

For
Nordic Council of Ministers

Document type
Note

Dato
April, 2018

NORDIC COUNCIL OF MINISTERS LABOUR MARKET INTEGRATION OF NEWLY ARRIVED IN THE NOR- DIC COUNTRIES



NORDIC COUNCIL OF MINISTERS

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1. OPSUMMERENDE KONKLUSIONER

Rambøll Management Consulting præsenterer i dette notat vedrørende integration af flygtninge på arbejdsmarkedet en kortlægning af den nationale kontekst på integrationsområdet i de nordiske lande, nationale initiativer med hensyn til opkvalificering af nytilkomne flygtninge, nationale initiativer rettet mod arbejdsgivere og de primære resultater for de identificerede initiativer.

På tværs af de nordiske lande ses der både **forskelle og ligheder** i forhold til integrationen af flygtninge. Der ses helt overordnet en væsentlig forskel på fordelingen af flygtninge på tværs af de nordiske lande. Sverige har i perioden 2014-2016 tildelt asyl til et stort antal af flygtninge (137.440), mens Island omvendt har tildelt asyl til meget få flygtninge (235) sammenlignet med de andre nordiske lande. Danmark og Norge befinder sig i midten (hhv. ca. 23.000 og 26.000), mens Finland har givet asyl til ca. 10.000 flygtninge. En stor andel af flygtningene i de nordiske lande kommer oprindeligt fra Syrien og Eritrea.

Fokus i de nordiske lande er i øjeblikket rettet mod at gøre integrationsindsatserne endnu mere **beskæftigelsesrettet** og at få flygtningene tidligere integreret på arbejdsmarkedet. I Danmark er man nået langt med denne dagsorden, der blandt andet kommer til udtryk i form af lovgivning og økonomiske incitamenter målrettet arbejdsgivere, der skal få flygtninge hurtigt ud på arbejdsmarkedet. I de øvrige nordiske lande har dette ligeledes et stort politisk fokus.

Alle nordiske lande har en form for retningslinjer eller et **integrationsprogram** for nyankomne flygtninge. I Island tager dette form af retningslinjer målrettet de kommuner, der modtager de nyankomne kvoteflygtninge. I Finland tilbydes ikke et one-size-fits-all integrationsprogram, der tilbydes dog integrationstræning for arbejdsløse nytilkomne. Integrationsprogrammerne i de øvrige nordiske lande inkluderer blandt andet sprogundervisning, undervisning i samfund og arbejdsmarkedet samt forskellige arbejdsrettede initiativer såsom praktik, løntilskud, mentorprogrammer, rådgivning og andre relevante kurser.

Når det kommer til de arbejdsrettede integrationsindsatser, tilbydes flygtninge i alle de nordiske lande forskellige former for **kombinationsinitiativer**, der kombinerer erhvervsrettet uddannelse/træning, sprogundervisning, validering af kompetencer eller tilegnelse af praktisk erfaring blandt andet gennem praktikforløb eller beskæftigelse. Dette gør sig særligt gældende i Norge, Sverige og Danmark, hvor et eksempel på dette er *Integrationsgrunduddannelsen* i Danmark. Derudover findes der i nogle lande initiativer, der målretter sig specifikke industrier eller specifikke stillinger/professioner.

Samtidig ses der også - særligt i Sverige, Norge og Finland - et øget fokus på **uddannelse** af flygtninge. Eksempelvis har man i Sverige indført obligatorisk uddannelsespligt blandt de flygtninge, hvor dette vurderes nødvendigt for beskæftigelse på sigt. Dette kommer både til udtryk via initiativer, der målretter sig lavt- og højtuddannede. Et eksempel på dette er *den korte vej (Korta vägen)* i Sverige, der målretter sig flygtninge med minimum tre års videregående uddannelse.

Der findes i alle de nordiske lande initiativer, der målretter sig **arbejdsgivere**, med henblik på at engagere virksomhederne i arbejdet med integration af flygtninge på arbejdsmarkedet. Eksempelvis findes der kampanjer rettet mod virksomhederne, eksempler på dette er *100 Klubben* i Sverige og *Hurtigspor til arbejdslivet* (Hurtigspor inn i arbeidslivet) i Norge. Derudover tilbydes virksomhederne i flere af de nordiske lande løntilskudsordninger, hvis de ansætter flygtninge, eller andre økonomiske bonusordninger, der gør det attraktivt for virksomhederne at ansætte flygtninge. Desuden tester Finland i øjeblikket et forsøg, hvor investorer kan investere i *Social Impact Bonds* (Maahanmuuttajien kotouttamisen SIB-hanke), der giver investorerne afkast ved de deltagende flygtninges succesfulde integration på arbejdsmarkedet.

Når det kommer til **resultater** af indsatserne i landene findes der for udvalgte tiltag viden om deres effekter og resultater, mens flere initiativer af nyere dato endnu ikke er evalueret.

Hvad angår opkvalificering af nyankomne, både dem med og uden medbragt uddannelse og kompetencer, indikerer flere resultater helt overordnet, at forløb, der skaber tilknytning til rigtige arbejdspladser, er virksomme for nyankomnes beskæftigelse. Denne pointe fremhæves både af en dansk videnssyntese om integrationsindsatser, flere finske studier af beskæftigelsestilbuddene og en norsk evaluering af introduktionsprogrammet. Der er desuden indtil videre blandede resultater af de svenske erfaringer med forløb og uddannelse til grupper med og uden medbragte kompetencer, herunder *Fast track* (Snabbspår) til nyankomne. Dog er der i Sverige identificeret gode resultater af supplerende uddannelse til nyankomne med en videregående uddannelse.

På området for arbejdsgiverrettede initiativer er viden om resultater generelt mangelfuld. Overordnet er der på tværs af landenes initiativer identificeret viden om udbredelse og omfang, herunder antal virksomheder og nyankomne der har deltaget i initiativerne, mens der mangler viden om beskæftigelseeffekten af disse.

2. INTRODUCTION

In this note, Ramboll Management Consulting (hereafter Ramboll) presents a mapping of Nordic national contexts, national initiatives and main results concerning the labour market integration of refugees. The focus should be seen in relation to the large influx of refugees to Nordic countries in recent years and the resulting need for integration measures. The mapping of the national contexts and initiatives makes it possible to identify cross-national differences and similarities. Thus, the note lays the foundation for a further sharing of experiences between the countries and continued inspiration for overcoming challenges in the labour market integration efforts in the Nordic countries. The note is an integral part of a collaboration between Ramboll and the Nordic Council of Ministers focused on Nordic sharing of knowledge and experiences. This collaboration places its focus on approaches to implementation of initiatives.

The scope of the note is as follows:

- To describe the context in the countries, focusing on the *legislation and focus areas* directly relevant for the area of labour market integration. This means other legislation and focus areas may influence integration, but they will not be included in the note.
- The note includes the main initiatives taken at *state level*, which are focused on the labour market integration of newly arrived. This means that regional and local initiatives will only to a very limited extent be included in the mapping.
- The note is limited to the *most central initiatives* taken by the countries *in recent years*.
- The note is focused on the *initiatives directed at and implemented for refugees* and immigrants specifically, rather than the ordinary employment initiatives. The focus is primarily on refugees who have been granted asylum. However, in certain contexts where it is more fitting, the focus is on *both* refugees and immigrants.

The outline of the note is as follows:

Chapter 1: Summary in Danish

Chapter 2: Introduction

Chapter 3: National contexts

Chapter 4: Theme 1: Skill development of newly arrived

Chapter 5: Theme 2: Employer-oriented efforts

Chapter 6: Appendices 1-3

2.1 Method and data

The note is based on Ramboll's previously developed note on integration measures delivered to the Nordic Council of Ministers in September 2017¹. This second note provides updates on new knowledge and initiatives, and includes a new section on country contexts and explicit results sections.

The data has been collected through desk research and validated through interviews with relevant employees in ministries and agencies in the Nordic countries. The list of interviewees is included in appendix. The sources identified through the desk research cover reports, legislation, evaluations and the like. Many of the identified initiatives are recently established, which limits the number of evaluations that have been carried out. The note has been read and commented on by the Nordic Council of Ministers.

2.2 Explanation of key terms

The table below lists the national translation of terms involving vocational aspects used in the different national sections in the chapters below. This clarifies each term's meaning in the national language and allows for cross-national comparisons.

Table 1: National language equivalent to English terms

| Country | English term | National term |
|----------------------------|---|--|
| Denmark | Vocational education | Erhvervsuddannelse |
| | Vocational courses | Erhvervsrettede kurser (e.g. AMU courses) |
| | Vocational Danish education | Erhvervsrettet danskuddannelse |
| Finland | Vocational education and training | Ammatillinen koulutus |
| | Vocational upper secondary education and training | Toisen asteen ammatillinen koulutus |
| | Vocational language training | Ammatillinen suomen kielen koulutus |
| Iceland² | Vocational training | Starfsþjálfun |
| Norway | Vocational training | When related to services provided by NAV ³ the term could include measures such as arbeidsmarkedsopplæring (AMO-kurs) |
| | Vocational education and training | Yrkesfaglig opplæring (på videregående) |
| Sweden | Vocational education and training | Yrkesutbildning |

3. NATIONAL CONTEXTS

3.1 Cross-national perspectives

This chapter introduces cross-national trends in the contexts of five Nordic countries within the focus areas of integration efforts and relevant legislation. Furthermore, the section presents integration programs or introductory efforts and language training initiatives in the Nordic countries. The most relevant differences and similarities between the countries are outlined below to give an overview of the trends across the Nordic countries. For further knowledge about the context in each Nordic country, please refer to the appendix on national contexts.

There are notable differences and similarities between the Nordic countries when looking at the overall numbers of refugees who have been granted asylum between 2014-2016 and the main countries of origin, as can be seen in Table 2 below. These differences and similarities should be considered when analysing legislation and focus areas of the integration efforts in the Nordic countries.

¹ Myndighedstiltag til fremme af flygtninges arbejdsmarkedstilknytning, 2017, Ramboll.

² Terms involving vocational aspects are not included in the sections on Iceland.

³ The Norwegian Labour and Welfare Administration.

First, there is a clear difference between the **number of newly arrived refugees** in the countries between 2014-2016⁴, meaning the number of refugees who have been granted asylum in respective countries. Sweden's 137,440 asylums granted is six times greater than Norway, which had the second highest rate of granted asylums at 26,215. Denmark and Norway have granted asylum to very similar numbers of refugees with 26,215 in Norway and 23,380 in Denmark. Finland and Iceland have granted asylum to the lowest number of refugees, specifically 10,595 refugees in Finland and 235 in Iceland.

Second, looking at the **main countries of origin**, Syria is the most common country of origin for refugees in four of the Nordic countries. Finland is the only country that experiences a larger influx of refugees arriving from Iraq and Afghanistan compared to Syria. Eritrea is also a recurring country of origin in Denmark, Norway and Sweden. Iceland shows a very fragmented picture of origin countries as the three main countries account for less than 50 %. This is due to Iceland receiving small groups of refugees from several countries.

Across the Nordic countries, the **education level** and **employment rate** of newly arrived could also be relevant for the comparison of differences and similarities. Unfortunately, the identified data on education level and employment rate of newly arrived in Denmark, Norway, Finland and Sweden⁵ is difficult to compare, as the data covers diverse groups from country to country, e.g. refugees, immigrants, or foreign born. For an overview of identified data on education level and employment rate, please refer to appendix 3.

Table 2: Cross-national comparisons of refugee statistics

| Indicator | National data |
|--|---|
| Total number of refugees* | DK: 23,380 FI: 10,595 IS: 235 NO: 26,215 SE: 137,440 |
| Main countries of origin** | DK: Syria (64%), Eritrea (15,5%), Stateless (8,5%) FI: Iraq (37%), Afghanistan (18,5%), Syria (12,5%) IS: Syria (17%), Iraq (15%), Iran (10%) NO: Syria (39%), Eritrea (24%), Afghanistan (11%) SE: Syria (58%), Eritrea (13%), Stateless (10%) |
| Refugees granted asylum in 2014-2016 out of total population*** | DK: 4 refugees per 1000 citizens FI: 1,9 refugees per 1000 citizens IS: 0,7 refugees per 1000 citizens NO: 3,5 refugees per 1000 citizens SE: 14 refugees per 1000 citizens |

*Total number of people granted asylum by the receiving country in the years 2014-2016. Asylum approved in the first instance, or appealed to a final instance granting asylum⁶.

**Percentages of the total number of refugees in the years 2014-2016, counted as described in *.

*** Refugees granted asylum in 2014-2016 (same as *) out of total population.

As an overall trend, all Nordic countries are focused on **strengthening labour market integration** of newly arrived. In recent years, Denmark has implemented legislation on company-placement for all newly arrived within the first four weeks of the integration program and created economic incentives for getting employed. Finland also has a political focus on speeding up the process of becoming employed, while Iceland is increasingly involving the Directorate of Labour to create national guidelines for all refugees. Norway is considering making the Introduction program more employment-oriented and potentially providing bonuses for participants who complete the program and find employment more quickly. In Sweden, the focus is also on shortening the establishment period of newly arrived and achieving earlier labour market entrance.

⁴ Numbers for 2017 are not yet available.

⁵ No data on education level of refugees was identified for Iceland.

⁶ <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>

In Sweden, Norway and Finland there is also an **increased focus on education** for newly arrived. Sweden has made it compulsory to participate in education if deemed necessary for the refugee to find work, while Norway has extended the rights of immigrants to education and moved the responsibility of integration policy from the Ministry of Justice and Public Security to the Ministry of Education and Research. Finland places an increased focus on access to the vocational education system for refugees and immigrants.

All Nordic countries have guiding principles or actual **integration programs** for labour market integration of newly arrived. In Iceland the introduction of newly arrived is not governed by a law specifically concerning refugees but stated in guidelines to the Directorate of Labour and the municipalities who are receiving the refugees. In Finland they do not have a one-size-fits-all integration program, but refugees are offered integration training based on an individual assessment and needs. The integration programs in the Nordic countries include, amongst other things, language courses, education in society and the labour market and guidance in job search. Moreover, several kinds of employment-oriented initiatives such as internships, wage subsidy-jobs, mentor programs, counselling, guidance and relevant courses are offered by all the Nordic countries. These types of employment-oriented initiatives are however typically offered to anyone who is unemployed in the Nordic countries - not solely to unemployed refugees.

The countries' specific integration programs vary in length and focus. While the Danish program is planned initially for a year at a time and lasts no longer than five years in total, the Swedish and the Norwegian programs last a maximum of two years but with the option of adjustments in the Norwegian program if necessary. The new integration centres in Norway are however expected to shorten the integration period for their target group of motivated newly arrived. Integration training in Finland typically lasts for 1 year, and the Icelandic guidelines guarantee integration support and services for a minimum of one year.

Moreover, differences can be found in both the focus of and the right to **language training** initiatives across the countries. Denmark offers work-oriented language training with a limited number of hours to make room for work-related initiatives (internship etc.). Language training in Sweden can be part or fulltime and can have a special focus on professional language. In Norway, Denmark and Sweden language training also involves societal studies, though to varying degrees. In Iceland, quota refugees participate in language training at no cost while other refugees can apply for funding for language courses. The language training in Finland is only offered to unemployed newly arrived and only at a limited extent in reception centres.

For further knowledge about the national contexts in the Nordic countries, please see appendix 2.

4. THEME 1: SKILL DEVELOPMENT OF NEWLY ARRIVED

This chapter first introduces the similarities and differences across the initiatives taken by each of the Nordic countries regarding skill development of newly arrived. Second, the relevant initiatives in each country are mapped and the identified results of the initiatives are outlined for each country. The initiatives are grouped, whenever possible, by initiatives focusing respectively on those with minimal education and competences and on those with previously acquired competences and education.

Figure 1: Guiding icons

In the following chapters icons will occur on the left side of the text, with the purpose of helping and guiding the reader. The icons are listed below:



This icon refers to the relevant **initiatives** taken by each of the Nordic countries oriented towards integrating newly arrived on the labour market.



This icon refers to the identified **results** of the initiatives taken by the countries.

4.1 Overall introduction to the theme and cross-national trends

All Nordic countries provide skill development initiatives focusing on vocational training and education and initiatives that combine vocational training, language training, validation of competencies and/or practical experience through internship or employment. These combination initiatives are distinct because they comprise of both education and practical training.

The overall goal of the **combination initiatives** in all the countries is to create a fast track by which refugees can develop their skills and enter the labour market. Moreover, the initiatives are directed toward a specific industry or, as in Denmark, directed towards specific jobs. Examples of initiatives targeted at getting refugees into the labour market as quickly as possible while receiving education at the same time can be found in Sweden, Norway, Finland and Denmark. The *Basic Integration Education* (Integrationsgrunduddannelsen, IGU) in Denmark is an example of an initiative that includes both vocational courses, internships and language training. Finland has tested initiatives that include both integration training and vocational education.

Sweden and Finland offer **supplementary education for those with previous education and competences** aimed at reducing the establishment period for newly arrived. For example, the initiative *Short Way* (Korta vägen) in Sweden target newly arrived with at least three years of higher education, while *Fast track for newly arrived with vocational qualifications* (Snabbspår), which builds on the previously acquired competences of the newly arrived. In Norway, while there is no comprehensive central system for supplementary education, refugees within certain fields of profession, for instance those possessing a foreign education within technology and science, can access supplementary education.

Sweden, Finland, Denmark and Norway have developed initiatives aimed at **supplementary education for refugees with limited or no education** in order to match the labour markets' competence need. In Denmark, vocational courses are offered in combination with company-placements and these are often seen as steps toward unskilled jobs or ordinary vocational education. An example of initiatives in Sweden for those with limited education and competences are the *Labour market training programs* (Arbetsmarknadsutbildningar).

4.2 Overview of included initiatives and identified results

Table 3: Overview of included initiatives and identified results

| Country | Initiatives | Main results related to initiatives |
|----------------|---|---|
| Denmark | <ul style="list-style-type: none"> A) Job-packages B) AMU-sector-packages C) Sector-packages D) Basic Integration Education (IGU) | <ul style="list-style-type: none"> A) N/A B) N/A C) N/A D) 1,386 refugees have been registered – is still to be evaluated |
| Finland | <ul style="list-style-type: none"> A) Integration training for Immigrants B) Integration courses combined with vocational education C) Preparatory vocational education (VALMA) D) Lowered entry requirements into vocational education E) A new model of vocational language training F) Skills Programme for Immigrants (MAO) G) Flexible possibilities to acquire skills <p><i>Initiatives directed at those with a higher education:</i></p> <ul style="list-style-type: none"> H) Supporting Immigrants in Higher Education (SIMHE) | <ul style="list-style-type: none"> A) Less than 5% were employed three months after finishing the integration training in 2017. Approximately 60% were in other trainings or in education and less than 30% were unemployed seeking for a job. B) N/A C) 39% of all VALMA students (including Finnish students) proceeded to vocational education after VALMA training. D) N/A E) N/A F) MAO reached success, especially for immigrants over 30 years old who had been outside the labour force for a long time G) N/A H) SIMHE is believed to improve the possibilities of highly skilled to integrate in the labour market. |
| Iceland | <ul style="list-style-type: none"> A) Work related education B) Workplace training C) Open collective information meetings | A-C) N/A |
| Norway | <ul style="list-style-type: none"> A) Supplementary education for refugees B) Trials with module structured adult education C) Labour market course/AMO-course | <ul style="list-style-type: none"> A) N/A B) N/A Ongoing evaluation by ideas2evidence C) Studies have found positive effect of AMO-courses on transition to work for both Norwegians and for non-western immigrants. |
| Sweden | <p><i>Initiatives directed at those with minimal education:</i></p> <ul style="list-style-type: none"> A) SFI-Bas B) Labour market training programs C) Municipal adult education D) Adult Education Initiative E) Study start up allowance F) Vocational introduction employment <p><i>Initiatives directed at those with previously acquired competences:</i></p> <ul style="list-style-type: none"> G) Fast track for newly arrived with vocational qualifications H) Fast track for entrepreneurs I) The Short Way J) Complementary education for persons who hold a foreign degree | <ul style="list-style-type: none"> A) N/A B) Some shown to have effect, some shown to have no effect C) Only 8 % of the newly arrived participated D) N/A E) N/A F) N/A G) After 13-15 months in a fast track for professions requiring a license, 24% of the participants have a job and after 19-21 months the share is 40%. For participants in fast tracks for professions not requiring a license, the corresponding shares are 38% and 54%. H) Out of 1200 participants 83 new businesses were initiated I) N/A J) 66% of those who finished their complementary education between 2007 and 2014 were established in the labour market after 1-1.5 years and after 3 years 79% were established |

4.3 Initiatives in Denmark



In Denmark, there is no clear distinction between national **initiatives** directed respectively at those with minimal education and competences and at those with previously acquired competences and education. The idea is to make individual plans for the newly arrived combined with early competence assessment. In the Danish context, the fact that a newly arrived has the individual plan to pursue an ordinary education does not exempt them from the mandatory company-based activities. Employment in Denmark is considered the most crucial element in becoming fully integrated in the society. The municipalities are also given economic incentives by the government to assist newly arrived into either ordinary jobs or education. This is further elaborated in the appendix on the national context.

When it comes to specific initiatives regarding the skill development of newly arrived, four relevant types of combination initiatives have been identified in Denmark; *Job-packages* (jobpakker), *AMU-sector-packages* (AMU-branchepakker), *sector-packages* (branchepakker) and the *Basic Integration Education* (integrationsgrunduddannelsen, IGU). All the initiatives include or can include language and vocational courses combined with internships. Further, they are all targeted at sectors with a shortage of labour force. Labour market education (AMU) courses are given a special focus in Denmark where the AMU courses are used to provide introductory and further education through short courses to skilled and unskilled workers, including refugees. This means the courses can provide skill development both to those without previous competences and those with previously acquired competences and education.

The Job-packages (jobpakker) were implemented in 2006 after a quadripartite agreement between the Danish government, KL - Local Government Denmark, The Danish confederation of trade unions and The Danish employers' confederation. The Job-packages focus on getting refugees employed in a specific unskilled job through vocational courses and language training combined with internships. The goal is to help the participants gain access to stable employment through a focused program that qualifies the refugee to the specific unskilled job when the program ends. The tripartite agreement from 2016 encourages an adjustment of the existing Job-packages to the current situation for newly arrived in the labour market.

AMU-sector-packages (AMU-branchepakker) consist of several different introductory courses to the Danish labour market and the relevant sector while also developing the Danish language skills. When an AMU-sector-package has refugees and immigrants as their target group the package can include special AMU-courses for bilinguals, which means that courses are adapted to the participants whose mother tongue is not Danish. A package targeted at a position as a bus driver might for example include the courses: ticket-handling, customer service, bus driver's license and conflict management that are combined with specific courses for bilingual people such as introduction to the Danish labour market and vocational Danish lessons. AMU-sector-packages are flexibly structured and can be combined with internships, Basic Integration Education (see below) or additional language training if it is found relevant for the individual. The main goal of the AMU-sector-packages is to develop the individual's qualifications that are directed at a specific sector to increase the chance of the refugee becoming employed in the sector.

Sector-packages (branchepakker) differentiate from Job-packages and AMU-sector-packages by originally being a private initiative. The principle behind the Sector-packages is the refugee's incremental development of skills. Sector-packages are directed at the sectors with good job opportunities in the municipalities. In 2016, the expansion of Sector-packages was supported by the Danish Agency of International Recruitment and Integration's initiative to start a project in 12 municipalities where refugees are educated within sectors with good job opportunities. The goal of this project is to assess the opportunities for and the effect of spreading the concept of Sector-packages. Through the initiative the Agency of International Recruitment and Integration gives subsidies to the implementation of Sector-packages and the municipalities that want to implement a sector-package combination program can apply for it.

Another new and relevant combination initiative is the *Basic Integration Education* (integrationsgrunduddannelsen, IGU) in Denmark, which is a 2-year education targeted at refugees and family reunified to refugees. The aim of the IGU is to enhance the job opportunities for the target group and enhance their skill development through a vocational education program, which can also prepare the participants for applying to an ordinary vocational education afterwards. An IGU consists of a paid internship position along with vocational courses (e.g. AMU courses) and language training. A notable aspect of the IGU is the paid internship position in combination with the vocational and language courses. The IGU can be combined in different ways and entails different programs depending on the company and the needs of the refugee. The IGU is a result of the tripartite agreement between the government and the parties of the labour market and officially stepped into force on 1st July 2016.

4.3.1 Identified results of initiatives in Denmark



Regarding the **results** of the Danish initiatives a synthesis of knowledge carried out in 2016 concerning the employment initiatives in the Danish integration system⁷ has shown that the initiatives taking place in an actual workplace in general had the best effects in terms of getting refugees employed. The positions in private companies had significantly better effects than the ones in public institutions. Much of the Danish focus on company placements in combination with education and language courses stem from this foundation of research pointing to the benefits of integration in the labour market rather than in public training or the like.

The Basic Integration Education (IGU) is to be evaluated by Ramboll in 2018. So far, 1,386 refugees have been registered for an IGU education⁸, but it is still too early for anyone to have completed the two-year education. Overall, more men than women participate in the IGU education as approximately three of four registered IGU students are men. Out of the total number of IGU contracts between July 2016 and July 2017, around 38% never started or eventually terminated their education. For these 38%, the results for the six months after their termination of the IGU⁹ show that:

- 23% has been employed or in ordinary education
- 16% has been employed and/or received public benefits some of the time
- 22% has been self-supporting (neither employed nor receiving public benefits during the whole period)
- 39% has received public benefits the whole period.

4.4 Initiatives in Finland

The key **initiatives** below concern integration training or vocational education and training. Integration training has been updated to include more elements from vocational education and training. Also, vocational education and training has been developed so that it is more accessible to immigrants with little language skills. In addition to these, there are new initiatives for those without previously acquired competences and those with previously acquired higher education.



Integration training for Immigrants (kotoutumiskoulutus) is the central tool for educational and skill development for newly arrived in Finland and is mainly implemented as labour market training, meaning that the participants are considered as jobseekers. In integration training adult immigrants are taught Finnish or in some cases Swedish, and other social, cultural and life-management skills and skills facilitating access to working life and further training. Integration training may also include the identification of previously acquired skills and the recognition of degrees, as well as career planning and career guidance. The target group is all newly-arrived unemployed jobseekers regardless of their entry status. The training is organised in three different tracks (slow, basic and fast) and it is composed of modules. In the spring of 2016, the national core curriculum for integration training was modified so that integration training aims more directly to increasing the association to the labour market. The training normally lasts approximately one year, but recently it

⁷ Videnssynthese, Viden til at komme i mål med integration (2016) carried out by Ramboll for The Agency of International Recruitment and Integration.

⁸ <https://integrationsbarometer.dk/aktuelt/6>.

⁹ Integrationsgrunduddannelse: Deltagelse og afgang, February 2018, https://integrationsbarometer.dk/aktuelt/filer-og-billeder-igu/IGU_analyse_deltagelse_og_afgang_forr2018_final.pdf.

has been made easier for a person to only participate, for example, in about half of the integration training with the aim of creating a faster association to the labour market. A few courses that have been tested combine integration training and vocational education and training right from the beginning of the training. These *Integration courses combined with vocational education* (ammatillinen kotoutumiskoulutus) have functioned as an alternative to the traditional integration training.

Through a reform of vocational upper secondary education and training in Finland, the current government is restructuring the upper secondary education to be more employer and labour market oriented, which obviously has ramifications for refugees, or more broadly immigrants, for whom such education is necessary for employment. The focus is especially on lowering the language entry requirements for refugees and immigrants into vocational education and training and at the same time new models for vocational language training are being tested. This may involve increased support to immigrants, but it is still too early in the implementation of these measures to elaborate on precise actions. The following two paragraphs describe the relevant initiatives regarding the secondary vocational education in relation to immigrants and refugees.

The first initiative, *Preparatory vocational education VALMA* (ammatilliseen peruskoulutukseen valmistava koulutus), is designed to offer immigrants a chance to gain necessary language and study skills to be able to carry out vocational upper secondary education and training¹⁰. Another recent initiative is the *lowered entry requirements into vocational education* (yleisestä kielitaitovaatimuksesta luopuminen ammatillisessa peruskoulutuksessa), whereby the Finnish or Swedish language requirements for vocational studies have been abolished. In connection to the reform, in the region of Uusimaa¹¹, a pilot project has been introduced concerning a *new model of vocational language training* (ammatillinen suomen kielen koulutus), which allows the institute to enrol immigrants with lower levels of Finnish language.

Skills Programme for Immigrants (maahanmuuttajien ammatillinen koulutus), also known as MAO, is an initiative running in 2017-2018 and it is targeted at those who want to study for a vocation and to study the language at the same time. The Finnish language requirements, which normally have applied to vocational education and training, do not apply to the MAO. This means that immigrants with very little or no previous Finnish language skills have been able to enrol in MAO education. Another novelty is that students can be absolved from a part of the vocational education and training. The aim is to make education paths faster and provide immigrants with more flexible transitions to the labour market.

A new initiative since beginning of 2018 are the new *flexible possibilities to acquire language, reading and writing skills at liberal adult education institutions* (uudet joustavat kielenopiskelun mahdollisuudet vapaassa sivistystyössä). The purpose is that courses in writing, reading and Finnish / Swedish language can be part-time and that they can be combined with other functional studies or physical education. The format of the courses makes it possible for parents who care for their children at home to participate. Contents and length are tailored to individual needs.

Initiative for those with a higher education

SIMHE - Supporting Immigrants in Higher Education in Finland (SIMHE-palvelut) is a service piloted first in 2016 at two universities and again in 2017 at four additional universities. The goal is to expand this initiative to the national level. SIMHE services aim to enhance the recognition of competences of immigrants with higher education background. Services try to build faster paths for individuals to participate in Finnish higher education according to their needs. SIMHE services can, for example, include individual guidance, lectures about Finnish education system and more in-

¹⁰ According to the new Law on Vocational Education (531/2017), vocational education institutes can choose students who have completed basic education or a corresponding amount of studies or who the vocational education institute estimates to have the prerequisites for completing vocational studies. The vocational educational institutes can choose their own criteria for selecting students among all applicants. Some have e.g. entrance exams.
<https://www.finlex.fi/fi/laki/alkup/2017/20170531#Pdp451157840>.

¹¹ Includes the Helsinki capital area.

depth processes of recognising competences through demonstrations. Thus, SIMHE aims at being labour market oriented, enabling the matching of highly skilled jobseekers and employers.

4.4.1 Identified results of initiatives in Finland



Data on **results** of *Integration training for Immigrants* (kotoutumiskoulutus) show that less than 5% were employed three months after finishing the integration training in 2017. Approximately 60% were in other trainings or in education and less than 30% were unemployed seeking for a job. In addition, in the most populous region of Uusimaa (Nyland) approximately 15% of those in integration training quit the training for work, vocational education and training or some other form of education¹². Several studies have shown that those employment services that link the participant to labour market work well with immigrants, but they do not receive these services in sufficient amounts. Studies have also shown that the overall employment situation has a greater impact on how immigrants find employment compared to other types of individuals in the workforce¹³.

Regarding the *Preparatory vocational education (VALMA)* (ammattilliseen peruskoulutukseen valmistava koulutus) there were 2,127 immigrants in VALMA-training in 2015-2016 (44% of total students). Results and impacts of VALMA trainings were evaluated after the first year the trainings were offered (2015) in autumn 2016¹⁴. No information was available for 38% of the students. Thirty-nine percent of all VALMA students proceeded to vocational education and training, 16% interrupted all training and did not proceed anywhere, 4% proceeded to other types of training, 1% to an ordinary job and 1% elsewhere. Furthermore, preliminary results show that *MAO* (uudet joustavat kielenopiskelun mahdollisuudet vapaassa sivistystyössä) has been particularly successful among immigrants over 30 years old who have remained outside the labour force for a significant amount of time (e.g. stay-at-home mothers). No other results have been identified for this initiative.

Preliminary results also indicate that the *SIMHE model* (SIMHE-palvelut) speeds up the processing of applications at educational institutions, including applications from refugees already within the asylum seeker stage. Overall, the increase in guidance and counselling is believed to improve the possibilities of highly skilled to integrate in the labour market.

4.5 Initiatives in Iceland



In Iceland, there is no clear distinction between national **initiatives** directed at those with minimal education and/or competences and those with previously acquired competences and education respectively. All refugees get an individualised plan, where their acquired competences are taken into account. This approach is supported by the organizational structure of the unemployment office, where the employment counsellors' tasks are to help unemployed refugees access ordinary work or education. These counsellors are an important part of the efforts together with the municipalities to integrate newly arrived into the labour market. The counsellors' tasks are not limited to refugees but are universal for all unemployed.

The Directorate of Labour provides a type of *work related education* (starfstengd námskeið), which includes vocational education, where it is possible for refugees to receive education within several sectors, including elderly and handicapped, kindergarten and elementary school assistant. This is not restricted to refugees, as it is mandatory for all unemployed in Iceland to choose training within these or other sectors. Refugees and immigrants can participate on a voluntary basis and this is often combined with language training.

In several regions in Iceland the Directorate of Labour furthermore offers courses/training for refugees that aim at strengthening their access to the labour market. One example is *Workplace training* (Starfsþjálfunarsamningur) that gives refugees the opportunity to develop their skills in

¹² Presentation by the representatives from the Uusimaa Centre for Economic Development, Transport and the Environment (ELY Centre), December 2017.

¹³ Simo Aho and Ari Mäkiäho, "Immigrants and the impacts of labour policy measures", Ministry of Employment and the Economy, 26/2017; http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/80048/TEMjul_26_2017_verkkojulkaisu.pdf.

¹⁴ Finnish National Agency of Education reports 2017:8. http://www.oph.fi/download/183249_Valmasta_vauhtia.pdf

the companies within the field where the companies are requesting labour force. The goal is therefore to qualify the refugee to continue working within the field. The companies can receive a wage subsidy for up to six months of the workplace training.

Finally, there are also *Open collective information meetings* (Opinn kynningarfundur) every Wednesday at the Directorate of Labour in Reykjavik for newly arrived refugees and immigrants seeking employment.

No **results** of the Icelandic initiatives have been identified.

4.6 Initiatives in Norway



Systematic national combination **initiatives** implemented by the government in Norway appear to be lacking in the Norwegian context, although several sector and vocational programs have been established by local and regional authorities.

Further, there is no comprehensive central system for supplementary education in Norway, while the organization, the content and the size of subsidy varies between the providers of the educations. Examples of existing supplementary educational offers in Norway are for dentists, nurses and teachers with foreign education and refugees who are educated as teachers and nurses. A *supplementary educational offer for refugees* (Kompletterende utdanning) has also been developed for those who have finished a foreign education within the areas of technology and science; this is now offered at two educational institutions. The target group is refugees from third countries who are educated within technology or engineering work. The supplementary education has a duration of one year and aims to assist the refugees in making use of their education in Norway. The supplementary education ensures that the refugees learn about the labour market in Norway and the Norwegian society, as well as technological studies. This supplementary education is developed on behalf of the Ministry of Education and Research (KD).

Two *trials of module structured curricula in the adult education* (voksenopplæring) have been initiated to help more adults (not limited to adult refugees and immigrants) complete primary and secondary school. Modules have been developed for the level below secondary school, called preparatory adult education (forberedende voksenopplæring), and for eight subjects in the adult education on secondary school level (voksenopplæring). As of now, most students at the primary school level are immigrants. The modules allow for the content of the subjects to be catered to different learning needs and levels. These trials are being implemented from 2017-2020. The social science analysis company ideas2evidence will evaluate these trials.

Labour market course/AMO-course (Arbeidsmarkedskurs/AMO-kurs) is a measure organized by NAV. AMO-courses are labour market oriented courses offered to any person in need of assistance from NAV to increase their qualifications needed to get a job. This is however one of the most used labour market measures for job seekers with immigrant background. AMO-courses usually combine practical and theoretical training. AMO-courses can also include work practice in an ordinary workplace. AMO-courses in Norway lasts up to one year. The kind of AMO-course that is offered will depend on the local labour market needs.

4.6.1 Identified results of initiatives in Norway



When it comes to identified **results** of the initiatives in Norway, some insights can be drawn from an evaluation¹⁵ of the Norwegian Introduction program and the measures within the Introduction program related to skill development. The evaluation found limited effects of some of the key measures of the Introduction program, including work and language practice. However, participating in ordinary work as part of the Introduction program is found to be an effective measure, especially for women. In only 15% of the municipalities is it stipulated that that the municipality must provide practice in workplaces for the participants in the Introduction program. The evaluation

¹⁵ The social science research community Fafo has conducted a comprehensive evaluation of the Introduction program that was published in the autumn of 2017.

also found that user influence has a positive effect, especially for men. The report concludes that there is a need to develop educational courses that are better adapted to adult immigrants and provide more formal competence.

A study has found positive effects on transition to work after completing an *AMO-course*¹⁶, including for immigrants participating in several measures with AMO-course as the first measure. Another study of work practice measures (*arbeidspraksis*) and training (*opplæring*) (including AMO-courses) showed that participation in such measures reduces the probability of transition to work during the measure. However, participation in such measures increases the likelihood of transition to work after completion of the training, most significantly for immigrants¹⁷. The effect of participation in AMO has also been found to be highly positive for both Norwegians and non-western immigrants¹⁸.

4.7 Initiatives in Sweden



In Sweden, there is a clear distinction between national **initiatives** directed respectively at those with minimal education and competences and those with previously acquired competences and education. Below, the initiatives focused on those with a minimal education and competencies are first described, followed by the presentation of initiatives focused on those with previously acquired competences and education.

Increased migratory pressure in recent years has challenged the existing establishment system and the target group that is eligible for the national establishment program (Etableringsprogrammet, before 2018 called the Establishment Assignment) is becoming increasingly heterogeneous. The level of education is low among many newly arrived covered by the establishment program; therefore, initiatives to improve the educational level of newly arrived are important¹⁹. Many employers and jobs in Sweden require higher levels of education, and with relatively few less qualified jobs, accessing the labour market is challenging for newly arrived with a limited educational background²⁰. As such, the Swedish government prioritizes supporting entrance of newly arrived into different educational programs to become qualified for the labour market²¹.

Initiatives for those with minimal education and competences

When education is deemed necessary to find work, newly arrived have an obligation to participate in education (*utbildningsplikten*). This leads to an increased focus on educational opportunities for those with minimal education and competences. For additional information on the legislative context in Sweden, please refer to appendix 2.

Since 2014, some municipalities offer *SFI-Bas* (SFI-Bas which is Swedish for Immigrants) for newly arrived with no previous education or less than six years of education. The programme combines language studies with studies in basic subjects such as math, as well as practical knowledge needed to cope with every-day situations. The participants are also offered education in their mother language as well an introduction to the Swedish labour market²².

Newly arrived can participate in several different forms of complementary education offered in a variety of levels and within different subjects. One such initiative is the *Labour market training programs* (Arbetsmarknadsutbildningar), offering shorter vocational courses mainly focused on requiring knowledge and skills needed in professions in shortage. Another option is *municipal adult education* (kommunal vuxenutbildning), which has been reviewed in order to make it more suitable

¹⁶ Hardoy, Inés and Zhang, Tao (2010). "Innvandrere I arbeid: Hjelper arbeidsmarkedstiltak?", i: *Søkelys på arbeidslivet nr 4(27)*.

¹⁷ Zhang, Tao (2016). "Virker arbeidspraksis i ordinær virksomhet etter sitt formål?", i: *Søkelys på arbeidslivet nr 1-2(33)*.

¹⁸ Hardoy, Inés and Zhang, Tao (2013). "Rapportering fra prosjektet: Innvandrere i arbeid: Hjelper arbeidsmarkedstiltak?"

¹⁹ Arbetsförmedlingen (2017) Kunskapsöversikt: Nyanländas etablering på den svenska arbetsmarknaden s.47-48; Arbetsförmedlingen (2017) Återrapport - Förbättra genomförandet av etableringsoppdraget.

²⁰ Arbetsförmedlingen (2017) Perspektiv på etableringsoppdraget.

²¹ Budgetprop 2018 utgiftsområde 13.

²²<https://skl.se/download/18.1a5c0d2815acf62cc93208db/1489657446403/Basbroschyr%202017.pdf>.

for newly arrived with limited educational background.²³ Furthermore the Swedish Government continues to develop the *Adult Education Initiative* (Kunskapslyftet) with the purpose among other to enable more newly arrived with a limited educational background to supplement their education in order to match the labour market's competence need. The government estimates that there will be 93.000 education positions available within vocational adult education, adult educational centres, vocational university colleges, universities and university colleges within the initiative in 2021. There will also be a possibility to apply for a *Study start up allowance* (studiestartstöd) of 8.644 SEK/month, which is intended to stimulate more people with a limited educational background to choose further education²⁴.

Furthermore, there are combination initiatives targeting the group. One example is *Vocational introduction employment* (Yrkesintroduktionsanställningar) that since June 2016 has been available for newly arrived, in addition to other unemployed. It is a type of employment where the employee simultaneously receives education and supervision. These elements of the employment do not have to be covered by salary from the employer. The length of employment varies between six and twelve months²⁵.

Initiatives for those with previously acquired education and competences

In Sweden, the main combination initiative targeting newly arrived with previously acquired competences and education is *Fast track for newly arrived with vocational qualifications* (Snabbspår). Accounting for the skills and experience of the newly arrived, this initiative allows the individual to find a relevant job and at the same time benefit industries where there is a shortage of labour. The Fast track initiative was launched in 2015 by the Swedish government and the planning of the fast tracks are carried out through tripartite cooperation. There are currently fourteen fast tracks available for a wide range of professions such as chef, truckdriver and school teacher. The Fast tracks include different components depending on the profession. Overall, they consist of three different activities: mapping of competence, validation and evaluation of education and vocational skills, and finally, complementary activities. The latter mainly consist of different forms of preparatory education (Professional Swedish and the Short way) and Labour market training programs²⁶.

A *Fast track for entrepreneurs* (Snabbspår för nyanlända entreprenörer) has also existed since 2016. The Swedish Agency for Economic and Regional Growth was assigned 18 million to implement measures that could capture newly arrived with an entrepreneurial background and make it easier for newly arrived to start a business. For example, some of the projects offer training in how to start a business in Sweden and others offer mentoring programmes where they match newly arrived with Swedish entrepreneurs²⁷.

Supplementary education is also an important measure for newly arrived academics. *The Short way* (Korta vägen) is an initiative directed towards newly arrived with at least three years of higher education. During a period of 26 weeks, newly arrived can participate in language courses, studies in social science and other subject as well as internships and courses in how to apply for a job²⁸.

For newly arrived with a higher education, The Swedish government has also decided that some universities and colleges can receive funding from the government's special initiative to offer *complementary education for persons who hold a foreign degree* (Kompletterande utbildning för personer med en utländsk examen). In 2016, 19 universities and colleges were directed to offer this type of education and the initiative covers professions such as pharmacist, midwife, engineer, nurse

²³ https://www.skolverket.se/om-skolverket/publikationer/visa-enskild-publikation?_xurl_=http%3A%2F%2Fwww5.skolverket.se%2Fwtpub%2Fws%2Fskolbok%2Fwpubext%2Ftrycksak%2FRecord%3Fk%3D3900.

²⁴ Budgetprop 2018 utgiftsområde 13; <http://www.regeringen.se/artiklar/2017/03/ett-nytt-rekryterande-studiestartsstod/>.

²⁵ Översynen av stödet för yrkesintroduktionsanställningarna.

²⁶ Arbetsförmedlingens nulägesbedömning av arbetet med snabbspår December 2017; <https://www.arbetsfor-medlingen.se/Om-oss/Om-Arbetsfor-medlingen/Etablering-av-nyanlanda/Snabbspår.html>.

²⁷ <https://tillvaxtverket.se/aktuella-amnen/mangfald/nyanlanda-och-foretagande/snabbspår-for-foretagare.html>.

²⁸ Arbetsförmedlingen (2017) Kunskapsöversikt: Nyanländas etablering på den svenska arbetsmarknaden.

and social worker²⁹. Currently, 21 universities and colleges offer complementary education for 16 different professions.

4.7.1 Identified results of initiatives in Sweden



In general, evaluations show that there are difficulties regarding newly arriveds' participation in supplementary education. Regarding the **results** of the establishment program a challenge is that the temporary residence permits create incentives for more short-term solutions such as subsidized employment³⁰.

Specific initiatives have also been evaluated. The evidence regarding the effect of *Labour market training programs* (Arbetsmarknadsutbildningar) is insufficient. Some evaluations show that the initiative enhance the participants' possibilities to find work, while others find no effect. However, few newly arrived participate in this initiative and according to the National audit office it is not adapted to newly arriveds' specific needs³¹. Moreover, few newly arrived participate in *municipal adult education*. Even though a large share of the newly arrived have limited educational background, only 8% of the participants in the establishment program studied municipal adult education as of January 2017³².

Several evaluations of the *Fast tracks* (Snabbspår) have been conducted; however, there is a lack of evidence regarding the initiative's effects. One evaluation shows that 24% of the participants have a job after 13-15 months in a fast track for professions requiring a license, and after 19-21 months the share is 40%. For participants in fast tracks for professions not requiring a license, the corresponding shares are 38% and 54%. Between January 2016 and October 2017, 5,316 people have started a Fast track. Most participants are in the Fast tracks for teachers and preschool teachers, social scientists and different professions within health care which require a license³³. Other studies add nuances to the positive results of the Fast tracks³⁴.

An evaluation of *initiatives for newly arrived entrepreneurs* (as part of the *Fast Track for entrepreneurs*) showed that the projects primarily led to increased knowledge of entrepreneurship and increased motivation and inspiration to start businesses in the target group. A total of 1,200 newly arrived participated in the projects' more substantial activities and 83 new businesses were initiated by participants. At the same time, there are some challenges with for instance the legal framework³⁵.

An evaluation has been made on the effect of participation in complementary higher education for those with a completed foreign education within regulated professions (lawyers, doctors, teachers, nurses and dentists). It shows that 66% of those who finished their complementary education between 2007 and 2014 were established in the labour market after 1-1,5 years, while after 3 years 79% were established. Most of them had a job within their area of competence³⁶.

5. THEME 2: EMPLOYER-ORIENTED EFFORTS

This chapter first introduces the similarities and differences across the initiatives taken by each of the Nordic countries in relation to employer-oriented efforts. The relevant initiatives in each country are then mapped, followed by an outline of the identified results of the initiatives each country.

²⁹ <http://www.regeringen.se/pressmeddelanden/2016/10/19-universitet-och-hogskolor-ska-starta-kompletterande-utbildningar-for-personer-med-utlandsk-examen/>.

³⁰ Arbetsförmedlingen (2017) Kunskapsöversikt: Nyanländas etablering på den svenska arbetsmarknaden; Riksrevisionen (2015) Nyanländas etablering- är statens insatser effektiva?

³¹ Riksrevisionen (2015) Nyanländas etablering- är statens insatser effektiva?

³² Arbetsförmedlingen (2017) Perspektiv på etableringsuppdraget.

³³ Arbetsförmedlingens nulägesbedömning av arbetet med snabbspår, December 2017.

³⁴ Hamrund (2017) Snabbspår in i arbetslivet; IFAU (2017) Flykting- och anhöriginvandrades etablering på den svenska arbetsmarknaden.

³⁵ Tillväxtverket (2017) Nyanlända och företagande - en studie av Tillväxtverkets insatser för att underlätta för nyanlända att snabbt starta företag i Sverige, s.6 & 23; Tillväxtverket, Nyanlända och vägen till arbete och företagande.

³⁶ UKÄ (2016) Etablering och sysselsättning efter kompletterande utbildning för personer med utländsk utbildning.

5.1 Overall introduction to the theme and cross-national trends

This theme focuses on employer-oriented efforts, meaning the national efforts taken to incentivize or engage the public and private workplaces in the labour market integration of refugees. These initiatives include measures regarding bonuses for companies, subsidies for companies and campaigns aimed at engaging the companies.

A tendency can be seen across the Nordic countries in relation to public authorities actively trying to **engage private companies** in efforts to integrate refugees into the labour market. Both Sweden and Denmark have started initiatives with the purpose of getting more companies to hire refugees as interns or as employees. Two larger initiatives include *100 Club* (100-klubben) in Sweden and *United for Integration* (Sammen om integration) in Denmark. Iceland also has experience from a nationwide campaign directed at getting companies to hire refugees. These campaigns were launched to engage companies to cooperate with the public authorities to identify refugees who have the competences that the companies need. Along the same lines, the IMDi (The Norwegian Directorate of Integration and Diversity) in Norway has come to function as a liaison between the municipalities and the companies who are looking to hire refugees.

The use of **subsidies** has been an instrument used among the public authorities in the Nordic countries to encourage the engagement of refugees in education and skill development in companies. To give companies an incentive to hire refugees, all the countries offer subsidies through for example wage subsidies for the companies that hire refugees. Usually these initiatives are included in the general employment efforts, but some initiatives are specifically targeted towards refugees. In Iceland, companies are offered wage subsidies for six months after hiring a refugee. Further, a position with wage subsidies for a refugee in Denmark can have a longer timespan compared to other individuals who are unemployed. Sweden is implementing a new initiative to replace five existing forms of subsidies and it will be offered to both newly arrived and long-term unemployed. Sweden also has several other subsidy initiatives targeted the companies.

Giving **economic bonuses** to companies who hire refugees is another employer-oriented effort used in Denmark. Additionally, Finland has developed a system where private funding is channelled into the integration training and a dividend is paid to the investors based on the public savings – the incentive investors need to invest their funds.

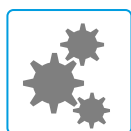
5.2 Overview of included initiatives and identified results

Table 4: Overview of included initiatives and identified results

| Country | Initiatives | Main results related to initiatives |
|----------------|---|---|
| Denmark | <ul style="list-style-type: none"> A) United for Integration B) Bonus Scheme for private companies C) Wage subsidy D) Danish education in the workplace | <ul style="list-style-type: none"> A) The campaign opened new doors to companies and cooperation between public and private actors B) N/A (new initiative) C) Wage subsidy has overall a positive effect on employment despite retaining people in subsidized jobs for longer than e.g. internships D) N/A |
| Finland | <ul style="list-style-type: none"> A) Integration Social Impact Bond B) Startup refugees C) Talent Boost – program | <ul style="list-style-type: none"> A) Capital amounts to 14.2 mil euro. B) Large number of activities and participants C) N/A (new initiative) |
| Iceland | <ul style="list-style-type: none"> A) Online campaign B) Wage-subsidies for hiring refugees | The combination of the online campaign and wage-subsidies has a good success-rate since 60 out of 80 refugees who were looking for a job were employed in 2016. |
| Norway | <ul style="list-style-type: none"> A) Fast track to the labour market B) IMDi as liaison between the municipalities and the companies | <ul style="list-style-type: none"> A) The responsible directorate, NAV, reported that few candidates to the Fast track had been identified (autumn 2017) B) N/A |
| Sweden | <ul style="list-style-type: none"> A) From 1st May 2018, a new initiative called <i>Introduction jobs</i> replaces: Special recruitment incentive, Increased special recruitment incentive, two types of trainee positions and entry recruitment incentive. B) New start jobs C) Special employment subsidy D) Modern temporary jobs in the public sector E) The 100 club | <ul style="list-style-type: none"> A) Since the new initiatives have not been launched yet, there are no results. B) For those who participated in both the Entry recruitment initiative and New Start Jobs the possibility to find a job is 15 % higher than in the comparison group. C) 11,000 positions in December 2017, 30% held by newly arrived. D) Between January and October 2017, 856 individuals have participated - about 40% of the modern temporary jobs are held newly arrived. E) N/A |

5.3 Initiatives in Denmark

In recent years, Denmark focused increasingly on earlier entry into the labour market in parallel with Danish education and other initiatives. As a rule, newly arrived refugees are considered *ready for a job* (jobparat) upon their arrival, which means they are from immediately considered able to search for jobs and take part in work-related efforts. Furthermore, it is mandatory to begin the first company-placement within the first four weeks after the refugee has arrived in the municipality, hence there is a need for close collaboration with both public and private employers.



An important **initiative** in Denmark is *United for Integration* (Sammen om integration), which was established at a government meeting on integration in 2012. United for Integration is a collaboration with the private sector where companies, job centres in every municipality, volunteer associations and the service-hotline Jobservice Denmark cooperate on integrating refugees into the Danish labour market through different initiatives. Jobservice Denmark is a support to the job centres' business-oriented efforts and functions as a single-entry point to all the job centres for the companies, which makes it easier for companies to recruit refugees for internships or regular employment. United for integration has resulted in a website where experiences and best practice are uploaded and shared in order to support the matching of refugees and companies as well as to inspire Danish companies to participate in the project.

Another initiative is a *Bonus scheme* (Bonusordninger for private virksomheder) where the state provides a bonus to private companies who hire a refugee or a family reunified in regular employment i.e. fulltime employment without public subsidies and where the salary corresponds to ordinary terms. The shorter the time the refugee has spent in the country the larger the bonus. The ability to maintain refugees in the *Basic Integration Education* (Integrationsgrunduddannelsen, IGU) for six and 24 months also entails a possibility of a bonus. The bonus scheme for companies is available from 2016-2019.

Besides the new bonus scheme for companies Denmark also has a scheme on *wage subsidy jobs* (løntilskudsjob) where the state pays part of the wage for the unemployed who get hired for one of these subsidy jobs. Ordinary unemployed must have been without a job for six months to be eligible for wage subsidy jobs whereas refugees are exempted from this rule. Furthermore, refugees can be granted wage subsidy up to a year while the limit for ordinary unemployed people is six months. The subsidy to the employers amounts to around 78 DKK/hour.

To support the work-oriented Danish education, larger Danish companies can apply for funding to establish their own Danish education. The purpose of the fund is to improve the opportunities of larger Danish companies to organize *Danish education in the workplace* in a way that matches the need of the company and its employees. The funding must be used for individual courses, where refugees or family reunified receive Danish education in the workplace. The company can receive up to 20.000 DKK in support for each individual course. The funding is available in 2018-2019.

5.3.1 Identified results of initiatives in Denmark



Evaluations of regular effects of the initiative *United for Integration* (Sammen om integration) have not been identified but an evaluation of the initiative will be presented in 2018. However, the **results** of a campaign carried out in order to expand the knowledge about *United for Integration* as well as the knowledge about Jobservice Denmark show that the campaign in general has opened the doors to new opportunities within the companies, and more companies became part of the cooperation initiative.

Some overall results about the *wage subsidy jobs* (løntilskudsjob) have been identified in the synthesis of knowledge carried out by Ramboll for the Agency for International Recruitment and Integration³⁷. The wage subsidy jobs fall in the same category as other types of supported employment in the labour market. The results show that wage subsidy jobs have a greater negative retention

³⁷ Videnssynthese, Viden til at komme i mål med integration (2016) carried out by Ramboll for The Agency of International Recruitment and Integration.

effect than internships, in the sense that people remain unemployed longer when they work in these jobs over longer periods of time, but the overall effect of the wage subsidy jobs show a positive contribution to bringing people into ordinary employment.

5.4 Initiatives in Finland



Finland has implemented the project *Integration Social Impact Bond – Integration SIB* (Maahanmuuttajien kotouttamisen SIB-hanke) as an answer to the challenges of the integration system. With the help from the Finnish policy institute SITRA, the Ministry of Employment and the Economy has launched an **initiative** where private and public investments are channelled towards financing integration services. *Integration SIB* is run by a private company that is responsible for the funding and locating actors to carry out the training and guidance.

Investors can expect to be compensated based on the results of the initiative – equal to the cost reduction that the public sector will accumulate when immigrants are entering the labour market faster. More specifically, the impact assessment is based on a randomized controlled experiment and is measured through the difference in tax-revenue and payments of unemployment allowances between the control group and the treatment group. The goal is to get 2,500 immigrants (not necessarily refugees) employed in three years. The target group was broadened from just being refugees, as it became evident that getting sufficient number of participants will become an issue.

Another initiative is *Startup Refugees*, which is an integration innovation combining talented people and smart businesses. It is not a national public-sector measure, but a non-profit voluntary network supporting refugees with employment and entrepreneurship. It has created a low-cost model for fast-track employment and entrepreneurship for refugees. Startup Refugees is actively searching for the potential of newcomers and matching it with relevant network members. Startup Refugees in Finland consists of 500 parties, including companies, government officials, NGOs, universities, congregations, research institutes, communities and individuals who support newcomers with starting businesses and entering the Finnish labour market.

In its 2017 mid-term policy review, Prime Minister Juha Sipilä's Government decided to launch *Talent Boost – International Talents Boosting Growth* (Talent Boost-ohjelma), a joint cross-sectoral programme for the government. The Talent Boost programme aim to achieve three objectives: 1) That international talents consider Finland attractive, 2) That the expertise of international talents accelerates growth and internationalisation of companies in Finland and 3) that Finnish working life is inclusive for international talents³⁸. The Talent Boost programme expands the International Talents Boosting Growth agenda, launched in autumn 2016. In this context, the concept, international talent, should be understood broadly and it includes also those already in the country, regardless of their original reason for entry into Finland, thus including skilled and networked refugees.

5.4.1 Identified results of initiatives in Finland



The total financing of the *Integration SIB-project* (Maahanmuuttajien kotouttamisen SIB-hanke) amounts currently to 14.2 mil. Euro, making it one of the biggest of its kind in Europe. The implementation of the SIB-effort is currently being evaluated, and **results** will be available by the end of April 2018. Preliminary results indicate that the number of participants is still unexpectedly low and there have been practical problems in the employment services in directing potential participants to the service.

Between 2015 and 2017, the *Startup Refugees* network has profiled the skills and professional goals of 1,800 newcomers in 11 cities, offered 125 jobs, 42 traineeships, 70 business workshops for 589 participants, 379 courses and education opportunities, 16 profession specific networking events for 151 participants and supported 35 businesses of newcomers.

³⁸ <http://tem.fi/en/talent-boost-en>.

5.5 Initiatives in Iceland



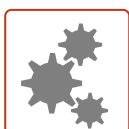
Regarding **initiatives** introduced in Iceland, the Directorate of Labour has used an *online campaign* (Herferð á netinu) to create awareness among companies of the labour force that refugees can provide. The campaign was published in newspapers throughout the country during 2016 and can still be found on the website of the Directorate of Labour. The campaign encourages companies to hire refugees by offering *wage subsidies* (Framlag til vinnuveitanda vegna starfsráðninga flóttafólks) to companies for the first six months a refugee is hired, and this program is referred to as workplace training under section 4.5.

5.5.1 Identified results of initiatives in Iceland



When looking at the **results** of the initiatives in Iceland, the campaign has been labelled successful as 60 out of 80 refugees who were looking for a job were employed in 2016.

5.6 Initiatives in Norway



An **initiative** directed towards employers in Norway is IMDi being made responsible for the *liaison between the municipalities and the companies* (IMDi som bindeledd mellom kommuner og næringsliv) who want to find an internship or other arrangements for participants in the introduction program. This is supposed to ease the contact between actors. IMDi involves the sector-authority in the area of labour market, NAV (the Norwegian Labour and Welfare Administration), in the coordination. Interactions between IMDi and companies, organisations or individuals who contact IMDi are coordinated over e-mail, telephone or in meetings.

Fast track to the labour market (Hurtigspor til arbeidslivet) is an initiative introduced through a declaration between the government and the parties in the labour market. The Fast track-initiative is meant to improve the efficiency of getting refugees access to the labour market. The target group is refugees who possess demanded competences and experience, and who are relatively close to the labour market and who do not need other basic qualifications than Norwegian language training. The fast track includes the following elements: thorough mapping of competencies during the asylum phase and the selection of individuals by the NAV and the municipality for the fast track directly after settlement in the municipality. The use of wage subsidy or becoming part of a mentor program are offered, but wage subsidies are restricted to one year.

5.6.1 Identified results of initiatives in Norway



There are no available **results** for these two Norwegian initiatives yet. However, NAV has developed a guide as part of facilitating the implementation of *the Fast track initiative* (Hurtigsporet). The directorate works on distributing information about the initiative to the counties and employers. In the autumn of 2017, the directorate reported having identified few candidates for the program due to the target group's need for more comprehensive qualification and Norwegian training³⁹.

5.7 Initiatives in Sweden



In Sweden, several **initiatives** directed towards employers have been launched to facilitate the establishment of newly arrived in the labour market. For example, Sweden uses subsidies in different ways to get newly arrived or long-term unemployed back into the labour market. The Swedish Public Employment Agency is responsible for most of the subsidized employments. Previously, several different forms of subsidized employment for newly arrived jobseekers were available. The government has now reformed this type of establishment efforts to simplify the system. From 1st May 2018, five separate forms of subsidies that have been partly overlapping (Special recruitment incentive, Increased special recruitment incentive, both types of trainee positions and Entry recruitment incentive) will be replaced by an initiative called *Introduction jobs* (Introduktionsjobb).

³⁹ A new report on the topic is expected in the middle of March 2018.

Introduction jobs targets both newly arrived and long-term unemployed and the Government emphasizes that this type of employment will be easy to combine with studies⁴⁰.

Besides introduction jobs, there are other subsidies such as *New start jobs* (nystartjobb) where employers are compensated if they hire a newly arrived (or a long-term unemployed, as the initiative is intended both for newly arrived and long-term unemployed) who are registered at the Swedish Public Employment Agency. Within the initiative New Start Jobs, the employer applies for the subsidy for an employment.

There are also initiatives specifically directed towards public employers or employers in the publicly financed sector. One example is *Special employment subsidy* (Extratjänster). The Swedish Public Employment Agency emphasizes the importance of more jobs with lower qualification requirements – making the Special employment subsidy an important initiative in order to reach that goal. Special employment subsidy is a form of subsidized employment which employers in the public, cultural or non-profit sector can use to hire newly arrived. It should be seen as an opportunity for these employers to get an extra resource and they will receive subsidies to cover the whole employment. The Government's goal is 20.000 Special employment subsidy positions in 2020 and 6.500 at the start of 2018⁴¹.

One specific type of Special employment subsidy is *Modern temporary jobs in the public sector* (Moderna beredskapsjobb), which is a time-limited employment for newly arrived (and long-term unemployed) at a government authority. The authority decides what tasks they want to be carried out, but the idea behind the initiative is that tasks should be those that are either not currently performed or performed inadequately. The government's goal is that at least 5,000 people by 2020 should have a Modern temporary job in the public sector⁴². Furthermore, there are initiatives directed towards specific industries, for example the green sector. Several agencies have been assigned to promote the possibility for newly arrived or long-term unemployed to work within industries such as forestry by creating low-qualification jobs⁴³.

There is also an initiative specifically directed towards the private sector called *the 100 club* (100-klubben). It is a tailor-made initiative for larger companies that can employ at least 100 new arrivals over three years. The companies that have signed up to the program commit themselves to introduce newly arrived to the labour market, either through 3-6 month internships, employment, education or professional skills evaluation. The initiative was launched by the Swedish government in 2015, and is implemented in collaboration between the Swedish Public Employment Service and employers⁴⁴.

5.7.1 Identified results of initiatives in Sweden



Regarding **results** of the Swedish initiatives, several evaluations on the initiatives *Entry recruitment incentive* (Instegsjobb) and *New start jobs* (Nystartjobb) have been conducted, and there is evidence of their effect on labour market entrance. An evaluation of the Entry Recruitment initiative shows that the initiative does not enhance the individual's chance to find a job. However, many continue to a New start job and for those who participated in both initiatives, the possibility to find a job was 15% higher than in the comparison group and for those who only had a New start job the proportion was 7%⁴⁵. Furthermore, an evaluation shows that New start jobs help unemployed

⁴⁰ <http://www.regeringen.se/pressmeddelanden/2018/02/introduktionsjobben-infors-den-1-maj-2018/>;
<http://www.regeringen.se/artiklar/2017/09/introduktionsjobb--ett-enklare-och-mer-kraftfullt-stod/>.

⁴¹ Arbetsförmedlingen (2018) Extratjänster – en översikt.

⁴² Statskontoret (2017) Uppföljning av moderna beredskapsjobb i staten.

⁴³ <http://www.regeringen.se/artiklar/2017/12/grona-jobb-for-langtidsarbetslosa-och-nyanlanda/>.

⁴⁴ <https://www.arbetsformedlingen.se/For-arbetsgivare/Rekryteringstjanster/Regeringsuppdrag/100-klubben.html>.

⁴⁵ Joyce (2017) Inspiration för integration – en ESO-rapport om arbetsmarknadspolitik för nyanlända i fem länder. Riksrevisionen (2013) Ett steg in och en ny start – hur fungerar subventionerade anställningar för nyanlända?

find work more quickly, and many of the participants do not return to unemployment. The possibility to find a job is more positively affected by increasing the length of the subsidy program rather than the amount given to the company⁴⁶.

When it comes to *Special employment subsidy* (Extratjänster), there is a lack of evidence regarding its effects. An evaluation showed that after a slow start the number of positions has increased to around 11,000 at the end of December 2017. Thirty percent of these positions were held by newly arrived and about 40% of the participants lacked upper secondary level education. Most of those with a Special employment subsidy are employed by municipalities, although there are regional differences in the use of the initiative. The evaluation does not include any information regarding whether the initiative enhances individuals' chances to find employment⁴⁷.

Several follow-ups have been made regarding *Modern temporary jobs* (Moderna beredskapsjobb). Between January and October 2017, 856 individuals participated in the initiative and about 40% of the modern temporary jobs were held by newly arrived. It was found that 60% and 30% of those with a modern temporary job had higher education and upper secondary level education respectively. In November 2017, about half of the 202 agencies that are covered by the initiative had Modern temporary jobs⁴⁸. A survey among the agencies showed that more agencies are planning to hire within the initiative but only one third of the respondents feel that they have suitable tasks. Furthermore, only 13% of the agencies with Modern temporary jobs believe that it is likely that participants will achieve regular employment at the agency⁴⁹.

⁴⁶ Joyce (2017) Inspiration för integration – en ESO-rapport om arbetsmarknadspolitik för nyanlända i fem länder; Arbetsförmedlingen (2017) Kunskapsöversikt: Nyanländas etablering på den svenska arbetsmarknaden; IFAU (2012) Leder nystartsjobben till högre sysselsättning? Arbetsförmedlingen (2017) Årsrapport aktiviteter i etableringsuppdraget 2016.

⁴⁷ Arbetsförmedlingen (2018) Extratjänster – en översikt.

⁴⁸ Arbetsförmedlingen (2017) Arbetsförmedlingens Återrapportering 2017- Moderna beredskapsjobb i staten.

⁴⁹ Statskontoret (2017) Uppföljning av moderna beredskapsjobb i staten.

6. APPENDICES

APPENDIX 1 OVERVIEW OF VALIDATION INTERVIEWS

To qualify the findings and identify additional initiatives and results, validation interviews have been conducted with a number of selected experts in each of the Nordic countries. It should be stressed that the interviewees have not read the actual descriptions, but have qualified the list of initiatives, the results and the national context. The country, the name of each interviewee and the dates of the interviews appear in the following table.

Table 5: Overview of introduction interviews held in each Nordic country

| Country | Interviewees | Date of interview |
|----------------|---|---|
| Denmark | Marian Lyng Møller, Special Advisor, Danish Ministry of Immigration and Integration, Department for Integration | 13 th February 2018 |
| Finland | Ms. Sari Haavisto, Ministerial Advisor, Ministry of Employment and the Economy Anna Bruun, Ministerial Advisor (via email), Ministry of Employment and the Economy | 12 th February 2018 5 th February 2018 |
| Iceland | Hilma Sigurdardottir, Ministry of Welfare, the Department of Social Affairs Guðlaug Hrönn Pétursdóttir, Directorate of Labour | 8 th February 2018 19 th February 2018 |
| Norway | Arild Haffner Naustdal, senior advisor, the Ministry of Justice and Public Security, the Department of integration | 19 th February 2018 |
| Sweden | Emil Plisch, Head of Integration Policy, Department of Integration, The Ministry of Employment | 19 th February 2018 |

APPENDIX 2 NATIONAL CONTEXTS

This appendix introduces the national context in the five Nordic countries when it comes to the focus areas of the integration efforts and the relevant legislation. The integration programs or introductory efforts and language training initiatives in the Nordic countries are also outlined.

Figure 2: Guiding icons

In the presentation of the national contexts in relation to the labour market integration area the following icons will occur with the purpose of helping and guiding the reader:



This icon refers to the **focus areas** of the integration efforts in the different Nordic countries.



This icon refers to the relevant **legislation** regarding integration of newly arrived on the labour market.



This icon refers to the **integration programmes** introduced in the different Nordic countries. This can involve language courses, education in society and the labour market, guidance in job search etc.



This icon refers to **language training** offered to refugees.

6.1 Denmark - Legislation and focus areas

Table 6: Overview of national context in Denmark

| National Context | |
|----------------------------|---|
| Focus areas | <ul style="list-style-type: none"> Seeing refugees as ready for either a job or education. Economic incentives for refugees, municipalities and companies. |
| Legislation | <ul style="list-style-type: none"> The Integration Act. The Act on Basic Integration Programme. The Act on the Danish education of adult foreigners. |
| Integration program | <ul style="list-style-type: none"> Contains: Danish language training, employment-focused efforts and skill-development, workplace training/internships and wage subsidy jobs. Fulltime program, duration from one to five years. |
| Language training | <ul style="list-style-type: none"> Obligatory work-oriented Danish education for maximum five years and 15 hours per week. Includes general education about the Danish society and values. |



When it comes to integration of newly arrived on the Danish labour market there has been a shift in the **focus area** during recent years towards earlier employment in parallel with Danish education and potentially other social and employment related initiatives. As a rule, the refugees are considered *ready for a job* (jobparat) right from the beginning, which means they are from day one considered to be able to search for jobs and take part in work-related efforts.

From a Danish point of view, working experience of newly arrived refugees at various companies is seen as an important stepping stone towards obtaining regular employment and education. It is considered very valuable if a newly arrived can begin ordinary education or obtain a regular job. From the Danish Government's point of view, employment is the best way and most important element to become fully integrated into the Danish society. It is therefore a top priority to increase the number of refugees who take active part in the Danish labour market. The path to ordinary education may well start with introductory internships to learn the Danish language and workplace culture etc. The focus on education as a goal does not exempt the newly arrived from the mandatory company-based activities beginning at the latest in the fourth week of the integration program.



In Denmark, the **legislation** on the labour market integration of newly arrived is characterized by both tripartite agreements between the Danish government and the parties of the labour market and bipartite agreement between the government and the Local Government Denmark (KL).

The main piece of legislation concerning the integration of refugees into the labour market is the *Integration Act* (Integrationsloven⁵⁰), which outlines the rights and duties of newly arrived foreigners. The Integration Act covers the steps from housing to the integration program to the financial obligations of the state and municipalities when implementing the law. The latter two steps will be further explained below. The Integration Act places an obligation on young refugees aged between 18-25 to apply for a relevant education if they have no children, no professional qualification, are receiving integration benefit and are deemed able to complete an education. Furthermore, the Basic Integration Education is governed by the *Act on Basic Integration Programme* (Lov om integrationsgrunduddannelse, IGU⁵¹).

Municipalities and companies in Denmark are also given economic incentives by the state to get refugees employed or into ordinary education. Beside the general refund for part of the expenses to the integration program, the state also awards municipalities with a performance subsidy for each refugee starting ordinary employment or education as well as a subsidy of 25,000 DKK for each refugee getting employed in either 2017 or 2018⁵². The performance subsidy is highest if the refugee is employed or in education within the first 3 years (75,000 DKK) and slightly lower if it is within 4-5 years (50,000 DKK) for at least six months.



The Integration program⁵³ is governed by law and administered by the municipalities. The program offers Danish language training, employment-focused efforts and skill-development, workplace training/internships and wage subsidy jobs. The program is fulltime, planned for one year at the time and can be extended up to five years. The first company-placement is initiated within the first four weeks after arriving in the municipality. Moreover, the newly arrived must sign an integration contract, which outlines the goal and the content of the integration program.

Results of the Integration program

Thirty-one percent of all refugees who arrived in Denmark in 2010 were employed after three years in the integration program. After five years in the program, the employment rate rose to 43 %⁵⁴. Furthermore, it is a political focus to create *economic incentives for refugees* to take on ordinary employment in the labour market. This involves newly arrived being paid the integration benefit, which is lower than ordinary unemployment benefits⁵⁵.



In addition to the integration act, there exists an *Act on the Danish education of adult foreigners*⁵⁶, including refugees. This law outlines that refugees under the integration program are offered **Danish education** for a maximum of five years and for maximum 15 hours per week, which they are obliged to attend. It is obligatory for the municipality receiving the refugee to offer the Danish education at the latest one month after arrival to the municipality. Once a newly arrived has passed the second module out of three modules of Danish education the newly arrived will receive a supplementary allowance on top of the integration benefit⁵⁷. A basic principle of the Danish education is that it must be work-oriented right from the beginning of the course. To support efficient and work-oriented Danish education, a fund has been established to support larger Danish companies in organizing their own Danish education (see also section 5.3). The Danish education must contain general education about the Danish society as well as work-oriented courses.

⁵⁰ <https://www.retsinformation.dk/Forms/R0710.aspx?id=193999#iddcb01c5a-b905-4f4a-893f-8d77702e82b1>.

⁵¹ <https://www.retsinformation.dk/Forms/R0710.aspx?id=181798>

⁵² Integration Act, LBK no. 1127 of 11/10/2017, <https://www.retsinformation.dk/Forms/R0710.aspx?id=193999>.

⁵³ Integrationsprogrammet, <http://uim.dk/arbejdsomrader/Integration/integrationsprogrammet>.

⁵⁴ The employment rate refers to the share of people who have a job with at least one hour of paid work a week within the period of reference, <https://www.dst.dk/da/Statistik/emner/arbejde-indkomst-og-formue/beskaeftigelse>.

⁵⁵ The integration benefit is a general benefit for unemployed who has lived outside of Denmark for 7 out the last 8 years. The number of years has been changed from 7 out of the last 8 years to 9 out of the last 10 years in a recent political agreement, which will step into force on 1st January 2019.

⁵⁶ Lov om danskuddannelse til voksne udlændinge, <https://www.retsinformation.dk/Forms/R0710.aspx?id=193933>.

⁵⁷ Joyce, Patrick (2017) Inspiration för integration – en ESO-rapport om arbetsmarknadspolitik för nyanlända i fem länder; <https://www.retsinformation.dk/Forms/R0710.aspx?id=174400>.

6.2 Finland - Legislation and focus areas

Table 7: Overview of national context in Finland

| National Context | |
|------------------------------|--|
| Focus areas | <ul style="list-style-type: none"> • Speeding up the process of employment. • Using immigrants' cultural strengths to bolster innovation. • Enhancing integration through cross-sectoral measures. • Promoting a humane national discussion culture that will not tolerate racism. |
| Legislation | <ul style="list-style-type: none"> • The Act on the Promotion of Immigrant Integration. |
| Integration programme | <ul style="list-style-type: none"> • Integration training implemented as labour market training. |
| Language training | <ul style="list-style-type: none"> • Language training is included in the integration training • Offered to a limited extent in reception centres. |

In Finland, after receiving the residence permit it is generally more relevant to look holistically at all newly arrived immigrants and their individual needs regardless of the reason for entry. The target group of most initiatives is most often all newly arrived migrants, for example including EU migrants.



The current government has stated that speeding up the process of becoming employed is its top priority. Finland's migration policy is based on several government programs and policies. Finland's policy on integration is outlined in the government's policy document called *Government Integration Programme* for the years 2016-2019. This program is based on four **focus areas**: 1) Using immigrants' cultural strengths to enhance Finnish innovation capacity, 2) Enhancing integration through cross-sectoral measures, 3) Increasing cooperation between the State and municipalities in the reception of beneficiaries of international protection, and 4) Promoting a humane national discussion culture that will not tolerate racism. In addition, the government's action plan on integration (May 2016) included, for example, measures to streamline the inception of integration services, to improve recognition of education obtained abroad and to integrate language studies into other studies⁵⁸. The national budget for integration training was increased by 18 million euros for year 2015 to a total of 52 million euros. The same applied for year 2016. Consequently, queues to integration training were shortened⁵⁹.



Finland is currently renewing its administrative structure significantly. A new administrative level and a strengthened regional level will be introduced in **legislation** in the spring of 2018 and effective from the start of 2020. Several other pieces of regulation are also being reformulated as a consequence of this restructuring. This also applies to the *Act on the Promotion of Immigrant Integration* (laki kotoutumisen edistämisestä), which concerns immigrants who have moved to Finland and who are not Finnish citizens (foreigners and persons with no citizenship). The integration services defined by this act are provided for immigrants with a residence permit or with a registered right to be in the country. The aim of the Act on the Promotion of Immigrant Integration is to make it easier for immigrants to achieve equality with the rest of the population, both in terms of rights and obligations. Especially during the early stages of their stay in Finland, immigrants are provided with measures and services promoting and supporting integration⁶⁰. At the moment, it seems that the reformulation of the Act on the Promotion of Immigrant Integration does not include major changes to the integration services themselves. However, changes will take place on the division of labour between the municipalities and regions.



The integration services are provided on the basis of the individual's needs, not on the basis of the reason of entry. There is no particular one-size-fits-all "**integration program**" that everybody is required to partake in. The main integration services outlined in the Act are the initial assessment, an individual integration plan, providing basic facts about Finland and providing information and

⁵⁸ See also Matti Sarvimäki, Labour market integration of refugees in Finland, VATT Institute for Economic Research, Research Reports 185/2017. <http://vatt.fi/documents/2956369/4207575/t185.pdf>

⁵⁹ The National Institute for Education in Finland, http://www.oph.fi/download/166045_Kristina_Stenman_Kotouttavan_koulutuksen_nakymat.pdf

⁶⁰ See [Integration.fi](https://kotouttaminen.fi/en/legislation) and in specific <https://kotouttaminen.fi/en/legislation>.

counselling based on individual needs and, most importantly, integration training. *Integration training for Immigrants* (kotoutumiskoulutus) is the central tool for educational and skill development for all newly arrived and is elaborated above under theme 1. Most of the integration training is implemented as labour market training meaning that the participants are considered as jobseekers. Thus, the target group is all newly-arrived unemployed jobseekers regardless of their entry status.



There is limited availability of **language training** at reception centres. Since the integration training only includes unemployed newly arrived, if a refugee becomes employed immediately after having been granted a residence permit, he or she can end up without the integration training and thereby without language training. An asylum seeker can start working three to six months after the person has told the police or the border control authorities that he or she is applying for asylum in Finland. However, unemployed refugees are not entitled to the employment services provided by the Employment and Economic Development Offices (TE-office).

6.3 Iceland - Legislation and focus areas

Table 8: Overview of national context in Iceland

| National Context | |
|------------------------------|---|
| Focus areas | <ul style="list-style-type: none"> • Social support for families. • Labour market integration. |
| Legislation | <ul style="list-style-type: none"> • No specific legislation regarding refugees in the labour market; policy focus on mainstreaming approach. |
| Integration programme | <ul style="list-style-type: none"> • All refugees receive guidance in job seeking, language training and cultural and societal training. |
| Language training | <ul style="list-style-type: none"> • All refugees are offered cost-free language training during the first year. • In cases where training is not free, refugees are eligible to subsidies. |



Due to the low numbers of refugees and asylum seekers in Iceland, it is hard to specify a specific **focus area** in the Icelandic politics regarding labour market integration of refugees. However, refugees as a topic has been given political attention and a parliamentary action plan was approved in 2016 where one of the five pillars in the plan focuses on matters regarding refugees. One of these actions is to make it easier for refugees to enter the labour market as soon as possible after arriving in Iceland. Moreover, the Directorate of Labour has become more involved in the integration of refugees due to the fact that more refugees are entering the labour market after an increase of asylum seekers being granted international protection in Iceland over the last three years. The Directorate is working on new guidelines and methods to support the labour market integration of refugees. After the increase of refugees in Iceland the Directorate has put more emphasis on integration of vulnerable groups, including refugees, into the labour market. Refugees are in most circumstances employed in low paid, unskilled jobs in the local communities. The approach to integrate refugees into the labour market is not formalized, and all cases are processed individually by the relevant authorities. Like other unemployed persons in Iceland, refugees are offered counselling, where the counsellors will take the refugees' education level and potential interests into account when matching refugees with job openings.



Iceland has **no legislation** outlining an actual labour market integration program, though the Ministry of Welfare's refugee committee in 2013 created a set of *guidelines for refugees* targeted specifically at quota refugees (Viðmiðunarreglur flóttamannanefndar)⁶¹. The guidelines ensure that refugees receive services and support for at least one year after arrival to the country. All refugees can obtain guidance in job seeking, language training as well as cultural and society training from either the Directorate of Labour or the Regions where they live, and depending on their refugee status (quota or other refugees), it is either obligatory or optional. As an example, it is obligatory

⁶¹ To find a common way to handle quota refugees and refugees arriving on their own, Iceland has established a committee to make shared guidelines for welcoming and integrating all refugees in a similar way. The committee consists of governmental and civil society representatives.

for quota refugees to seek jobs and participate in culture and society training courses, though the authorities do not have any sanctions if the refugees do not participate.



Another important part of the integration initiatives in Iceland is **language training** for all foreigners. All refugees, including children in kindergarten, school or high school, are offered free language training during the first year after arrival. It is expected of quota refugees to participate in language training and they will receive financial support to pay for the training. In case they enter the labour market the courses will still be subsidised. The refugees arriving on their own are not imposed to participate, however, they will be encouraged to participate. These refugees can apply for public subsidies for language courses that have a fee. Furthermore, the Ministry of Education offers subsidies to employers offering language training for refugees. This includes companies that offers structured training in labour market oriented language to their employees. Refugees in Iceland can in general receive language training with different focuses, such as IT.

Overall results of the labour market integration

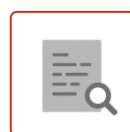
A comprehensive research study from 2017⁶² assessed, among others, the labour market integration of refugees who had received international protection in Iceland. Of those who took part in the research 42% were employed, 18% were studying, 13% were unemployed and 21% were receiving disability benefits. The majority of those who were employed, specifically 69%, worked in the service and sales sector or the healthcare sector.

According to Statistic Iceland, 79.4% of all male refugees who received international protection in Iceland in 2014 received over 75% of their income from participation in the labour market in 2016. However, 53.3% of all females who received international protection the same year were in 2016 receiving over 75% of their income from participation in the labour market. For those who received international protection in 2015, 51.9% of all male refugees were receiving 75% or more of their income from participation in the labour market in 2016 and 52.9% of the female refugees.

6.4 Norway - Legislation and focus areas

Table 9: Overview of national context in Norway

| National Context | |
|------------------------------|--|
| Focus areas | <ul style="list-style-type: none"> Integration in the labour market. Closer cooperation with social entrepreneurs and private providers. Economic incentives for refugees finishing integration programs. |
| Legislation | <ul style="list-style-type: none"> The Immigration Act The Introduction Act The Education Act |
| Integration programme | <ul style="list-style-type: none"> Full-time introduction program initiated within three months of arrival. Economic benefit under the program. Program lasts up to two years. Individually customized content. Emphasis on Norwegian language and society. |
| Language training | <ul style="list-style-type: none"> Refugees between 16 and 67 have the right and obligation to Norwegian language training and social studies. Courses are free if completed within three years. Minimum of 600 hours and maximum of 3000 hours of education if the need is proven. Mandatory for permanent residence permit or citizenship. |



The Norwegian government presented a new overall political agenda in January 2018. This agenda indicates some of the **focus areas** in the Norwegian integration policy. In the political agenda, participation in the labour market is pointed out as central to the integration of immigrants. As one means to this end, the government wants a differentiated asylum reception structure and introduction program. For example, the Integration Reception Centres established in 2016 and early

⁶² <http://ams.hi.is/wp-content/uploads/2015/09/A%C3%B0lo%CC%88gun-flo%CC%81ttafo%CC%81ks-Sky%CC%81rsla-lesin.pdf>.

2017 provides differentiation in the asylum reception structure⁶³. The government is also planning to reform the Introduction program to make it more labour market oriented. The government states that the aim is to make it easier to combine participation in the Introduction program with ordinary work, and to combine language training and work practice. Closer cooperation with social entrepreneurs and private providers, as well as offering a bonus for participants finishing the program and getting employed faster, are other possible measures the government is considering. Another important change is the recent transfer (January 2018) of the responsible actor for the integration policy in Norway from the Ministry of Justice and Public Security to the Ministry of Education and Research. This structural change indicates that integration is now seen more closely connected to education.



Regarding **legislation** on labour market integration of newly arrived in Norway, it is the *Immigration Act* (Utlendingsloven) that regulates the permission to enter, reside, settle and work in Norway. In addition, the *Introduction Act* (Introduksjonsloven) regulates two programs – the *Introduction program* and training in Norwegian language and society. The object of the law is to enhance newly arrived immigrants' participation in the labour market and society, along with their economic independence. The Introduction Act constitute the framework for the Introduction program.

The *Education Act* (Opplæringsloven) relates to primary and secondary education in Norway. In august 2017 the government extended the rights for immigrants to adult education. Immigrants now have the right to attend secondary school without having completed secondary school in their country of origin. The county municipality (fylkeskommunen) can decide to offer refugees over 18 years secondary school while awaiting decision about their application for residence permit, but only if it is not on the expense of a person with the right to secondary education.



Norway has an **Introduction program** for newly arrived and settled refugees who lack basic qualifications. The Introduction program is rooted in the Introduction Act. All municipalities must provide an Introduction program to newly arrived refugees settled in their municipality as soon as possible after the settlement and within three months. The program must be a fulltime offer. The participants receive an economic benefit during participation (called introduksjonsstønad). In case of invalid absence, the participant will lose parts of their economic introduction benefit. The program lasts up to two years, but can be prolonged in special cases if the participant has not reached the goals set in his/her individual plan. The content of the program shall be customized to each participant and should be outlined in an individual plan together with the participant.

The overall purpose of the Introduction program is for newly arrived refugees to learn Norwegian and take part in education or the labour market in Norway as quickly as possible. The emphasis in the program is thus placed on training in Norwegian language and society. The Introduction program must also include education-oriented or employment-oriented efforts. Within this framework set by the law, municipalities can to a large degree decide for themselves the organization and the content of the Introduction program. Participants in the Introduction program can attend primary or secondary school as part of the program. Since the autumn of 2016, secondary school can be taken full time within the Introduction program.

Results of the Introduction program

In 2016, 23,961⁶⁴ immigrants participated in an introduction program. That year, 61% (men 71% and women 49%) of the participants were employed and/or in education one year after finishing the introduction program⁶⁵. These results are below the national objective of the Introduction program stipulated in 2010, which aims to have 70% of the participants employed or enrolled in

⁶³ In the Integration Reception Centres, the residents are obligated to participate in intensive fulltime training and qualification aimed at improving the integration process for highly motivated asylum seekers. The residents are closely monitored in terms of efforts and results, and is ensured through incentives and sanctions. This was first announced in the white paper "From reception centre to the labour market – an effective integration policy" (Meld. St. 30 2015-2016 – Report to the Storting), and confirmed in the new political platform.

⁶⁴ <https://www.ssb.no/utdanning/statistikker/introinnv/aar-deltakere>.

⁶⁵ <https://www.ssb.no/utdanning/statistikker/introinnv/aar-tidligere-deltakere>.

education one year after ending the Introduction program⁶⁶. The employment and education rates distributed across men and women show a significant gender gap in the success rate. There are also significant differences in results between municipalities. This is partly due to differences in the municipalities' conditions and individual-level differences between the participants.



In Norway, qualification is seen as a gateway to participation in the workforce. Rights and obligation to **training in Norwegian language** and social studies depends on the age and the grounds for residence. Refugees between 16 and 67 with a residence permit have the right and obligation to training in Norwegian language and social studies. The courses are free as long as the training is completed within three years. The obligation stipulates that training is mandatory in order to receive a permanent residence permit or citizenship on a later stage. These obligations are regulated by the Immigration Act (Utlendingsloven) and the Nationality Act (statsborgerloven). The municipality must offer at least 600 hours of training, where 550 hours are offered in Norwegian language and 50 hours in social studies. If the participant applies for more training, the municipality can offer up to 3,000 hours of training if the need is proven⁶⁷. Language training is central in the introduction program and Skills Norway has supported an increased focus on work-oriented Norwegian training. A new website devoted to this theme was launched in early 2017, with the purpose of supporting teachers working with adult education (voksenoppl ring) in the planning of education to best prepare their pupils for the Norwegian labour market.

6.5 Sweden - Legislation and focus areas

Table 10: Overview of national context in Sweden

| National Context | |
|------------------------------|--|
| Focus areas | <ul style="list-style-type: none"> Shortening the establishment period |
| Legislation | <ul style="list-style-type: none"> Temporary Alien's Act The Education Act |
| Integration programme | <ul style="list-style-type: none"> For newly arrived between 20 and 64 years of age Assigned individual plans Focuses on language studies, citizen-orientation and different preparatory employment activities Full time activities for 24 months, during which establishment allowance is granted, conditioned on participation |
| Language training | <ul style="list-style-type: none"> Participation possible while waiting for residence permit Two courses: Swedish for Immigrants and professional Swedish directed at professions |



One **focus area** in Swedish integration policies is shortening the establishment period for newly arrived. Important tools to achieve this are: early efforts regarding mapping of refugees' competences and providing language studies, clear demands towards the individual refugee and *Fast tracks* to deficit professions.



Sweden's migration policy has in recent years been characterized by a number of changes in the migration **regulation**. These have changed the possibilities and incentives concerning labour market entrance and attachment amongst the target group of newly arrived. One major change is the implementation of a *temporary Alien's Act* (2016-2019) that limits asylum seekers' possibility to get a residence permit in Sweden. In 2017, another law was passed which permits younger newly arrived who have finished an education to stay in Sweden and apply for a job during a period of up

⁶⁶ The social science research community Fafo has conducted a comprehensive evaluation of the Introduction program that was published in the autumn of 2017. The measures that are proven to contribute positively to the transition to labour participation, is work-oriented measures, user involvement, all-day program and Norwegian language training. Introduction programs that are organized within NAV can offer a wider range of employer-oriented measures, but seem to have lesser education-oriented measures. Cooperation with a centre for adult education (voksenoppl ringen) are considered to increase the likelihood of using both work practice, language practice and primary school as measures in the Introduction program. The report shows good experiences with parallel qualification, meaning that participants partake in several measures simultaneously rather than sequentially. Many of the training centres report that they facilitate combination efforts between Norwegian training and work practice, or between Norwegian training and primary school. This is nevertheless not common.

⁶⁷ For persons that arrived before 2012 the number of hours offered is 250 hours of Norwegian language and 50 hours of social studies.

to 6 months⁶⁸. During 2016, changes were also made to the national *Education Act* to ensure more effective teaching of newly arrived students⁶⁹.

Since the 1st January 2018, Sweden has new regulations for establishment of newly arrived in society as well as the labour market. Within the new legal framework, regulations regarding the establishment measures directed towards newly arrived will be harmonised with other jobseekers. One aim of the changes is to emphasize every individual's own responsibilities. One specific example is the *obligation to participate in education* (utbildningsplikten). It means that those individuals deemed to be in need of further education to find work must participate in relevant forms of supplementary education in order to be eligible for benefits⁷⁰. This change in regulation aims at targeting newly arrived with low or no formal education.



In Sweden, the *Establishment program* (Etableringsprogrammet, before 2018 called the Establishment Assignment) is the main **integration program** for newly arrived between the ages of 20 and 64⁷¹. Newly arrived included in the program are assigned an individual plan, containing different activities, including language studies, citizen-orientation⁷² and different preparatory employment activities—which are all mandatory. These combined should cover full-time activities for up to 24 months. During this period, the participant receives an establishment allowance, and this is now conditioned on the individuals' participation. The target group that is eligible for the national establishment program is becoming increasingly heterogeneous owing to the recent years' increased influx of migrants and the large variety of educational levels within the group. This development has put new demands on the establishment program to engage the educational system to a much higher extent.

Results of Establishment program

In December 2017, 74,265 participants in the establishment program were registered with an establishment plan. Since then, there is a tendency towards a decrease in the number of participants. Evaluations reveal that around 33% of the participants are employed or studying three months after finishing the two-years program⁷³. During 2016, 40% of those who left the establishment program continued with other activities at the Swedish Public Employment Agency, while only 4,5% continued to a regular job. Furthermore, only 6% continued to regular education three months after finishing the program⁷⁴. To sum up, some evaluations of the establishment program show positive effects on the employment rate of the target group, while others question the implementation as well as the effectiveness of the program. A review of the evaluations of establishment efforts show that initiatives with a more direct connection to the labour market have a higher possibility to lead to work⁷⁵. It should be noted that the recent changes in legislation concerning the establishment of newly arrived will affect the comparability of statistical data.



Within the initiatives *Swedish from day one* (Svenska från dag ett) and *Everyday Swedish* (Vardagssvenska), asylum seekers in Sweden can participate in **language courses** while they are waiting for a residence permit. Once they have received a residence permit, they continue to the establishment program. There are two types of language courses within the program: *Swedish for Immigrants* (SFI) and *Professional Swedish* (Yrkessvenska). SFI is Swedish language training at

⁶⁸ Lag (2016:752) om tillfälliga begränsningar av möjligheten att få uppehållstillstånd i Sverige; Lag (2017:353) om uppehållstillstånd för studerande på gymnasial nivå.

⁶⁹ SFS 2016:15 Lag om ändring i skollagen (2010:800).

⁷⁰ I.e financial support from Försäkringskassan, the governmental body that administers different allowances within the social security system. Lag (2017:584) om ansvar för etableringsinsatser för vissa nyanlända invandrare; Förordning (2017:820) om etableringsinsatser för vissa nyanlända invandrare. Förordning (2017:819) om ersättning till deltagare i arbetsmarknads-politiska insatser.

⁷¹ In exceptional cases newly arrived between 18-19 can participate in the program.

⁷² The newly arrived are entitled to Civic Orientation organized on municipal level and is often given in the mother tongue. The purpose of the Civic orientation is to facilitate integration and support participation in Swedish society. The orientation must be given as early as possible after arrival at the municipality and is communicated in dialogue and discussion form adapted to the newly arrived's own prerequisites and perspectives (<http://extra.lansstyrelsen.se/integration/Sv/samhallsorientering/Pages/samhallsorientering.aspx>).

⁷³ Arbetsförmedlingen (2017) Återrapport - Förbättra genomförandet av etableringsuppdraget.

⁷⁴ Arbetsförmedlingen (2017) Perspektiv på etableringsuppdraget.

⁷⁵ Riksrevisionen (2015) Nyanländas etablering - är statens insatser effektiva?; Joyce (2017) Inspiration för integration - en ESO-rapport om arbetsmarknadspolitik för nyanlända i fem länder.

different levels for adults who do not have Swedish as their first language. Professional Swedish is another type of language training that has been adjusted to the requirements within different industries and professions.

APPENDIX 3 NATIONAL REFUGEE STATISTICS

Denmark

Table 11: Refugee statistics, Denmark

| Indicator | National data |
|---|---|
| Total number of refugees* | 23,380 |
| Gender distribution** | Male: 70% Female: 30% |
| Age distribution*** | Below 18: 24% 18-35: 53% 35-65: 22% Over 65: 1% |
| Main countries of origin**** | Syria (64%) Eritrea (15.5%) Stateless (8.5%) |
| Employment rate***** | All refugees: 24.5% |
| Education level***** | Newly arrived: Primary school: 55% Secondary school: 15 % Practical education: 4% Formalized vocational training: 6% Higher education: 13% No education: 8% |
| Refugees granted asylum in 2014-2016 out of total population ***** | 4 refugees per 1000 citizens (population 5,711,870 ⁷⁶) |

*Total number of people granted asylum by the receiving country in the years 2014-2016. Asylum approved in the first instance, or appealed to a final instance granting asylum.⁷⁷

**Share of males/females out of total number of refugees, counted as in *.

***Age distribution of the total number of refugees, counted as in *.

****The three countries of origin accounting for the largest number of refugees in the period 2014-2016, counted as in*.

*****All refugees: People with refugee status, including family members brought to the country subject to family reunification, between 16-64 years of age in full-time employment, not entrepreneurs. Numbers from 2017⁷⁸.

*****Educational level of newly arrived refugees and relatives subject to family reunification. Primary School: lowest level of formal education. Secondary school: Higher general education. Practical education: Apprentice-based education in a craft. Formalized vocational training: School-based training for a craft. Higher education: University level education⁷⁹.

***** Same as* out of total population in 2016.

⁷⁶ <http://www.worldometers.info/world-population/denmark-population/>

⁷⁷ <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>.

⁷⁸ <https://www.dst.dk/da/Statistik/nyt/NytHtml?cid=29335>.

⁷⁹ <http://uim.dk/nyheder/integration-i-tal/integration-i-tal-nr-2-24-maj-2016/nyankomne-flygtninge-er-lavtuddannede>.

Finland

Table 12: Refugee statistics, Finland

| Indicator | National data |
|---|---|
| Total number of refugees* | 10,595 |
| Gender distribution** | Male: 70% Female: 30% |
| Age distribution*** | Below 18: 33% 18-34: 48% 35-64: 18% 65 or older: 1% |
| Main countries of origin**** | Iraq (37%) Afghanistan (18.5%) Syria (12.5%) |
| Employment rate***** | All refugees: 39% |
| Education level***** | Primary school: 40% Secondary school: 42% Higher education 18% |
| Refugees granted asylum in 2014-2016 out of total population ***** | 1,9 refugees per 1000 citizens (population 5,535,986 ⁸⁰) |

*Total number of people granted asylum by the receiving country in the years 2014-2016. Asylum approved in the first instance, or appealed to a final instance granting asylum⁸¹.

**Share of males/females out of total number of refugees, counted as in *.

***Age distribution of the total number of refugees, counted as in *.

****The three countries of origin accounting for the largest number of refugees in the period 2014-2016, counted as in*.

*****Numbers from the survey in 2014⁸².

*****Primary school: max 9 years of schooling. Secondary school: Higher general schooling. Higher education: University level education. Source: Same as *****.

***** Same as * out of total population in 2016.

⁸⁰ <http://www.worldometers.info/world-population/finland-population/>

⁸¹ <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>

⁸² Source: Data from the Survey on work and well-being among people of foreign origin (UTH), Statistics Finland, the National Institute for Health and Welfare (THL), and the Finnish Institute of Occupational Health (TTL), 2014. Survey data is based on participants' own announcement. http://www.stat.fi/tup/julkaisut/tiedostot/julkaisuluettelo/yyti_uso_201500_2015_16163_net.pdf

Iceland

Table 13: Refugee statistics, Iceland

| Indicator | National data |
|---|---|
| Total number of refugees* | 235 |
| Gender distribution** | Male: 72.5% Female: 25.5% Unknown: 2% |
| Age distribution*** | Below 18: 23% 18-34: 51% 35-64: 26% 65 or older: none |
| Main countries of origin**** | Syria (17%) Iraq (15%) Iran (10%) |
| Employment rate | N/A |
| Education level | N/A |
| Refugees granted asylum in 2014-2016 out of total population ***** | 0,7 refugees per 1000 citizens (population 332,474 ⁸³) |

*Total number of people granted asylum by the receiving country in the years 2014-2016. Asylum approved in the first instance, or appealed to a final instance granting asylum⁸⁴.

**Share of males/females out of total number of refugees, counted as in *.

***Age distribution of the total number of refugees, counted as in *.

****The three countries of origin accounting for the largest number of refugees in the period 2014-2016, counted as in*.

***** Same as * out of total population in 2016.

⁸³ <http://www.worldometers.info/world-population/iceland-population/>

⁸⁴ <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>

Norway

Table 14: Refugee statistics, Norway

| Indicator | National data |
|---|---|
| Total number of refugees* | 18,135 |
| Gender distribution** | Male: 64.5% Female: 35.5% |
| Age distribution*** | Below 18: 30% 18-34: 53% 35-64: 16% 65 or older: none |
| Main countries of origin**** | Syria (39%) Eritrea (24%) Afghanistan (11%) |
| Employment rate***** | Refugees: 47.8% Immigrants: 60.2% |
| Education level***** | Higher education: 21.6% ⁸⁵ Vocational education: 1.1% Secondary school: 20.8% Primary school: 52.3% No education: 4.1% |
| Refugees granted asylum in 2014-2016 out of total population ***** | 3,5 refugees per 1000 citizens (population 5,254,694 ⁸⁶) |

*Total number of people granted asylum by the receiving country in the years 2014-2016. Asylum approved in the first instance, or appealed to a final instance granting asylum⁸⁷.

**Share of males/females out of total number of refugees, counted as in *.

***Age distribution of the total number of refugees, counted as in *.

****The three countries of origin accounting for the largest number of refugees in the period 2014-2016, counted as in*.

*****Ages 15-64 years. Refugees: first time immigrants registered as refugees, not including immigrants subject to family reunification. Immigrants: People born in a foreign country of two parents born in a foreign country and four grandparents born in a foreign country. An immigrant has at some point migrated to Norway⁸⁸.

*****Numbers cover immigrants of 16 years and older. Primary school: Lowest level of schooling. Secondary school: Higher general schooling. Higher education: University level education⁸⁹.

*****Same as * out of total population in 2016.

⁸⁵ Hereof: University and university college, short 16,3 % and University and university college, long 5,3 %.

⁸⁶ <http://www.worldometers.info/world-population/norway-population/>

⁸⁷ <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>.

⁸⁸ <https://www.ssb.no/arbeid-og-lonn/statistikker/innvregsys> and [https://www.imdi.no/tall-og-statistikk/steder/F00/arbeid/sysselsetting-etter-innvandringsgrunn/enkeltaar/@\\$u=prosent;\\$y=2016;innvgrunn7=arbeid%2Cfamilie%2Cflukt%2Cutdanning%2Cuoppgitt%2Cannet;kjonn=alle](https://www.imdi.no/tall-og-statistikk/steder/F00/arbeid/sysselsetting-etter-innvandringsgrunn/enkeltaar/@$u=prosent;$y=2016;innvgrunn7=arbeid%2Cfamilie%2Cflukt%2Cutdanning%2Cuoppgitt%2Cannet;kjonn=alle).

⁸⁹ SSB: <https://www.ssb.no/statbank/table/11291/tableViewLayout1/?rxid=6391ccf9-f991-40de-8f4a-d00acac570df>.

Sweden

Table 15: Refugee statistics, Sweden

| Indicator | National data |
|---|---|
| Total number of refugees* | 137,440 |
| Gender distribution** | Male: 64% Female: 36% |
| Age distribution*** | Below 18: 33% 18-34: 43% 35-64: 23% 65 or older: 2% |
| Main countries of origin**** | Syria (58%) Eritrea (13%) Stateless (10%) |
| Employment rate***** | Employment rate 2016: refugees that came to Sweden 2014: 31.6% refugees that came to Sweden 2015: 15.8% refugees that came to Sweden 2016: 4.6% |
| Education level***** | Foreign born that immigrated between 2012-2016: Less than secondary schooling: 20% Secondary schooling: 19% Higher education less than 3 years: 16% Higher education 3 years or longer: 26% Missing information: 19% |
| Refugees granted asylum in 2014-2016 out of total population ***** | 14 refugees per 1000 citizens (population 9,837,533 ⁹⁰) |

*Total number of people granted asylum by the receiving country in the years 2014-2016. Asylum approved in the first instance, or appealed to a final instance granting asylum.⁹¹

**Share of males/females out of total number of refugees, counted as in *.

***Age distribution of the total number of refugees, counted as in *.

****The three countries of origin accounting for the largest number of refugees in the period 2014-2016, counted as in*.

***** Refugees include those between 20-64 years that have been registered in a municipality and belong to the categories: person eligible for subsidiary protection, refugee under the 1951 Convention or person who has been granted a residence permit due to Particularly distressing circumstances and also relatives to someone within these categories⁹².

***** Secondary schooling: Higher general schooling. Higher education: University level education⁹³.

***** Same as * out of total population in 2016.

⁹⁰ <http://www.worldometers.info/world-population/sweden-population/>

⁹¹ <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>

⁹² http://www.statistikdatabasen.scb.se/pxweb/sv/ssd/START_AA_AA0003_AA0003B/MotFlyktUtbKon/table/tableViewLayout1/?rxid=f45f90b6-7345-4877-ba25-9b43e6c6e299

⁹³ https://www.scb.se/sv/_/Hitta-statistik/Temaomraden/Integration/Statistik/Registerdata-for-integration/Andel-forvarvsarbetande-kommunmottagna-flyktingar-20-64-ar-efter-antal-ar-efter-mottagandet-kon-och-mottagningsar/