outcomes for its users. It provides information in terms of outputs: i.e. how many users enrolled in the civic orientation programme (2 346 in 2017) and how many finished the programme during the same period (1 854). Recommendations formulated in this report underline the need to improve governance across municipal and district levels. Further, it highlights the need to develop and clarify overall monitoring and evaluation of its reception and establishment work to ensure it produces the intended effects (Stockholm City Audit, 2018<sup>[16]</sup>).

The city also plans to develop surveys to collect the views of both citizens and migrants on successful integration.

### ***2.2.3. Policy implications and international practices to streamline migrant integration in Stockholm:***

- *Producing targets and indicators for the city combined work with new arrivals:* in view of producing these indicators the city could consider opportunities for involving the PES and designing indicators jointly to evaluate the different components of the Introduction Programme in a consistent way across levels of government. Such a joint monitoring system would allow decision-makers at different levels of government to track the efficiency of the Introduction Programme (comparing performance with a past approach when cities had more competences) and identify at which stage newcomers' competences are checked (and how the information is streamlined, etc.) and to assess its sustainability over time and its adaptation to other groups. One example of a comprehensive evaluation of the city's integration work is the Monitoring report of the Vienna strategy for Integration and diversity that the city has produced every three years since 2008.
- *Understanding how the consequences of inequality, in terms of health and living conditions, have a specific impact on migrant groups:* monitoring reports such as "Difference in Stockholm", carried out in 2018 can capture specific migrant issues within broader exclusion issues and help avoid the risk of pointing to a 'single-explanation' for social and economic exclusion. It is important to implement a mechanism that ensures that these results are used in decision-making. For instance The Management Group for a socially sustainable city in Gothenburg, monitors inequalities in living conditions and health between different groups and different districts in the city. This mechanism ensures that data collected on inequalities across neighbourhoods are then translated consistently into local policies.
- *Data collection could include more qualitative data,* i.e. the employment offices in this county could collect migrants' and refugees' feedback on their services, citizens' perception of migrants' contribution to local cultural and economic development, etc.
- *The impact of new dispersal mechanisms:* impact at the local level needs to be closely monitored to establish whether the obligatory character of the dispersal model introduced in 2017 is more successful in reducing the bottlenecks caused by limited housing and in better matching local labour-market needs with newcomers' skills.

## Chapter 3. Sectoral Policies

### 3.1. Objective 9. Match migrant skills with economic and job opportunities

Stockholm has a strong, diversified labour market which contributes to make it an attractive city and one of the reasons for the dynamic population growth (expected to reach 1.3 million inhabitants by 2040).

As showed by the key data presented in **Annex 2** there is a significant gap between the unemployment rate of Swedish native born (2.6%) and that of foreign born (9.8%). Other cities analysed in the OECD case studies have comparable gaps in the unemployment rate of native born compared to that of foreign born: 3.6% for native born vs. 12.6% for foreign born in Gothenburg; 4.7% vs. 10% for non-western migrants in Amsterdam; 7.2% vs. 17% in Berlin, etc.

These percentages are thoroughly addressed in the literature: the delay for integration in the labour market is associated with the reasons for entering the country. For instance, adult migrants entering the country for family reunification integrate slowly into the OECD labour market. On average, they reach approximately a 41% employment rate after 10 years of residence against 70% for labour migrants and 55% for humanitarian migrants (OECD, 2017<sup>[19]</sup>).

More specifically the challenges that Stockholm faces with regards to migrant integration in the labour market are related to the relatively low need for unskilled labour. Thus the city invests in increasing the compatibility of newcomers with local labour market needs. For instance, it trains them in those professions where the labour supply is particularly tight. In Stockholm the following sectors have experienced shortages over the past 5 to 10 years: construction, hospitality (hotels, restaurants and tourism), home services, elderly care services, facility management, maintenance services of parks and green areas in the City.

#### Implementation of multi-level measures for integrating migrants into the labour market

Even when it is not within their direct responsibilities, cities generally develop measures to accelerate migrants' integration into the labour market. The scale and type of activities that cities implement are largely influenced by the characteristics of the local labour market.

At the national level, Sweden has established national mechanisms for accelerating the labour market inclusion of newcomers, such as the Introduction Programme, which includes mandatory Swedish for immigrants (Sfi) and civic orientation classes, and the Fast Track initiative for skilled migrants (OECD, 2018A<sup>[6]</sup>). The national dispersal mechanism for recognised refugees (ABOs) aims at matching newcomers' skills with local labour shortages.

It is important to note that many activities are developed in close collaboration with national authorities (PES, Swedish social insurance agency, etc.), non-governmental organisations (Individuell Manniskohjalp,etc) as well as with the County administrative board (i.e. the VIDA programme). For instance, the local Labour Market Committee of the City of Stockholm co-operates with the Swedish Public Employment Service (PES) for the establishment of newcomers through local co-operation agreements, which were set up in 2010 and have been reviewed regularly. A specific mechanism for collaboration between the local and national level (Public Employment Service) is the DUA<sup>12</sup> (Delegation for the Employment of Young People and Newly Arrived Migrants): a co-operation agreement between the municipality and the Public Employment Service was signed in February 2018.

DUA also allocates government grants to municipalities linked to these local agreements. The overall goal of DUA is to reduce youth unemployment and to enable newly arrived migrants to integrate more effectively into the labour market. For instance the *Emma* project was put in place within the framework of the DUA. *Emma* is a collaborative project run and co-financed by the Public Employment Service and the Stockholm Labour Market Department. The *Emma* project helps accelerate newcomers' inclusion through the combined work of the two authorities. Two teams focus on developing an individual path and joint model for mapping, planning and follow-up on newcomers' results.

A key player in the implementation of the national Introduction Programme is the Adult Education Centre, which is part of Stockholm's Labour Market Administration. The Centre is the one-stop-shop for all newcomers. In 2017, the Centre, and its team of 26 counsellors, received 48 200 students who needed counselling and guidance on how to apply to language classes or to 'skill-up' their profiles through the large choice of vocational training that it offers (see below). The Adult Education Centre is in charge of the Swedish for Immigrants (Sfi) programme and civic courses to newcomers included in the Introduction Programme. The Centre collects the applications for Sfi and conducts an education level test for newcomers. The courses are offered by 65 schools subcontracted by the education centre across the city. The centre also organises the 60 hours of civic orientation course, in newcomers' mother tongues. The City of Stockholm integrated the hours foreseen in the national Introduction Programme, with a 12-hour module on health-related issues.

To respond to increased arrivals, Stockholm aimed at shortening the time to get people to work and over the past two years the Adult Education Centre has also been providing newcomers with additional vocational training (in addition to those programmes provided by the PES during the Introduction Programme). The principle is no longer that students have to first learn the language and then professional skills but the Centre assesses the needs of the students and matches them with the most adapted training. The Centre's assessment and training programmes supplement the ones provided by the PES (there are 8 job centres managed by the PES in Stockholm where newcomers undergo their skills assessment). This process could be streamlined by systematically sharing the information, across local and national entities, about the people who arrive in the city and prioritising, as early as possible, the training that matches their skills and ambitions.

#### Priorities of the city of Stockholm to foster newcomers' integration in the labour market

Stockholm implements additional measures on the top of the ones foreseen by the national *Introduction Programme* that specifically aim at: i) offering training to build as soon as possible the skills of new arrivals which are aligned to local labour market needs, ii) focusing on female migrant inclusion and iii) strengthening collaboration with local business.

The Labour Market Committee is the key institutional actor for overall labour market issues in the city. With regards to newcomers' integration in the labour market, it has responsibility for adult education (at basic and secondary level, municipal adult education, higher vocational education, and special education for adults), Swedish for immigrants (Sfi) and civic orientation for new arrivals. To increase the effectiveness of the establishment initiatives, the 2018 budget decided that the Labour Market Committee

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should design targets and indicators for the establishment of new arrivals in the labour market.

*i) Offering vocational training adapted to the needs of new arrivals and to the local labour market*

Stockholm is committed to offering adult education that is in line with the needs of the local labour market. The city offers vocational training specifically targeting migrant adults, with the aim to make them complete the vocational education cycle and access to available skilled job opportunities. For many of the professions available in Stockholm today (i.e. elderly care, etc.) professional education is sometimes more important than secondary education as it ensures the possibility to get a job after completion of the studies.

Training offered at the Adult Education Centre of the city of Stockholm is free (financing is shared: per every student funded by the municipality the national level funds an additional student) and places are guaranteed for all students who qualify (i.e. residents in Stockholm, etc.). Students receive grants from the national level throughout their professional training to be able to study full time. On average 60% of the students of the Centre have Swedish as a second language and 90% of them complete the courses and many manage to find a job thanks to the support of *Jobbtorg* (see below).

With a view to shortening the path to autonomy for those who arrive, and thanks to European Social Fund (EFS) funding, the Centre offers Combined Education (COMBO) modules (300 students in 2018) where Swedish and vocational training overlap including working life orientation, a vocational preparatory sub-course, work experience, study visits, etc. This pilot project prepares for occupations for which there is a shortage of staff.

In addition, since 2017 language training is tailored to the forthcoming working life of the students. The city offers language courses for: teachers, engineers, architects, economists, lawyers, social scientists, HR and public health staff, medical staff, craftsmen, truck drivers, bus drivers and programmers<sup>13</sup>.

The city, in an effort to tailor vocational and language training to the specific characteristics of newcomers, has also developed specific intense language courses offered to university students and professors (*SIFA*) within their area of education. The participants, beginners in Swedish, should obtain the basic authorisation for university after 1.5 years of intense training. For teachers, the city offers the *Fast Track for Teachers* courses in the participant's native language. Work experience takes place at a school or preschool alongside teaching in Swedish as a second language.

*ii) The city of Stockholm focuses on female migrant inclusion*

Another objective of the municipality is to reach the groups which are the most disconnected from the job market in particular female migrant. In fact, across OECD regions, gender differences in employment rates reveal the extent to which women are lagging behind in terms of participation in the labour market compared to the male population. This gap is even more significant for migrant women. In the OECD, the average employment rate of female foreign-born is almost 8 percentage points lower than for female native-born. In Sweden there is an 18 percentage point difference between native born and foreign born female employment rate. On average in OECD regions the employment gap is 15.5 percentage points lower for female foreign-born than for foreign-born males (OECD, 2018B<sup>[20]</sup>). Regional disparities in the gender employment gaps of migrants are on average 7 percentage points higher than for native-born showing that the challenges that female migrants face in participating in the labour market are different across places.

Outreach activities target both Swedish and immigrant women who are far from the labour market. Language and vocational courses are designed in a compatible way with childcare duties and childcare is ensured at the Adult education centre while women attend classes. Children are offered a subsidized spot at day care centres at a low rate, so all parents are free to attend courses. Courses are also offered to students on parental leave.

In addition, Stockholm supports the *City District Mothers* project implemented by a network of women with a refugee background. The “mothers” inform newly arrived refugee woman about childcare, parental care practices, education paths for them and their children available in the city. They also inform other women about their rights, available support from society, and they increase their knowledge about domestic violence and honour abuse, drug abuse. In addition the *Livstycket* association has been funded by the municipality for 25 years. *Livstycket* is a contemporary knowledge and design centre in the city district of Tensta in which women from all around the world participate. *Livstycket* applies functional pedagogy, which combines artistic practical activities with theoretical teaching. Every day, 140 women, mostly between 40 and 65 years old, attend the centre and learn how to read and write.

#### **Box 3.1. ‘Applying Talent Initiative’ in the City of Helsinki**

The city of Helsinki developed a project to reach out to migrant women who stay at home and are not involved in any educational or professional path. The aim of the project is to inform them about their rights and the different services available to them in the city and to make them aware about the role they can play as mothers and active citizens. The outreach work is conducted through peer-to-peer information groups where more settled migrant women provide them with information. Groups are composed of a maximum 10 participants who meet 18 times per year and there are two groups, one in Arabic and one in Somali. The information groups cover topics such as services available from public entities and NGOs, family support as well as training and work opportunities (e.g. entrepreneurship). Twice a year there is a career counselling service included. Equally, digital skills workshops are organised twice a year. During these sessions childcare services are provided.

#### *iii) Strengthening collaboration with local business*

In most OECD countries migrants and second generations often face challenges in connection with professional networks (OECD, 2010). Therefore, municipalities can be critical in supporting more informal networking opportunities or directly signing covenants, providing fiscal incentives to companies that commit to hiring individuals from more vulnerable categories.

Stockholm has a structured engagement strategy with private companies, implemented by the Unit for Business Collaboration at the Labour Market Administration. This unit signs Partnership Agreements with employers to establish sustainable and long-term collaborations. Through the Partnership Agreements, employers commit to offer apprenticeships and employment opportunities to newcomers and to unemployed individuals who have completed vocational training for adults (provided by the Adult Education Centre) or have participated in labour market initiatives (*Jobbtorg* Stockholm, see below). Employers are facilitated by the Unit in the recruitment processes in order to

reach newcomers or other unemployed persons in need of employment. Firms do not receive fiscal incentives to provide jobs to newcomers and unemployed. Some employers first come across this mechanism because of the “social clauses” that the City of Stockholm includes in all its contracts for outsourcing services and procuring goods from private businesses. Social clauses compel firms to offer employment or internship opportunities to persons outside the labour market. This is a strategic tool for the municipality to involve private companies and continue the collaboration after the procurement contract expires through the Partnership Agreements with the Unit for Business. The Unit has been able to offer, through Partnership agreements and through the social clauses included in procurement contracts, 700 employment opportunities in 2017 for newcomers and other unemployed.

One of the enterprises which signed the Partnership Agreement is the AMBEA, a company operating elderly care centres. In 2018 AMBEA received 240 unskilled newcomers as interns working in their structures. Newcomers received mentorship training and a diploma after this experience. During that time the Swedish Public Employment Services subsidises the employment of newcomers at the AMBEA centres. Some 20% of the interns have been employed by the elderly care centres after the internship.

The municipality also collaborates with the PES with regards to establishing relations with private employers, for example they approach – together – employers and encourage them to hire newcomers.

*Jobbtorg* Stockholm, a programme within the Labour Market Administration co-operates with the Swedish Public Employment Service to undertake work skills assessments for new arrivals, once they have completed the *Introduction Programme*. Through this service new arrivals receive a certificate detailing their professional knowledge and references. This service also generally offers support and coaching for unemployed people with social problems and those who receive financial assistance. Cooperation takes place with the municipal adult education service, the Swedish Public Employment Service, the Swedish Social Insurance Agency and other agencies. The use of the information collected through the skill assessment by this entity is not fully streamlined. From the assessments that *Jobbtorg* undertakes, the city could develop a local database compiling newcomers’ skills. This could be instrumental in identifying candidates for those sectors hampered by labour shortages; however, this is currently not the case.

One municipal unit that could effectively match this information is the city’s Unit for Language Support Initiatives, also within the Labour Market Administration. In fact this Unit is in contact with workplaces that accept new arrivals for work experience or subsidised employment. Advisors, who usually speak the newcomer’s mother tongue, introduce the new arrivals to the tutors at the new workplace and help with information about Swedish culture and cultures at work. The advisors also support the tutors in helping the new arrivals adapt to their new workplace.

Other initiatives that the City of Stockholm funds include: the Duo Stockholm initiative, which aims at developing newcomers’ social capital through a six-month mentoring programme. During this time, new arrivals and established individuals selected on a voluntary basis, are brought together for a mutual exchange. Duo Stockholm refers to agreements between the Labour Market Committee and the voluntary organisation Individuell Människohjälp, a non-profit public partnership.

**Box 3.2. Building local mechanisms for matching labour supply and offer**

- Canada: Atlantic Immigration Pilot. To respond to regional labour market needs and increase newcomer retention in the Atlantic region, four provinces and the Federal Government of Canada established a partnership. The mechanism helps businesses in the Atlantic region of all sizes to attract permanent skilled workers or international graduate students. The employer needs to be designated by their respective provinces before they can apply for a visa for their prospective employees and needs to work with one of the settlement service provider organisations recognised in their province. In addition to guaranteeing full-time employment for the principal applicant, employers must commit to settlement-related obligations designed to help the family transition and integrate into their new community.
- Altena (Germany): The small city made a first attempt in establishing a skills assessment for newly arrived asylum seekers and refugees on a voluntary basis, taking stock of their education and previous professional experiences. At the town hall, an integration team is available to support this group in drafting their CVs. However, there is no municipal database connecting job seekers and employers; therefore, placements are mostly done through direct networking between employers and prospective employees with the support of municipal civil servants and the civil society.
- Amsterdam: The municipality signed a contract with Manpower, the job agency, to understand candidates' aspirations and identify their previous experience. This information is then made available to local companies. Manpower experts also included non-academic or non-formal aptitudes in the assessment. This assessment is proposed to asylum seekers and recognised refugees while still in the Amsterdam refugee centre.
- Vienna: As part of Start Wien (presented in objective 4), all migrants have access to an “integration from day one” approach. In particular for asylum seekers this entails: 1) a competence check while the person is still pending validation of his/her status; and 2) this information is made available to the local section of the national Public Employment Service (AMS) that, as soon as the asylum seeker has obtained the appropriate status, can complete the competence check through an in-depth assessment lasting five weeks. AMS also uses this information to propose apprenticeships for young, recognised refugees. In partnership with the Austrian Federal Economic Chamber (WKO), AMS initiated the project “b.mobile” that matches young refugees with enterprises needing apprentices in all federal provinces, including in rural areas where businesses, due to demographic challenges, lack local candidates.
- Berlin: The Immigration Authority in Berlin (a subordinated body of the state of Berlin, which delivers residence permits), in partnership with the Chamber of Industry and Commerce (IHK) and the company Berlin Partner for Economy and Technology GmbH, supports local businesses in their efforts to recruit and give labour market credentials to skilled workers from outside Germany.

### *Fight discrimination*

Public awareness of legal rules is a crucial element of effective anti-discrimination strategies. OECD cross-country analysis shows that enforcement of anti-discrimination legislation is essentially based on victims' willingness to claim their rights (OECD, 2008). Local authorities may consider bolstering local stakeholders' capacity in order to map and report discrimination to the relevant authorities. Municipal initiatives for educating and supporting local employers can be critical in improving migrants' labour market outcomes as well as setting the right example. For instance the city of Stockholm, through the *Establishment Jobs* initiative, offers temporary jobs within the city's administration, combining work with training initiatives. In 2017, there was a particular focus on women with a weak position in the labour market, and newly arrived women are part of this programme.

In addition, Stockholm has developed a Coach and Mentoring Programme at their Workplace (CMA). The CMA programme trains mentors and tutors at their workplace on how to successfully integrate a new employee or a student during their internship. The training also raises awareness of cultural differences among mentors and tutors.

Employer engagement can be further bolstered at local level by establishing local platforms among small- and medium-sized enterprises as well as third sector and other local employers who decided to diversify their work environment. Such platforms can contribute to sharing local knowledge across businesses so other companies can be incentivised and adopt successful practices. The city could further incentivise companies in fighting discrimination for instance by establishing employers' charter, benchmarks and promoting employers' practices.

#### **Box 3.3. Local initiatives to raise employers' awareness of migrant inclusion**

- Amsterdam: A group of 14 refugees from Iran, Egypt, Syria and Eritrea started working for the city of Amsterdam in 2017. They will follow a three-year programme, and after two years, will receive a contract. A combination of learning the Dutch language and gaining work experience is at the core of the programme. In the first year they prepare for the traineeship programme with training sessions, and take Dutch language courses three days a week. In the second and third years they carry out several assignments within the municipality.
- Berlin: The campaign “Refugee is not a profession” aims to encourage local businesses to offer job opportunities to migrants.
- Canada: Immigrant Employment Councils. Across the provinces, through multi-stakeholder collaboration, these councils help employers meet the challenges of a diversified workforce and understand the business case for hiring internationally-trained immigrants, while at the same time allowing immigrants to network through initiatives such as mentoring programs. These councils are part of Canada's increasing efforts to engage employers and address the barriers they face in hiring and retaining newcomers.

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*Develop systems for the validation of professional qualifications*

Validation of previous education is a national-level competence, which has established some fast tracks for specific professions (fast-track initiative offered by employment agencies).

The Labour Market Administration offers validation of courses in municipal adult education. Only courses approved by the Swedish National Agency for Education can be validated.

In addition in order to make municipal programmes accessible for migrants, the City of Stockholm's own vocational school, Frans Schartau, validates prior educational experiences when people apply for different programmes. The Labour Market Administration covers the cost of validation.

*Offer integrated packages for entrepreneurship support (coaching, microfinance and strengthening of business networks)*

Through an ESF (European Social Fund) funded project 2018-2021 "Entrepreneur in Sweden. Start-up Stockholm"<sup>14</sup> the city of Stockholm promotes start-ups combined with Swedish language studies. This project targets refugees and migrants. It provides specific initiatives to foster refugee and migrant women integration in the labour market.

**Box 3.4. Provide spaces where local business can link with new arrivals**

- Amsterdam: Some 72 Dutch start-ups were offered workspaces in the city's refugee centre with the intention of providing opportunities for refugees to network with the local community. The Refugee Talent Hub also has its office in the building. This is a platform sponsored by the municipality and private companies such as Accenture and IKEA, which strives to bridge the gap between employers and refugees and support migrants' entrepreneurship initiatives.
- Paris: SINGA France is an NGO working to create synergies between refugees and their host communities. In addition to cultural dialogue programmes and language classes, the NGO specifically focuses on creating job opportunities for refugees. As many refugees lack professional contacts, SINGA aims to connect them with relevant people who could help them set up their own business or find a job. In 2017, the organisation accompanied 300 refugees towards entrepreneurship; so far, 23% of them have reached financial autonomy after six months of taking part in SINGA's programme.
- Solingen (German city in North Rhine-Westphalia, Dusseldorf province, 158 000 inhabitants): The city offers a “job café” where migrants and non-migrants can meet to network and engage actively in their job searches. Different groups take advantage of this space, as well as people from outside the city.
- Berlin: The social start-up called Migration Hub Network, headquartered in Berlin, is a global network fostering collaboration between asylum seekers, migrants and refugees, matching social entrepreneurs and actors in the public and private sector. The start-up provides a common open co-working space for initiatives around mass migration. This presents an important opportunity especially for grassroots and ‘newcomer’ organisations, since they often lack financial means, access to research, networks and data.

## Notes

<sup>11</sup><http://www.oecd.org/publications/working-together-for-local-integration-of-migrants-and-refugees-9789264085350-en.htm>

<sup>2</sup> [https://gitvfd.github.io/migrants\\_integration\\_in\\_regions/](https://gitvfd.github.io/migrants_integration_in_regions/)

<sup>3</sup> An information gap is defined as “asymmetries of information (quality, quantity, type) between different stakeholders involved in migrant integration policy, whether voluntary or not” and reveals that “information is not always shared efficiently and sufficiently between local authorities and higher levels of government (local, regional, national and European levels)”. (Charbit, 2011)

<sup>4</sup> The *City Executive Board* is composed of 15 members from the majority party and the opposition and prepares documentation for the City Council before it makes decisions. It ensures that decisions are executed, monitored and evaluated and has some decision-making capacity.

<sup>5</sup> The *City Executive Office* assists and is administered by the City Executive Board in managing and coordinating city operations. This body is responsible for implementation of policy decisions and overall strategic issues.

<sup>6</sup> The City’s companies (17), together with the administrations, run the city’s day-to-day operations. They are headed by politically appointed committees and boards. For instance in the housing sector, Stockholms Stadhus AB is owned by the City of Stockholm and is the parent company of several companies.

<sup>7</sup> [www.stockholm.se/nyanlanda](http://www.stockholm.se/nyanlanda)

<sup>8</sup> [https://www.shis.se/nyanlanda](http://www.shis.se/nyanlanda)

<sup>9</sup> [https://nyistockholm.se/engelska/](http://nyistockholm.se/engelska/)

<sup>10</sup> <http://www.stockholm.se/vagledning>; [www.stockholm.se/nyanlanda](http://www.stockholm.se/nyanlanda)

<sup>11</sup> Even though EU citizens are supposed to register their place of residence with authorities when in another EU country for a stay of more than 3 months, many EU countries do not require them to do so. In many countries, EU citizens are not required to hold a residence or work permit and they can start working and accessing health services. [https://europa.eu/youreurope/citizens/residence/documents-formalities/registering-residence/france/index\\_en.htm](https://europa.eu/youreurope/citizens/residence/documents-formalities/registering-residence/france/index_en.htm).

<sup>12</sup> [www.dua.se](http://www.dua.se)

<sup>13</sup> More information is available at: [www.sfx.se](http://www.sfx.se)

<sup>14</sup> <http://www.startupstockholm.se/esf-projektet/>

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## Annex A. : Definitions

The term “migrant” generally functions as an umbrella term used to describe people who move to another country with the intention of staying for a significant period of time. According to the United Nations (UN), a long-term migrant is “a person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months)” (UNSD, 2017). Yet, not all migrants move for the same reasons, have the same needs or are subject to the same laws.

This report considers migrants to form a large group that includes:

- Persons who have emigrated to an EU country from another EU country ('EU migrants');
- Persons who have come to an EU country from a non-EU country ('non-EU born or third-country national');
- Native-born children of immigrants (often referred to as the 'second generation'); and
- Persons who have fled their country of origin and are seeking/have obtained international protection.

For the latter, some distinctions are needed. While asylum seekers and refugees are often counted as a subset of migrants and included in official estimates of migrant stocks and flows, this is not correct according to the UN's definition that indicates that the term “migrant” does not refer to refugees, displaced, or others forced or compelled to leave their homes:

“The term ‘migrant’ in Article 1.1 (a) should be understood as covering all cases where the decision to migrate is taken freely by the individual concerned, for reasons of ‘personal convenience’ and without the intervention of an external compelling factor” (IOM Constitution Article 1.1 (a)).

According to recent OECD work the term “migrant” is a generic term for anyone moving to another country with the intention of staying for a certain period of time – not, in other words, tourists or business visitors. It includes both permanent and temporary migrants with a valid residence permit or visa, asylum seekers, and undocumented migrants who do not belong to any of the three groups (OECD, 2016b).

Thus, in this report the following terms are used:

- “Status holder” or “refugee” who have successfully applied for asylum and have been granted some sort of protection in their host country, including those who are recognised on the basis of the 1951 Geneva Convention Relating to the Status of Refugees, but also those benefiting from national asylum laws or EU legislation (Directive 2011/95/EU), such as the subsidiary protection status. This corresponds to the category ‘humanitarian migrants’ (i.e. recipients of protection) including individuals with refugee status, or benefitting from subsidiary or temporary protection. This definition has been used in recent OECD work (OECD, 2016b).
- ‘Asylum seeker’ refers to those individuals who have submitted a claim for international protection but are awaiting the final decision.
- ‘Rejected asylum seeker’ refers to those individuals who have been denied protection status.

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- ‘Undocumented or irregular migrants’ refers to those individuals who do not have legal permission to stay in the country.

This report systematically distinguishes which group is targeted by policies and services put in place by the city. Where statistics provided by the cities included refugees in the migrant stocks and flows, it will be indicated accordingly.

In contrast to other countries, statistics on the immigrant population in Sweden use the “background” of the population as an important distinction. “Swedish” or “native” background indicates a person who is born in Sweden and whose parents were both born in Sweden. “Foreign background” indicates an individual who was born abroad, or whose parents were born abroad. Statistics in Sweden sometimes make the distinction between migrants born abroad versus individuals whose parents were born abroad. This last category is referred to in the case study as second-generation migrants or children of foreign born.

When it comes to migrants, the National Migration Agency, keeps statistics in relation to the reasons for coming to Sweden, i.e. whether for employment, studies, family reunification or seeking asylum. The category of newly-arrived migrants includes all “third country national” migrants who have received their first residence permit within 36 months. Referring to refugees, categories that are used are: asylum seekers (in itself a category divided into the different reasons for seeking asylum) and “newly arrived” or “newcomer” (nyanlända) refugees (i.e. individuals who have received a residence permit in the past two or maximum three years). Children in primary school can be newcomers for four years. There is no specific category “vulnerable migrants” although of course, unaccompanied minors remain a specific category of vulnerability, as are “undocumented” as well as “hidden” refugees. Undocumented migrants have no legal permit of residence in Sweden and hidden refugees refer to people whose application for asylum has been rejected, but who have decided to stay without a legal permit.

## Annex B. : Key Statistics of integration in the city of Stockholm

Unless stated differently, data presented in this section was provided to the OECD by the municipality of Stockholm in October 2018.

Stockholm County has a much higher share of foreign born population (26%) than the rest of the country (17%), confirming the trend across OECD regions that migrants tend to concentrate in cities and, in particular, in capital cities (OECD, 2018<sup>[3]</sup>).

The annual revenue of the City of Stockholm was approximately SEK 59 billion in 2018 or EUR 5.7 million. The main source of revenue was tax revenue (81%). The main expenditure for the municipality is in the education sector: 15% for pre-schools, 21% for compulsory schools and around 5% for upper secondary school (Stockholm Stad, 2018<sup>[2]</sup>).

**Population with a migration background** (1<sup>st</sup> or 2<sup>nd</sup> generation) 311 358 people (2017-12-31), almost one-third of Stockholm population.

The largest nationalities of the population with a migrant background (these percentages are calculated taking into account the country of birth for foreign-born and the country of birth of the father for second generation migrants): Iraq 8%, Finland 7.5%, Iran 5.1%

**Population with a foreign background** (foreign born, including those who naturalised and became Swedish citizens and foreign citizens born in Sweden) 243 438 persons (2017-12-31)

**Foreign citizens** (persons without Swedish nationality) 105 723 persons (2017-12-31)

Most important nationalities for foreign citizens: Finland 8%, Poland 6.6%, Syria 5.2%

**Table 1. Presence of migrants**

Indicator	<u>% of total city population</u>	<u>% of migrant* population</u>	<u>Notes or absolute figures</u>
% of the population with a migrant background (1 <sup>st</sup> or 2 <sup>nd</sup> generation)	33%	N/A	
% of the population with a foreign background	26%	NA	Total 243 438 persons - Foreign citizens born in Sweden: 8 735 - Foreign citizens born abroad: 96 988 - Swedish citizens born abroad: 137 715 (naturalised)
% of foreign citizens (persons without Swedish nationality)	11%	41%	
% of recently arrived migrants (less than ten years)/foreign born	11%	43%	Recently arrived foreign born: 100 587 Out of Migrant population (persons foreign born): 234 703 (2017-12-31)
% established migrant population (more than ten years)/foreign born	14%	56%	Established foreign born (10 years or more): 130 403 Migrant population (persons foreign born): 234 703 (2017-12-31)
% of EU foreigners	4.9%	17.8%	4.9% = Citizens from EU-country (including born in Sweden) living in Stockholm (46 179) out of total city population (949 761). 17.8% = Citizens from EU-country born abroad (41 832) out of total population born abroad (234 703) that includes naturalised foreign-born who represent 59%. (2017-12-31)
% of non-EU foreigners	6.3%	23.5%	6.3% = Citizens from non-EU country (including born in Sweden) registered as living in Stockholm (59 544) out of total city population (949 761). 23.5% = Citizens from non-EU country born abroad registered as living in Stockholm (55 156) out of total population born abroad (234 703) that includes naturalised foreign-born who represent 59%. (2017-12-31)

Note: \*migrant population includes persons born abroad and foreign persons born in Sweden (=population with a foreign background)

Source: OECD questionnaire filled out by the City of Stockholm, 31 October 2018

**Table 2. Migrant outcomes in the labour market**

INDICATORS	% of total city population	% of city native population	% of city's migrant* population	Comments or absolute figure
Employment	65.2% are employed** out of total city population.	68.3% are employed out of native population (born in Sweden).	57.3% are employed out of migrant population (born abroad).	
Full time unemployed*	4.7% of total city population aged 18-64 (2017-10-31)	2.6% of population born in Sweden aged 18-64 (2017-10-31)	9.8% of population born abroad aged 18-64 (2017-10-31)	
Share of self-employment -	10.3% are self-employed out of the total population of employed** persons aged 16 and over living in Stockholm (2016)	10.6% are self-employed out of the employed population born in Sweden aged 16 and over living in Stockholm (2016)	9.4% are self-employed out of the employed population born abroad aged 16 and over living in Stockholm (2016)	Sectors where migrants' self-employment is more present Business services (25%), Personal & cultural services (14%), Trade (12%)
Employment in the public sector	24.4% are employed in the public sector out of the total population of employed persons aged 16 and over living in Stockholm (2016)	24.9% are employed in the public sector out of the employed population born in Sweden aged 16 and over living in Stockholm (2016)	22.9% are employed in the public sector out of the employed population born abroad aged 16 and over living in Stockholm (2016)	

Note: \*The “Unemployed” include persons who do not have work yet seek work and are considered to be immediately available to join the labour market. This includes applicants in support programmes , which includes labour market training, work placement, job training with a supervisor, practical training in during the early years of school, support for start-up business activities, youth initiatives, preparatory actions, projects with labour market policy as well as job and development guarantee. \*\* Employed persons: Persons aged 16 and over with a salary corresponding to at least 1 hour of paid work per week in November 2018

Source: OECD questionnaire filled out by the City of Stockholm, 31 October 2018

Main employment sectors for foreign born: Health and social care (17.6%), Business Services (17.4%), Education (11.5%), trade (10.1%).

#### Indicators of social inclusion:

- Population at risk of poverty<sup>1</sup>: in Stockholm, 3.83% of residents live in a household with an income per consumption unit that is 60% below the nation median. The median income per consumption unit was SEK 242 400 in all of Sweden (60% under the median is SEK 96 900). There is no breakdown for foreign born population with regards to this indicator.
- Working population at risk of poverty: corresponds to 20.6% in the city of Stockholm (122 858 persons out of a total of 597 140 persons). This corresponds to the percentage of persons aged 20-64 with an income<sup>1</sup> of 60% under the national median. If we exclude the population with zero income then the proportion of the working population with an income of 60% under the national medial would be 14.5%. There is no breakdown for foreign born population with regards to this indicator.
- People who do not have income total 42 388 in Stockholm, which is 7% of the population aged 20-64 (approximately the same as in the whole of Sweden).
- Net annual household income SEK 336 630 (or EUR 32 469)

- Net income is the sum of a person's taxable and tax-free income minus tax and other negative transfers (e.g. student loan payments). There is no breakdown for foreign born population with regards to this indicator.
- Beneficiaries of social allowance  
2.7% of total city population  
1.3% of city native population = born in Sweden  
1.7% of city migrant population = born abroad

In 2015, some 16 000 families with children lived in an economically vulnerable position and they were primarily concentrated in certain districts (Jarvafeltet, Hasselby-Vallingby, Skarholmen). The proportion of households receiving income support for extended periods had increased in Stockholm by 2015 (City of Stockholm, 2015<sup>[14]</sup>).

#### Housing indicators

- Share of housing ownership vs. rental: 57% ownership, 38% rental, 5% unknown (2017). There is no breakdown for foreign-born population with regards to this indicator.
- Overcrowding: 41% of total population living in the city live in an overcrowded dwelling. City definition: a household's living space should include a kitchen, a living room and one bedroom for each person in the household, except couples who live together, which are expected to share a bedroom. Households that have a smaller living space than this are defined as overcrowded, except for households containing only one person. Households with one person are not defined as overcrowded in a flat with one room. Only apartment buildings are included in this figure.

**Table 3. Migrant education outcomes**

INDICATORS	% of total city population	% of city native population	% of city migrant* population	Comments or absolute figure
Educational Attainment Primary	9% (ages 25-64), 14% (ages 16+)	6% (ages 25-64), 12% (ages 16+)	15% (ages 25-64), 18% (ages 16+)	Figures are for 2017
Educational Attainment Secondary	30% (ages 25-64), 32% (ages 16+)	30% (ages 25-64), 33% (ages 16+)	28% (ages 25-64), 29% (ages 16+)	Figures are for 2017
Educational Attainment University	58% (ages 25-64), 51% (ages 16+)	63% (ages 25-64), 54% (ages 16+)	48% (ages 25-64), 43% (ages 16+)	Figures are for 2017
NEET	4.2% of the city's total population	3% of the city's native population	6% of the city's migrant population	The statistics are from 2015 and regards youth 16-24 years of age who are not working or studying or taking part in any known activity or registered with the public employment agency or with social services. The migrant population refers to youth born outside of Sweden.

Note: Population Born abroad

Source: OECD questionnaire filled out by the City of Stockholm, 31 October 2018

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Other indicators relevant to education:

- Lifelong learning (Adult education)

In 2017, adult education reached 48 000 students (= 5% of the total population). In Sweden, adult education includes adults from the age of 16 who took part in formal or non-formal education or training. The majority of the students are 20-30 years old (Amf). Some 60% of the students have Swedish as their second language (Amf).

- Distribution of migrant pupils across schools in the city

Migrant pupils receive support in schools regardless of their status: whether they are residents or asylum seekers. All elementary schools must admit at least 15 newly arrived students a year. The city's ambition is to place pupils aged 6–12 years old in schools close to where they live, if they do not have another request. Pupils between 13-15 years old who have been in Sweden for less than a year are placed in selected schools in the city center. In the suburbs, 16 schools are exempt from this mechanism due to a large number of migrant pupils already present in their classes.





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