

The logo of the University of Twente is located on the left side of the page. It features a stylized yellow diamond shape composed of smaller triangles, with a black line drawing of a pen nib pointing towards it. Below the diamond is a cluster of black and red dots of varying sizes, some of which are connected by thin lines.

UNIVERSITY OF TWENTE.

**Behavioural, Management, and Social
Sciences**

Integrating Refugees in the Swedish Labor Market: The Implementation of “entry recruitment” and “new start job” initiatives

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Abstract

This paper employs a qualitative research, by means of a multiple-criteria analysis, to study the implementation of two active labor market policies in Sweden which are aimed at the integration of refugees onto the Swedish labor market. With the central research question “To what extent have the Swedish labor market policies ‘instegsjobb’ and ‘nystartsjobb’ been implemented successfully?”, the study looked at the implementation from the perspectives of the implementers at the Public Employment Service only, and did not take into account the different perspectives of the beneficiaries. Furthermore, the focus is entirely on the implementation process itself, and does not consider whether the policies are successful in terms of meeting goals or whether they create positive outcomes. The study found that the implementation process appears to fulfill many of the criteria which were identified as crucial to the successful implementation of public policies, and therefore also showing that the policies themselves have, to a greater extent, been implemented successfully.

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1. Introduction

This thesis is dedicated to the umbrella topic “Civic Integration of Refugees”. More specifically, the topic of this thesis will be the implementation of two active labor market policies in Sweden, which are aimed at improving the integration of refugees into the Swedish labor market.

Sweden has a long history of receiving refugees. During the second World War, Sweden was home to many European Jews, who came from countries such as Denmark, Latvia, and Estonia. Since then, Sweden has received refugees from many other parts of the world, including the Balkans, South America, the Middle East, and Africa. In recent years, the number of the number of people who have applied for asylum in Sweden has increased annually, with 54, 270 in 2013 (Eurostat, 2014), 81, 180 in 2014, and 163, 000 in 2015 as a result of the refugee crisis. Related to this is the issue of how these immigrants fare on the job market. In its 2011 migration outlook, the OECD showed that Sweden had a significant gap between employment of refugees compared to the employment rate of native people, this also persisted in the 2013 migration outlook (OECD, 2013). Statistics Sweden has shown that after eight years in Sweden, 50% of a cohort of refugees will have employment. After 15 years, that figure has risen to 67% (Riksdagens utredningstjänst, 2016). Recently, though, a report released by Sweden’s parliamentary research service (Riksdagensutredningstjänst, 2016) showed that full-time employment among refugees is actually closer to 25% after eight years in the country, and after 15 years the corresponding figure is 34%.

There is a great debate in Sweden with regard to the integration of refugees. This is both normative in nature, in terms of what it means and what it should mean, but also substantive, in terms of how it should be facilitated or otherwise made possible. With Sweden becoming less and less industrialized, and the service sector taking up and increasing proportion of the Swedish economy, the country has fewer of the “traditional” jobs for the refugees. A natural development is that the discussion often relates to bridging the human capital gap between what the refugees possess and what is expected in the market. In the midst of a discussion on creating more low-skilled jobs, or lowering the minimum wage in certain industries, the Swedish government has put in place a number of initiatives to give refugees some experience in the Swedish labor market.

In 2007, the Swedish government launched two initiatives aimed at “strengthening the ties to the labor market for those who have weak ties”. In other words, the aim was to make immigrants more attractive for employers to hire. These policies are known as “Instegsjobb” and “Nystartsjobb”, which are officially called the “entry recruitment” and “new start jobs” initiatives in English. In 2010, the Swedish government overhauled the integration process in Sweden, and transferred a large portion

of the burden from the municipalities to the public employment service. This is known as 'etableringsreformen'.

These policies operate in the way that an employer, who would hire, for instance, a newly arrived asylum-seeker may have part of the asylum-seekers salary subsidized by the state. Newly arrived refers to those who have had their asylum-request processed, and have been given a residence permit. Currently, it can take up to 14 months for one's asylum request to be processed.

Often times these two programs are not completely independent, as newly arrived will often have a job under the recruitment incentive, and follow it up with the a job under the new start initiative (Riksrevisionen, 2013). Indeed, the mandatory introduction plan that was introduced in 2010 includes the possibility for the refugees to already have an employment under the recruitment initiative already within the first few months of receiving a positive decision on their asylum application.

It was revealed by Dagens Nyheter (Örstadius, 2016), a large Swedish newspaper, that only one in three refugees who arrived in Sweden in 2007 have finished all the parts of the Swedish for Immigrants (SFI) program. They also revealed that the proportion of refugees who earn more than 13000 SEK per month among those who did not finish the program is 36%, while the corresponding proportion among those who did finish the program is 66%. Though there are almost certainly some lurking variables which influence the disparity here, this fact is also indicative that there may be a connection between completion of the SFI programs and monthly salary for refugees. One of the policies to be studied in this paper, the "entry recruitment initiative" is directly related to the SFI program, and has as it as a requirement that a person who takes part in the initiative must also be enrolled for SFI.

Social & Academic Relevance

There is a great degree of social and scientific relevance in understanding the performance of refugees in modern European labor markets. With the comparatively lower levels of human capital among refugees, it may come little surprise that they do not perform to the same extent as natives do on the labor market. For European societies, it is of great importance that they are able to construct policies which better facilitate the entry of refugees into the labor market, so as to lay the grounds for their independence, allowing for the state to have less of a financial burden, but also for the refugees themselves to increase the quality and enjoyment of their lives. From a scientific perspective, it is especially important to understand the variables which affect the performance of different groups, what types of policies are well-equipped for the task of bringing refugees into the labor market, and also for understanding the implications of introducing such policies.

A part of the academic and social value that this paper generates stems from the fact that the paper focuses on the implementation rather than the efficacy of the policies at hand. This is important, for it scrutinizes the policies in a new light, and opens up for similar research to be done on similar policies.

This also has great social and political importance, for it is imperative that the population and politicians in a receiving country are aware of the degree to which they can be said to be helping refugees, and the degree to which policy makers at large are to be considered to conduct good governance. A better understanding of the implementation may be obtained by analyzing the implementation of these policies from the perspectives of the other affected actors, thus the social benefits may be even greater. This paper, however, provides a good basis for a snapshot regarding the implementation of these active labor market policies. As such, this paper is an important addition to both the study of implementation of public policy, but also as a part of the study of the integration of refugees, both in Sweden and Europe.

Objectives of the Research and Research Questions

The research question that this paper will seek to answer is “To what extent have the Swedish labor market policies ‘entry recruitment initiative’ and ‘new start jobs’ been implemented successfully?” Given that there are several dimensions to implementation, a number of sub-questions have been devised in order to reach an answer for the main research question. The sub-questions are:

- Are the goals of the policies clear and understood by the implementers?
- Are the means by which the policies should be achieved understood by those who should implement them?
- Do the implementers have sufficient resources by which to meet the goals of the policies?
- Are the implementers sufficiently informed on how the policies are to be carried out?
- Are the beneficiaries, ie. employers and refugees, sufficiently informed about the benefits of the programs?
- Is there any conflict involved in the implementation of the policies?

The research questions themselves will be answered through a series of interviews with employees at the Swedish public employment service. These interviews will be analyzed through the lens of a policy implementation framework. The end of the paper will provide a number of policy recommendations based on the outcome of the interviews and the conclusions drawn from them. Though it may be pertinent to discuss the costs and benefits associated with the policies, or otherwise make a judgment of whether they are sufficiently fulfilling their ostensible goals of

integrating refugees into the Swedish labor market, it will be outside the scope of the research paper to delve into this at any great depth. The main goal is simply to understand the processes by which the policies are implemented, and then assess the degree to which they can be said to be implemented correctly. It will then be up to other researchers in the future to conduct more specific research into the costs and benefits associated with the policies themselves. Hence, this paper will be opening up the policies for further research, allowing for a better scientific understanding of active labor market policies and their role in integrating refugees into a foreign country's labor market.

Goals of the Research

The central goal of the research is to answer the research question “To what extent have the active labor market policies “*entry recruitment initiative*” and “*new start jobs*” been implemented successfully?” With this in mind, it is necessary to explain what dimensions relate to the concept of “successful implementation”. Commonly, for policies to be successful, it is said that they should:

- Have clear and consistent goals
- Minimize the number of actors involved
- Limit the extent of change necessary
- Place implementation responsibility with an organization sympathetic to the goals of the policy

The first point is quite self-explanatory. It is logical that in order for policies to be implemented correctly, those who are doing so must know what they are working towards. Similarly, the number of actors involved should be restricted such that the level of conflict is also kept low. The connection here is that organizations, though, they may have similar goals, will typically have somewhat different preferences.

2. Background Information

The aim of this chapter is to properly introduce the policies themselves, and also to shed light on the implementing agency that is responsible for them. What follows is a description of the public employment service, as well as a description of the “entry recruitment initiative” and “new start jobs” policies. This should make clear what the conditions for the policies are, and how they are intended to work.

Description of Public Employment Service

The public employment service in Sweden was founded on the 1st of January, 2008. Previously, the functions of the PES were handled by a mix of different actors, with Arbetsmarknadsstyrelsen

(roughly, labor market council) being the largest and oldest. As an organization, it is described as “goal oriented” and that it is controlled by and works towards goals set from above (Arbetsförmedlingen, 2016). The goals of the organization are by and large defined in the annual regulatory letter from the government, which stipulates what the organization should be prioritizing and defines the internal guidelines by which it functions.

Operative goals are set at the various offices around the country. These goals are derived from the overall goals of the organization, and they set out to explicate the tasks that need to be undertaken, who shall do so, how it should be done, how the result is to be measured, and when the activity is meant to be done.

Policy Descriptions

In order for the reader to understand what is being discussed in this paper, it is essential that the policies themselves are described and made clear as to how they function. The purpose of this section will then be to outline how the two policies function, what the differences are, and what the expected outcomes for each policy are. The responsibility of implementation lies primarily in the hands of the public employment service, for they are the ones who will be giving approval for employers to receive the benefits of the policies. Prior to the 2010 integration reform, more of the responsibility for integration in general was in the hands of the municipalities, but the idea was that there would be less conflict involved if greater responsibility and competences were given to a single organization, thus providing a more streamlined and more efficient integration process.

The policies themselves are designed in such a way that individuals who have little practical experience in the Swedish labor market are able to gather some experience through subsidized employment. In the case of refugees, this can be seen not only as a means for them to acclimatize or adjust to the new working conditions, and for them to better come to understand the working culture in Sweden, but also as a way for refugees whom had limited qualifications and work experience already in their home country to make themselves more marketable on the labor market. This works on the understanding that any form of experience, no matter how little, will make a person more attractive to future employers. If a person can show that one has worked for a Swedish employer previously, especially if one is able to use the employer as a reference for future job applications, it provides a level of security or confidence in the decision to hire them, and the employer does not have the same risk perception as they otherwise might have when looking at applications from refugees.

Furthermore, the Swedish labor market puts a lot of stress on having professional networks, in terms of knowing someone at a company or organization that may be hiring. These policies also aim to

facilitate the creation of such networks for the refugees, by putting them in contact with their employers, and also through the natural contact that comes from working together with other people at the same work place.

Entry-recruitment Initiative

Goals

To begin with, there is the “entry recruitment initiative”, or “instegsjobb”. This is an active labor market which has the goal of integrating refugees into the Swedish labor market, in conjunction with building up the work-related Swedish language competences. Specifically, it aims to “strengthen the ties to the labor market of those who are far away from it” (Arbetsförmedlingen, 2016). In many cases, this is simply interpreted as seeking to increase the chances of employment for those who make use of the program. As for the amount of refugees that this policy is intended to help employ, there are no specific goals set. It is more to be a tool used by the PES to fulfill its role.

As a policy, this works as a direct subsidy for the employer, in that it covers up to 80% of the wage of the employee. Though it ostensibly should cover up to 80%, there is still a daily maximum subsidy of 800SEK. This entails that for higher paying jobs, the subsidy will be less than 80% of the wage, for the daily wage of the employee is often higher than 1000SEK. Additionally, it is required that the employment contract is in line with the collective agreements of the industry, which in effect lowers the monetary benefits given to the employer as a result of them needing to factor in insurance benefits for the employees. Part of the collective agreements covers insurance, so the employer will be required to pay extra money for that.

Duration

The duration of the program is set at a maximum of 6 months at a time, with a total maximum of 12 months. If the employment is part-time, however, the individual may be allowed to make use of the policy for up to 24 months.

Those who are eligible are refugees who have arrived within the last three years. It is also possible for the families of refugees and labor immigrants to make use of the programs. The other requirements are that a person is over 20 years old, is registered at the public employment service, and is enrolled for Swedish lessons at Swedish for Immigrants (SFI). The last requirement is noteworthy, for in the National Audit Organization’s (NAO) report on how subsidized employments work (2013), they found that employers who have hired someone under the recruitment initiative often find that the individual is unable to work a satisfactory number of hours, due to them being held up by the language lessons.

Beyond the requirements for the refugees to be hired under this initiative, there are also a number of requirements for the employer. For instance, they must be registered for business in Sweden, and they may not have any significant debts with the Swedish enforcement authority for debt collection (Kronofogdemyndigheten).

Application process

The employers themselves are required to fill out forms for the employees that they wish to hire though they need to get approval from the relevant person at the public employment service. If they comply with all the requirements, both for the person they seek to hire, and also for the business or organization itself then they may receive the compensation for the programme.

New Start Jobs

Goals

Similar to the “entry recruitment initiative”, “new start jobs” also have as their aim to improve the chances of people to gain employment. Though the policy also allows for natives to make use of it, it is still largely directed towards newly arrived refugees. As with the “entry recruitment initiative”, there are no specific goals set for the amount of people who are to take part in this program.

“New start jobs”, or nystartsjobb, work in a slightly different manner as compared with the “entry recruitment initiative”. They cover the social security contribution of the employer (arbetsgivaravgift), which lies at around 50% of the wage costs. There is an upper cap, though, at 22 000 SEK per month.

Duration

As opposed to the “entry recruitment initiative”, eligibility for this program is quite a bit more open, in that it is not limited to immigrants; the long-term unemployed natives may also take part in the program. Other than that, roughly the same rules apply for eligibility as with the “entry recruitment initiative”. A key difference here is that, while the “entry recruitment initiative” requires the participant to be enrolled for Swedish for immigrants lessons, “new start jobs” are open to those who are not enrolled in such lessons. The obvious reason here is that the native-born would (likely) not require Swedish lessons in order to be better integrated into the labor market, and therefore any requirement for the foreign-born people to do so would put them at a disadvantage in terms of gaining employment through the programme.

Application process

The process of application for “new start jobs” is a rather simple one.

3. Theory

This section of the paper will discuss the existing literature that is related to the research question “To what extent have the Swedish labor market policies ‘instegsjobb’ and ‘instegsjobb’ been implemented successfully?” Given that this question regards the implementation of a policy, it will be answered by means of a policy evaluation. The specific format that the policy evaluation will take depends on the literature that exists, including both policy-specific reports and articles, as well as theoretical texts concerned with implementation of policies in itself. The literature discussed in this section was chosen specifically because it pertains either directly to the policies of concern, or to the study of policy implementation. The literature used and the following study will only look at the implementation of the policies, and will not make study the results or outcomes that are associated with them.

For the evaluation of public policies, one often finds that multi-criteria analyses (MCAs) are used (Rossell, 1993). So too, will the analysis in this paper follow the structure of a multi-criteria analysis. Similar to the framework developed by Rossell (1993), this study identifies criteria that are considered to be crucial to the implementation of public policies, and uses them to scrutinize the policies in question. By doing so, the answers to the research questions presented will be provided. The literature used is a mixture of existing literature on public policy evaluation and implementation, articles pertaining to the implementation of public policies, and reports on the specific policies in question will be used. The more criteria of the MCA that the policies meet, the more successful the policies will be deemed to be.

For decades, implementation has been a stage of the policy cycle that has been studied. Sabatier and Mazmanian (1983) wrote much on this topic, with their focus being on the top-down approach to policy-making. Here, the idea is that policies should be made from the top, and the implementers should be steered in how they actually put the policies into force. This relies heavily on the clarity of the policies themselves. The other approach to this would be the bottom-up one, where it is said that policies should be designed from the perspective of those who are actually implementing them, or from the “street level”. It is argued that those who are tasked with putting policies into practice have a better understanding of what can and needs to be done, in order for a policy to reach its goals. Furthermore, they would have a much more informed idea of how to address certain issues. Other authors, such as Matland (1995) attempt to combine, or synthesize, these two different approaches, with the argument that they both bring valuable perspectives to the table. It is not enough to simply dictate policies to the lower implementing levels and expect the goals to be reached without a problem, but it is also not enough to rely on the implementers to come up with the new policies, for

they may not have as great of an understanding of the greater picture. Hupe and Hill (2002) wrote a book called *Public Policy Implementation* which focuses on exactly that – the implementation of policies in the public sector.

Matland presents four pieces of common top-down advice in his paper (1995). These include making the goals of the policy clear and consistent, minimizing the number of actors involved, limiting the extent of change necessary, and placing the implementation responsibility with an authority which sympathizes with the goals of the policy. Hill and Hupe (2002) discuss a set of recommendations developed by Hogwood & Gunn (1984), includes beyond what has been discussed in other places in the paper, that external circumstances should not impose “cripping constraints”, that resources are available for the policies to be carried out at each stage, that there is a valid causal theory behind the policy, that

The European Union has produced several documents detailing guidelines for the implementation of their policies. An example of this is their ‘Guidance Document on Monitoring and Evaluation’ for the European Cohesion Fund and the European Regional Development Fund (European Commission, 2014). Though the focus of the document is on the evaluation of policies within the two European funds, they do outline a number of general recommendations related to implementation. The three most important concerns that they refer to are whether the beneficiaries of the policies are aware of the existence of the policies, whether they have access to them, and whether the application process is as simple as it can be. This would suggest that in order to ensure that the “entry recruitment initiative” and “new start jobs” are put into practice properly, the recipients (ie employers and refugees) should be made aware of their existence. Moreover, they should also have access to applying for them, the process of which should be as simple as possible.

Another EU document from the Directorate General Regional Policy (DG REGIO), on the evaluation of socio-economic development, lists a number of “golden rules” related to the evaluation of policies (DG REGIO, 2013). Here they discuss the need for understanding the different expectations that various stakeholders may have, and that it is not only important to ask for the opinions on the specific policy, but also to take their criteria of judgment into consideration when doing the evaluation.

With the declared goals of “strengthening the ties of those who stand furthest from the labor market” (Arbetsförmedlingen, 2016), it is apparent that the goal itself is not particularly unambiguous. Indeed, this was remarked upon by the NAO in their 2013 report, where they worked with three different definitions of what the goal would mean in terms of real outcomes (Riksrevisionen, 2013). In light of this, and in the context of a top-down framework for analysis, an

expectation would be that the implementation of the policies would suffer, or at least not be equal across all implementers, as a result of them not having a clear and consistent understanding of what they are to do and what is expected of them. Another reason for why implementation may be dissimilar across the board would be that the context in which the policies are being implemented is not the same everywhere, (Tilley & Pawson, 1997).

A 2009 article looked at the implementation of Norwegian activation policies which aim to include refugees both into the labor market and into the general society. The policies stated that everyone would get an individual tailored plan by having regular meeting with handlers. The handlers, though, did not feel that it was clear which aspect to focus on, and so they would tend to focus on the ‘wider forms of social participation’, thus setting aside the time constraints for work within the framework of the policies (Hagelund & Kavli, 2009). If implementers use their discretion to focus on only certain parts of the policy that they are tasked with, it may result the policies not reaching their targets overall. Hence, it will be important to find out whether the implementers involved in the “entry recruitment initiative” and the “new start jobs” are aware of how they should prioritize things. We will also want to find out whether they perceive there to be any conflict between what they feel they can achieve and what they should achieve with the policies.

Martin Qvist (2016) studied the effects of the 2010 reform of integration programmes in Sweden, and found that there have been significant conflicts and tensions between different agencies as a result. Though some of parts of these programmes have been removed since then (for instance the private actor program ‘Lots’), this study indicates that even if an agency has both the resources and the knowledge to implement a policy correctly, they may be unable to as a result of the structure of the policy. Furthermore, conflict may arise even between agencies that are ostensibly working towards the same policy goal (integration). This will offer another aspect to be considered in the interviews – it may prove useful to know exactly to what extent the handlers feel that they are constrained by their interaction with other agencies in their ability to locate “new start jobs” or “entry recruitment” opportunities for the newly arrived. If there is a high level of perceived or real conflict between different actors or authorities, then it is likely that the implementation of the policies will suffer, for no actor will be able to fully carry out their task without stepping on the toes of another actor.

Research has also been done on the ability of public employment services (PES) to carry out policies. Weishaupt (2014) wrote for the European Commission that in order for PES to implement policies effectively then budgets must be adequate and predictable, high-quality instruments must be available, and stakeholders must have durable trust-based relationships. The latter point entails that

there needs to be a higher level of cooperation between the agencies, and any conflict should be reduced. If there is conflict between the organizations, then it is not possible for them to cooperate, given that what one agency does would impede on either the performance or the reputation of the other. With this in mind, one should examine the extent to which handlers at the public employment service in Sweden feel that they are able to cooperate with the relevant actors in implementing or administering the initiatives examined in this paper. If high levels of conflict are perceived, then it is expected that the ability for the policies to be implemented will be reduced.

The Swedish National Audit Office (NAO) was tasked with making biennial reports on the integration of “newly arrived” in Sweden. In 2013, the NAO wrote dedicated their report to subsidized employments for newly arrived. The conclusion of the report was that the policies were not sufficient in meeting their stated goals. It was noted that in order for more jobs to be created under these policies, the Swedish Public Employment Service needs to work harder to reach out to employers and maintain the relationships between them. The report was partly based on questionnaires that were sent out both to employees at the public employment service. The results showed that employers often found the subsidies to be troublesome to apply for due to the amount of administrative work that it requires, and would choose the less troublesome one. In some cases, it was even found that employers are not even made aware that there are any forms of financial support to be given. The report finds that 63% of the jobs that were created through the initiative would have been created regardless of the financial support from the government. This means that it should be ever more important to make all employers aware that they may receive financial support for hiring a newly arrived refugee, so as to reduce the proportion of jobs that were displaced.

The report also showed that there is typically no follow-up on whether or not a recipient of an “entry recruitment” are actually still enrolled at Swedish for Immigrants lessons. Dagens Nyheter (2016) revealed that only one in three refugees who arrived in 2007 have finished the whole Swedish for Immigrants programme. Furthermore, only 27% of refugees finished at least one part of the four-step programme. In the article, it is shown that the proportion of refugees with a monthly salary above 13 000 SEK is 36% among those who have not completed any courses in SFI, while the corresponding proportion for those who have completed all the courses at SFI is 66%. It should be noted that the figures themselves shall serve more as an indicator rather than as any causal evidence, for it may be that the group who completed all SFI courses are particularly motivated and may therefore have had better chances of getting a job regardless. The connection to the “entry recruitment” is clear, that if refugees have a job through the initiative then they would be required to follow Swedish courses. If there is no follow-up on whether refugees continue their Swedish studies,

then it may well be the case that they drop out of the course in order to work longer hours at their employer.

The Swedish public employment service provides data on the number of participants who have an employment 90 and 180 days after the completion of the program. An issue here is that the figures reported also include those who have simply received a new spot through the same program, or who have moved onto the other subsidized program. That means that the figures do not indicate the likelihood of having a non-subsidized form of employment after completing a period of subsidized employment. Riksrevisionen, the Swedish National Audit Office (NAO), were tasked by the government to assess the integration process of refugees, and released five reports, with two years in between, on the topic. The 2013 report focused on subsidized employments for refugees, and looked at the same policies discussed in this paper -- the recruitment initiative as well as "new start jobs".

The existing reports that have been written on the topic of these policies have largely been focused on how the policies are designed, and their associated results and outcomes. As part of the policy-cycle, implementation plays a key role. Indeed, implementation can be described as "policy-making in practice" (Wayne Parsons, paraphrasing Clausewitz, 1995), for the actions and interests of the implementers will invariably affect how the policy looks in practice. Though there may be some disagreement as to the extent to which the policies are affected by the idiosyncrasies of the implementer, it is commonly accepted that they may have some effect. With the understanding that implementation plays a strong role in the outcomes of a policy, there have been a number of authors writing on the topic in an attempt to understand or explain what proper implementation should look like.

To this end, a large body of literature has developed surrounding public policy implementation, with two main schools being identified. These schools are either top-down or bottom-up. What this means is that the policies are considered either from the perspective of those who formulate the policies, or from the 'street level', that is to say the policies are considered from the perspective of those who implement the policies and those who benefit from them. Of course, as Pawson & Tilley identified, evaluations of interventions should always be 'realistic' (2004) and understand that there is no one size fits all approach. Context matters, and so do the mechanisms which come into play that affect the intervention's results. Hence, when analyzing a policy, one should not be surprised if it looks differently in different places depending on who is implementing it, the environment in which they operate, etc.

For the implementers, this entails that the policies may not produce the results that were intended, for they may not understand fully what is expected of them. Another issue stemming from the lack of precision is that the implementers maybe entirely self-interested, and then may opt to fulfill some easier or less ambitious form of a goal, which could be justified by saying it falls under the overall ambiguous goal(s).

A questionnaire was sent out to employers as part of the underlying research of the report from the NAO (Riksrevisionen, 2013) on subsidized employment. In this questionnaire, a number of the questions were dedicated to discovering the causes for the take-up of the programs discussed. The questionnaire found that 45% of the employers contacted were unaware of the programs, which may therefore explain part of the low take-up. From this, it follows that additional resources may be required in order for employers to become better informed and more aware of the benefits that they receive for hiring a refugee. However, this would also entail a greater administrative burden for the handlers at the public employment service, in that it would require more time and effort to effectively reach out to the different employers and make them aware of the policies. Connected to this, a logical question then is whether the handlers perceive themselves as able to carry out the task of contacting employers merely to educate them on the prospects of these programs, and whether they would have the time to do so. It may of course be that there is a conflict between some of their tasks, and they may choose for the one which is more easily satisfied. It should be noted, though, that the “entry recruitment” initiative may form part of the introduction plan for the refugees, meaning that if they were to dedicate extra time to finding potential employers in the short term may result in a lower burden in the future, for when the refugee has finished his/her introduction plan.

The OECD study “Working Together: Skills and Labour Market Integration of Immigrants and their Children in Sweden” shows that there is a disparity between the rate of employment on temporary contracts between native and foreign-born individuals (OECD, 2016). Though this phenomenon exists in other countries, coupled with the high employment protection it may suggest that there is some reluctance from the employers to hire immigrants permanently. The argument is that with the difficulty in assessing or verifying the skills of an immigrant, employers may perceive hiring an immigrant permanently as somewhat risky, in that if they prove to be less skilled than originally thought, then it will be difficult to dismiss them.

The policy evaluation itself will need to follow a specific framework, but the analysis in this paper will also take into account the other perspectives brought up by the literature reviewed previously in this

section. The European Union (2014) released a document on public policy monitoring and evaluation, wherein policy concepts and recommendations are discussed.

The framework by which the research questions are to be answered will be constructed on the basis of the aforementioned literature. Already there is some consensus that some of the listed principles are necessary for the successful implementation of public policy. For instance, it is quite universal that the goals of the policy in question need to be clear and understood by both the recipients and by those who are tasked with its implementation. Beyond this, the potential recipients need to be made aware of the existence of the policies. The tools for achieving the goals of the policies need to be available to the agency tasked with the implementation, for if the implementers do not have the necessary tools then they will not perform to the best of their ability. Furthermore, it is understood that the agency itself should be sympathetic to the goals of the policy – if the implementers have no interest in seeing the goals reached, or if they outright disagree with them, then there is a greater chance of them not applying themselves and dedicating themselves enough to reach the goals. The goals themselves also need to be achievable, and there should be a logic in terms of the causality of the interventions. If the interventions are not clearly justified, then there is a chance that the implementation will suffer as a result, for the implementers may not have the same degree of faith in that the policies make sense. Implementation may suffer due to the implementer not having sufficient trust in the policy which may cause them to lose some motivation.

Criteria for Analysis

In light of the articles, reports, and books discussed previously in this section, a number of criteria can be identified for successful implementation. These will serve as the basis for the analysis later on in the paper. From the discussion, it will be possible to conclude with a number of policy recommendations by which the implementation process could be improved.

- Clear and specific goals (Matland, 1995)
- Priorities for the implementers should be clear (Hagelund & Kavli)
- Logical foundation to the policies; causal theory should be clear (Hogwood & Gunn, 1984))
- Availability of necessary tools and resources for the implementation (Hogwood & Gunn, 1984)
- Implementing body should be sympathetic to the goals of the policy (Matland, 1995)
- Minimize the number of actors involved in the implementation (Qvist, 2016)
- Relationships between actors should be trust-based (Qvist, 2016; Weishaupt, 2014)
- Potential recipients should be made aware of the policies (European Commission, 2013)
- Amount of change necessary should be kept to the minimum (Hogwood & Gunn, 1984)

- Beneficiaries need to be aware of the policies (European Commission 2014)
- Beneficiaries should have access to the policies (European Commission, 2014)
- Application process should be kept as simple as possible (European Commission, 2014)
- Implementing body should have sufficient resources to carry it out (Matland, 1995)

Based on the literature discussed, and the criteria identified from it, we would hope that the PES is able to meet the criteria in its implementation of the policies. The expectation, then, would be that the more criteria that the implementation satisfies, the more successful the implementation will be.

Conceptualization

As far as the research question for this paper goes, one must have a clear understanding of the different concepts involved in it. To begin with, it would be imperative to have a clear idea of what “successful” implementation is and looks like. Hill and Hupe (2002) describe a concept of “implementation deficit” as the difference between what is observed and what is expected. This comes quite close to what is in mind with the question here. The one caveat is that there is no clear perception of what is expected of the implementers involved, for they are merely expected to carry out their task. But when working with a policy that has the goal of lowered long-term employment, it may not be clear that the actions they take towards that goal have actually contributed to it in a significant fashion.

In the context of this thesis, and the policies which it aims to scrutinize, people who have come to Sweden as refugees are often referred to as ‘newly arrived’. In this case, it merely denotes someone who has had their protective status granted and who has been given a residence permit.

4. Methodology

This section aims to make clear the methods by which the analysis will be carried out.

Research Design

Qualitative Research

The research design for this paper will be entirely qualitative in nature. This entails that the approach will not be based on figures, but will be more exploratory in nature. As Dooley put it, qualitative research is “social research based on field observations that are analyzed without statistics” (1984). There is no manipulation involved, rather the research should be considered to be passive. The research question is itself an exploratory research question, and may be used as a basis for further research to be conducted. Hence there are also no clear hypotheses presented in the paper, as there is no causal relationship being studied – a situation which is not entirely uncommon for qualitative research (Dooley, 1984). The research is also to be considered cross-sectional, as all the data for all the variables was collected at the same time.

Though there may be some other quantitative ways of evaluating the policy, it is beyond the scope of this study, given that implementation in itself is not a numerical concept. Thus, the paper will rely on interviews held with employees at the public employment service, in conjunction with questionnaires sent out to them. The decision to focus the implementation analysis on the perspective of the employees at the public employment service was made based on the simple reality that any effort to find and contact both former and potential recipients for the policies would require more resources than are available, if it is possible at all. Hence, the research itself will be looking at the implementation from the lens of those who are implementing it, which may seem one-sided. The risk here is that the entire picture of how the policies are put into practice is not given, as the various other actors involved in the policies may all have different understandings of how things have developed, and what constitutes an acceptable outcome.

The questions asked in the interviews and contained in the questionnaires were developed from an extensive review of the existing literature dedicated to the implementation of public policies. Moreover, a review of existing reports on the policies at hand was also conducted, in order to provide a good theoretical understanding of the policies, as well as to gain insight into what dimensions of the policies have yet to be discussed. Articles by Qvist (2016), Hagelund & Kavli (2009), as well as reports from the National Audit Organization, IFAU, the Parliamentary Research Service, and the OECD have all served as useful frames of reference for the design of the questions. In the

end, the questions asked and the answers provided to them will be used to answer the research question.

Interviews were chosen as the primary form of a data collection method for a variety of reasons. Firstly, they allow a person to ask several follow-up questions, which ensures that the researcher may get more information about a single topic, and also that any possible miscommunication or misunderstanding is swiftly dispelled.

Questionnaires, though there are many cases where they may be extremely suitable, were chosen as a secondary form of data collection for the simple fact that they do not allow for more extensive answers to be given, or to be probed out. The underlying reasoning behind using them was mainly that they would address the lack of time that certain respondents indicated that they had. With the work load that the employees at the public employment service have, it was impossible in some cases for any interviews to be conducted in time for the research paper to be handed in. Hence, the possibility to use questionnaires was considered, that one was able to gain some further insight into how other implementers experience their ability to put the policies into action. A commonly associated risk with questionnaires is that one may receive fewer responses, but this could not have played much of a role for the purpose of this paper, as the response rate was already quite low, and the questionnaires actually constituted a means of receiving more positive responses.

5. Data and Documents

5.1 Data Collection

The primary data that will be used as the basis of the analysis has been gathered through interviews with employees at the Swedish public employment service. Questionnaires were also emailed, as a complement to the interviews, out to a number of PES offices around Sweden, as well as to some individuals who reported that they would not have the time to take part in an interview before the deadline for the research. Naturally, while a broader base of primary data would be preferred and would provide a more balanced understanding of the implementation of the policies (DG REGIO, 2013; Tilley & Pawson 2004), it is beyond the means of the paper to do so. Indeed, the public employment service officials may have a different idea of how the policies are being implemented as compared with, for instance, the employers who make use of the policies, or the refugees who are employed under them. As useful as it may have been to partly study the implementation of these policies through the lens of employers or refugees, it was simply not feasible to do so. However, researchers who feel that there is more to be learned with regard to the implementation of these policies may conduct further research and discover to what extent there may or may not be a

difference in understanding of how well the policies were implemented. This will be discussed further in the limitations section of the paper.

In order to obtain the interview respondents, ten offices of the public employment service were contacted in Sweden. Unfortunately, it was not possible to contact any individuals directly, for the website of the public employment service merely had a general inquiry page, where one could send a message directed to the office. Ten different offices were found on the website and contacted in this manner, and three of the offices responded – two of which were positive, and one was negative. One of the responses provided the contact information of two employees involved in the “entry recruitment initiative” and “new start jobs”. The other was initially positive to the idea of taking part in an interview, though later it was made clear that they would not have time until the end of August, which was beyond the deadline for the thesis. However, when asked whether anyone at the office would be able to answer a questionnaire regarding the policies, it was found that this could eventually work.

Given the low rate of participation, an additional 35 offices were contacted purely for the purpose of sending out the questionnaires. The rationale here was that with the high workload that many of the employees at the public employment service were quoting, it was deemed that they may not have the time to take part in interviews. Instead, in order to obtain at least a bit more primary data which could be used in the analysis, the questionnaires were prioritized given the ease by which they may be answered, and the flexibility they offer for the respondents.

The different offices of the public employment service were found on the PES’ website. There, one can select whichever office that one is interested and send an inquiry to the office itself.

Unfortunately, there does not appear to be any way to contact individual people at the office initially, which means that a person will need to send an email first in order to figure out how to contact the people who work with the specific policy that you are interested in. This makes it more difficult to contact the relevant person in question and better explain to them what the purposes of the study are, and to convince them to take part in the interview. As mentioned, some people at the public employment service were emailed the questions directly, in order to combat the selection threat of only having contact with those offices with lower administrative burdens.

It should be noted that only employees at the public employment service were contacted for the purpose of this study. The beneficiaries of the policies themselves, employers and refugees alike, were not contacted, for it would have required significantly more time to do so. Hence, the scope of the study is somewhat limited, as it only addresses the perspectives of the implementers, who may have differing impressions compared with those that the policies are targeted towards.

For the purpose of this study, the units of analysis will be the policies themselves. For we wish to see how they actually function, we will be analyzing them. The units of observation are the responsible people at the public employment service. The setting for the study is spatially limited to the Kingdom of Sweden, as neither the policies nor the public employment service exist outside of Sweden.

The interviews themselves are of a semi-structured and open-ended nature. This structure of interview was deliberately chosen, so as to ensure the full understanding of what the interviewee had to say. In the event that the interviewee said something that was perhaps not clear, or needed to be fleshed out in order to be properly useful, it is important to have the opportunity to follow up on questions, and to ask for clarity. Furthermore, if it turns out that in the process of answering one question, the interviewee touches upon a topic related to another question, it may be useful to merely pursue this through a follow-up question, rather than having a separate question later for which the interviewee would end up repeating him or herself. The interviews were recorded and transcribed, that they could better be analyzed and used in this paper. The transcripts, as well as the questions themselves, may be found in the appendix.

In this case of the interviews conducted for this research paper, the interviews were not face-to-face, as a result of the persons of interest being in a different country. Instead, the interviews were held over the phone, with the conversation taking place over speaking phone so that it could be recorded by the computer. The questionnaires are to be considered closed-ended, in that the questions themselves are clear and the respondents are aware of how to answer them. The questionnaire as well as all the answers to it may be found in the appendix, with the names of the implementers replaced by a letter of the alphabet.

As for the type of analysis that will be done, it will be entirely qualitative. Given that there are so few measures to go by with regard to these policies, especially if one were to focus on the implementation of them, it would be difficult to say anything substantial quantitatively. Hence, the analysis will be based on the interviews, for which there will be no quantitative questions asked.

5.2 Coding

In order to make the answers provided by the interviews and the questionnaires useful, a coding scheme has been developed based on the criteria to be used in the analysis. The coding itself is derived from the literature described in the theory section, and includes the same variables as contained in the “Criteria for Analysis” portion. As such, it is to be considered ‘deductive’, for it was based on existing ideas and concepts, which are then applied to the filled-out questionnaires and interview transcripts. The coding scheme itself will be related to the following list of variables:

- Clarity and specificity of goals
- Sympathy of Implementers towards goals
- Understanding of positive outcomes
- Clarity of priorities for implementers
- Time spent on implementation (connected to resources and priorities)
- Logical foundation for the policies
- Sympathy of employers towards goals
- Number of actors involved
- Cooperation with other actors
- Employer awareness of the existence of policies
- Employer awareness of policy goals
- Employer sympathy towards goals
- Availability of necessary tools and resources for the implementation
- Amount of change necessary should be kept to the minimum
- Ease of application

The data used for the analysis, as mentioned previously, are primarily in the form of interviews. The interviews themselves were done with employees at the Swedish public employment service, and are involved in the implementation of the two labor market policies. The interviews were conducted in Swedish, though they were translated into English for the purpose of this paper. Similarly, in the cases that the interview questions were sent out to employees at other public employment service offices, the answers were also translated and summarized in English.

In order to make sense of all the documents gathered and received for the paper, Atlas.TI (Atlas.TI, Version 7.0.0) was used to code the responses. The coding scheme was kept simple and related to the different criteria of analysis. Whenever an answer was found to touch upon one of the criteria, it was marked as having done so, which allows for an idea of how often a certain criteria was touched upon – if a criterion is frequently mentioned then it may be that this is a particularly salient one in terms of the working process of the implementer.

6. Analysis

The analysis given in this section will be, for the most part, provisional, given that all the expected responses for the questionnaires have not yet been received, and interviews will be conducted at a slightly later point. However, a provisional analysis has been made based on what data has been received. As mentioned previously, the analysis will look at the criteria identified in the theory section and apply this to the answers provided for in questionnaires. The outcomes of this analysis will hopefully answer the sub-questions listed at the beginning of the paper, and then the main research question may be answered.

Clarity of Goals

To begin with, one should look at the clarity of the goals, and the awareness of the implementers of the ostensible goals of the policies. As it stands, the implementers all respond in a somewhat similar fashion, but the terminology used by each one is different. When it comes to the "new start jobs", they all center around the goal of lowered overall un-employment by "lowering the thresholds to employment for those with experience of long-term unemployment". However, they do not all see that just any kind of employment would be a positive outcome. For instance, for the "new start jobs", some express that any form of work, including a subsidized employment, would constitute a positive outcome, while others express that a positive outcome would rather be a regular form of work.

When it comes to the understanding of the goals of the "entry recruitment initiative", there does seem to be a good deal of consensus. Here, all the implementers that were contacted express that the main goal is to provide the refugees with the opportunity to "try out" the Swedish labor market, and to provide the employers with financial benefits for providing them with the opportunity. To this, it is found that the implementers have the idea that a positive outcome could either be a continued employment at the same place, or if they later become employed under the new start job program.

Implementers Sympathy towards Goals

In all cases it was indicated that the implementers were sympathetic to the goals of the policies. The extent to which they may be sympathetic to the goals, however, does vary between the implementers. In some cases, though one should perhaps refrain from reading into the answers provided through questionnaires too much, it appears that many of them are simply content with any form of employment being established for the recipient, and that they are sympathetic to this

“simpler” goal. In other cases, the implementer expresses some skepticism and states that they are sympathetic insofar as it leads to what they consider to be “proper” employment, but that they do not feel content if it is with an organization which only seeks to lower its costs of labor.

In the case of implementer A, they express that the employers may be aware of the goals of the policies, but that they nonetheless prefer to find the right person with the right competences for the job. The implementer then merely tries to bridge the desires of the employer with the goals of the policy as best they can, that both the employer is satisfied with the person they hire and that the goal of the policy is sufficiently met.

Understanding of Positive Outcomes

Once again, it appears that there is a fair amount of overlap as far as the understanding of positive outcomes for the policies. The implementers all state that a renewed employment, or in the case of the recruitment initiative, an employment under the “new start jobs” program may also constitute a positive outcome. As for a more concrete idea of a positive outcome, in terms of the form of employment, it is a bit more difficult to specify what this might actually be. Some implementers appear to be content with any form of employment, whereas others are concerned with the employment being a non-subsidized “regular employment”. In other cases, the implementer uses the same definition of a positive outcome as the NAO had for their third category of outcomes, namely any form of employment (subsidized or non-subsidized) or enrollment at a standard education program (Riksrevisionen, 2013).

One reason given by a number of respondents for considering an “entry recruitment” job leading to a new start job as a positive outcome was that the latter qualifies a person for unemployment benefits. This is considered a positive thing, for it means that the person then has an easier time supporting themselves with the money from the PES, and do not need to complement their income with benefits from another authority, such as the social services.

Clarity of Priorities for Implementers

Several respondents to this study mentioned the different priorities that they have when they are working. Given that, for the most part, implementers mentioned that they would not necessarily work differently depending on if they had more or less things to do, it appears that they are already aware of how they should prioritize their tasks. Furthermore, it was mentioned explicitly by some that if they get an application for an “entry recruitment” or “new start” job, then they will prioritize it. In the words of questionnaire respondent D, “Jobs go before any other decision.”

Time spent on implementing the policies

It is difficult to assess the amount of time that the implementers require to fulfill their tasks in implementing these policies. Some implementers indicate that they have no ability to estimate the amount of time that they spend on the policies, that they do not have enough time for it, but also that they would not change their working process. In other cases, the implementers reported spending as little as 6h/week on these policies. These policies appear to be emphasized quite strongly in the work of the implementers, as some of them reported that they prioritize these policies “above all else”. This shows that they would spend as much time as necessary on the policies, so in the cases where the respondents indicate that they do not have enough time, but also that they would not change their approach to the policies then it may be as simple as them merely wanting to have more time so they could accomplish more within the implementation.

Logical foundation for policies

Firstly, the implementers are quite aware that there is a certain underlying logic for the policies that they work with. With some implementers mentioning that part of the goals of the policies is to “lower the thresholds to employment”, it is evident that it is believed that there are certain issues which currently make it more difficult for certain people to be hired. Examples of these issues taken from the responses include lack of language skills, lack of contacts, lack of references, etc.

The NAO’s 2013 report showed that the government and the PES have been aware that certain individuals are “closer to the labor market” than others, meaning that they have better employment prospects. It was for this reason that these policies were introduced, according to the report.

Employers awareness of the policies

It has been found that some of the employees at the PES actively reach out to employers to inform them that these policies exist. The NAO found in 2013 that 45% of the implementers at the PES believe the employers’ limited knowledge of the policies contributes to the low take-up. These two facts are not necessarily incommensurable, though it would appear that there has been some improvement in terms of how aware the employers are, given that there were no respondents in this study who indicated that there is a problem with the level of awareness amongst employers of the policies as such. Though there was one respondent who mentioned that the employers likely are not aware that the “entry recruitment initiative” is also available outside of the bounds of the introduction plan for refugees.

Employers awareness of the goals

Employers typically appear to have some level of awareness of what the goals of the policies are. Implementers sometimes merely state that the employers “for the most part” understand what the goals are, while others have to explicitly explain the goals of the policies. Some implementers state that it is one of their priorities to explain the goals to the employers before they actually move forward with the cooperation.

It may also be mentioned that the refugees, as well, are likely to be aware of the existence of at least one of the policies – the “entry recruitment initiative” – given that it may form part of the mandatory introduction plan for refugees in Sweden. It was not found out, however, to what extent refugees are made aware that there is another active labor market policy which they may benefit from in order to improve their integration into the Swedish labor market.

Employers’ Sympathy to Goals

The experiences of the implementers in terms of how they regard the employers as sympathizing with the stated policy goals appear to differ greatly. The majority indicate that the employers, in one form or another, appear to be sympathetic towards the goals, while others do not appear to have any regard for the goals but, rather, wish only to lower their labor costs. A factor to bear in mind in this case is that the ones who indicate that there may be some level of “selfishness” on the employers’ part also indicate that they prioritize explaining the goals of the policies to the employers as soon as they make contact.

Resources Necessary for Implementation

It would appear that most of the implementers are quite satisfied with the resources available to them as regards the implementation of these policies. They all seem to have an idea of what they need in order to accomplish the goals, and they do not necessarily indicate that there is anything missing. The level of expertise, for instance, is already possessed by the implementers themselves, and they find that the availability of other tools such as IT support is sufficient. One respondent expressed discontent with the IT system at large within the public employment service, but it was clear as to how far this related to the policies specifically, or it was more of an inconvenience to their work in general.

Ease of application

The administrative process for applying for the benefits of the policies appears to be quite short. There are two ways by which the company or organization may apply: online or by paper. It was

found that employers prefer to have some contact with someone at the public employment service while they fill out the forms, but the forms themselves are only two pages long. The implementers themselves describe the process as “simple”. However, there does appear to be some annoyance among the implementers stemming from the fact that many of the employers either prefer to have a person to talk to about the application or, as one implementer described it, haven’t put in the effort to understand how to apply online. It is seen as more of a distraction for the implementers if they need to help an employer figure out how to apply when the process could be done quickly online.

One implementer reported that it also happens that the people at the PES may send out forms to the employers that are already filled out, and all they need to do is write the wage and the insurance that may be applicable for the employee, and sign the document. In other words, it appears that the application process can be quite seamless for the employers.

Co-operation with other actors

For the recruitment initiative, it is a requirement that the recipient needs to be enrolled for courses at Swedish for Immigrants lessons. In some cases, this is followed-up upon by the implementers, while in others it may not be. For instance, Implementer G stated that they do not follow up on the progress of the refugee in SFI, but rather advise that they continue their studies. Some implementers play a more active role in this than others, in that they may discuss with both the employee and employer about what may be done to correct or better the situation, and in some cases will work towards increasing the time spent on Swedish courses.

At some offices, it is the practice that they receive monthly reports from SFI regarding the presence and progress of the refugees at their courses. It is clear that some offices have more cooperation with other organizations than others.

It is also often the case that the implementer needs to be in contact with other authorities, particularly within the municipality, though there does not appear to be any conflict that arises from this cooperation. Rather, they appear to be working together in good faith, with the same ideas of what needs or should be done.

Conflicts Involved

It happens at times that there are conflicts that arise concerning or connected to the implementation of the studied policies. Some implementers report that they encounter some sort of conflict daily, whereas others report that it is more seldom. An example that one of the implementers gave was when he was informed that an employer was not giving the correct salary to the employee.

However, he noted that this is outside his control as an employee in that part of the employment service, and his only course of action would be to notify someone at the economics department, which then requests copies of the salary specification. It was noted that conflicts of this type are not resolved by the public employment service, rather the PES regards it to be a labor market function. As such, it is for the involved parties to solve it on their own, possibly with involvement of the union for the industry.

One implementer described that one of the first questions asked to the employer is whether they prefer competence for the position or if they wish for the person they hire to be entitled to the support. This is a pre-emptive measure to ensure that the selection-effect is reduced, thus minimizing the potential conflict between the goals of the policy and the desires/needs of the employer.

7. Conclusion

This portion of the paper will attempt to answer the question “To what extent have the active labor market policies “entry recruitment” and “new start jobs” been successfully implemented by the public employment service in Sweden?” In order to do so, the sub-questions as identified at the beginning of the paper will first need to be answered, and through those answers the main question may be answered. The sub-questions themselves are answered by applying the information discussed in the analysis portion to the questions.

- Are the goals of the policies clear and understood by the implementers?

It appears from the answers provided by the implementers that there is a good degree of consensus of what the policy goals are. They all seem to have in mind that the overall goal for the policies are to lower long-term unemployment, though there are a number of variances in how this may manifest itself. Furthermore, the implementers appear to have, in many cases, their own preferences for how they would like to see things work out, and they may prefer that the refugee continue their employment at the same place of work without the subsidy. This is somewhat in line with the findings of Hagelund & Kavli (2009), though the implementers do display an understanding of how their tasks are to be prioritized.

Some implementers mention that part of the policy goal is to “lower the thresholds for employment” for the refugees. This is somewhat vague, for it may cover labor market experience, language skills, job-specific skills, lack of social capital in the form of networks, etc.

- Are the means by which the policies should be achieved understood by those who should implement them?

The implementers show that they are aware of how the goals of the policies are to be reached. Part of their work is to reach out to employers and to inform them of the benefits of the programs, and in many cases this will involve explaining the conditions for the programs as well as the rationale behind them. In this way, they may also avoid any conflict between the goals of the policy and the desire from the employer to merely get the competence that they require for the position.

- Do the implementers have sufficient resources by which to meet the goals of the policies?

Though some of the implementers express that they would enjoy more time, more counseling or advice for more complex cases, and that their IT system is outdated, they appear to be overall content with the resources they have at their disposal. In the case of the “entry recruitment initiative”, however, it is clear that in many cases the implementers either do not regard it as their

task to follow-up on whether the refugee is continuing their study of Swedish, or that they simply do not have the time to do so. Some implementers attempt to resolve this by having a clear discussion with both the employer and the refugee concerning the requirement to study Swedish, and also the needs of the two parties.

- Are the implementers sufficiently informed on how the policies are to be carried out?

The implementers have indicated that there is sufficient expertise to carry out the policies. They do not often have to rely on colleagues to carry out their tasks. There was only one case where a respondent indicated that the level of knowledge around the policies both inside and outside the public employment service was low. In general, it appears that the implementers do not have any problems with carrying out their tasks.

- Are the beneficiaries, ie. Employers and refugees, sufficiently informed about the benefits of the programs?

The employers are not always aware that they have a right to the subsidies, nor that refugees may still take part in the “entry recruitment initiative” after the completion of their introduction plan. As stated previously, the implementers actively reach out to employers to inform them that these policies exist, and how they apply for them.

- Is there any conflict involved in the implementation of the policies?

In general, there does not seem to be much conflict involved in the implementation of the policies. Respondents for the questionnaires mention that, as in any work with people, conflict may arise. Several reported cases where the employers merely wanted the benefits of the programs, and had little interest in the goals themselves, but this is not necessarily a major concern provided that the goals of the program are still met. In other cases, it was the opinion of the implementer that companies abused the system in place for these programs, and that there should be limitations on how many times it may be used by a given company. Unlike in the study by Qvist (2016), there does not appear to be any conflict which arises from the cooperation between different organizations. Rather, the impression overall is that the cooperation is fruitful and constructive, working towards the set goals of the policies. There does not appear to be any cause for concern with regard to the cooperation.

In conclusion, the implementation of the active labor market policies “entry recruitment” and “new start jobs” appears to be successful. Though there are different ideas among the implementers about what might be a positive outcome outside of a decrease in long-term unemployment, it is still

resoundingly clear that the overall goal of exactly that – decreased long-term unemployment – is the goal to which they shall work. All the sub-questions identified as relating to the main research question appear to point in the same direction, that the implementers are sufficiently informed about what is expected of them, how they should work, what they need to do in order to reach the goals of the policies, and how they are to deal with the employers that are hiring refugees. Any differences between how the different implementers are operating can be explained as a difference in the context affecting the mechanisms by the policy comes into being (Pawson & Tilley, 2004).

8. Limitations

Research can never be perfect, and there is always room for more to be studied. This holds especially true for this paper. One of the biggest limitations that can be identified for the paper is its focus on only the perspective of the implementers at the public employment service. The beneficiaries of the policies, of course, may have different ideas of how well the policies are actually put into practice. It would therefore be prudent to investigate the issue of implementation through the lens of beneficiaries as well, to get a more nuanced and balanced understanding of how things look like in reality.

A further limitation of the study is its reliance on questionnaires to get primary data. Unfortunately, the combination of a great workload for employees at the public employment service, combined with some poor time-planning on the part of the researcher, there was not much time for many interviews to be held. This puts a strain on the type of answers that can be given, as well as the detail of the answers. Future researchers may attempt to recreate the study at a different time in the year, when the public employment service is not as held up with the onslaught of newly-graduated high school students registering at their offices.

Offices that were contacted can be located in vastly different municipalities. Some offices were in towns with only 40,000 people, while others would be in cities with 300,000 or more, for instance. It would be interesting to study whether or not the difference in the conditions of the municipality would influence the working procedure or implementation process at all, for instance to see if a place with more widely available jobs in general has a different implementation than somewhere with a job shortage, or if a place has more refugees competing in the job market has a difference in implementation experience.

9. Policy Recommendations

Implementers should be given a clear picture of what a positive outcome for the policy might be. In the case of the “new start jobs”, it should be made clear whether it is sufficient that a person is able to remain employed under the policy, or whether the goal is to have them employed without the subsidy. As for the “entry recruitment initiative”, it should also be made clear whether a positive outcome is either continuing their employment without the subsidy, whether it is enough to move onto a new start job, or whether their improved Swedish skills are sufficient.

Follow-ups on the progress of the refugee at SFI should be done at all offices. It was already mentioned by the NAO in their report on subsidized employments in Sweden (2013) that there was no follow-up done by the people at the PES. However, the several respondents in the questionnaire indicated that it is indeed done. In order to ensure that the refugee is able to adequately learn Swedish to the extent that they are able to improve their chances of being employed in the future, it would be beneficial if more or all offices of the PES would engage in some form of follow-up on this requirement.

Red tape should be removed so that companies or organizations which abuse the system or the refugees may have their benefits revoked. With implementers expressing their doubts of companies sympathizing with the overall goals of the policies, and some outright mentioning that they believe the employers to be abusing the system and would not bother with real forms of employment. It is of course difficult to say whether it is a majority or an “acceptable minority” who abuse the system, it appears to be a sufficiently salient issue that policy-makers should consider providing the tools for implementers to address it.

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11. Appendix

Questionnaires

11.1.1 Translated questions

Questions about active labor market policies: “entry recruitment” and “new start” jobs

For: handlers or other knowledgeable persons at the public employment service

Kontakt:

Purpose: to gain a deeper insight into the function and implementation of these policies in practice. The answers will be used towards a bachelors thesis which is then related to the topic “Civic integration of refugees” where the focus is on policy-implementation.

The answers will be made anonymous, such that they cannot be traced to an individual person or office at the public employment service.

1. Could you describe briefly the goals of nystartsjobb?
2. How would you describe a positive outcome for the policy?
How does one know if the policy has been successful?
3. Could you describe briefly the goals of instegsjobben?
How would you describe a positive outcome for the policy?
4. What resources or tools are necessary to carry out the policies?
Do you and your colleagues have the capacity to implement the policy, for instance in terms of time, expertise, ICT support, etc.
Do you often implement policies such as these, or do these have a different nature/objective of what you are used to?
5. Do you and your colleagues sympathize with the policy objectives? What influence does this have on the efforts to properly implement the policy?
6. How much time do you spend per day or per week working on these policies?
Would you say that this is an adequate amount of time spent working with these policies?
7. If you had a greater work load, would you say that this would change?
If you had a smaller work load, would you say that this would change?
8. Are the employers aware of what the goals of the policies are?
Do the employers sympathize with the goals of the policies?
9. Could you describe the administrative process that potential employers need to go through in order to apply for the benefits?
10. In the case of instegsjobb, are they aware that this is also available outside of etableringsuppdraget?
What would be the best way of spreading the word?
11. Do you maintain contact with SFI to see whether the refugees there have continued their learning of the Swedish language?
12. Do you perceive any conflict involved in the implementation of the policies?
Do you encounter any conflicting situations when implementing these policies? With whom?
About What? How do you solve those issues?

Eg. Between the PES and other organizations, or between different goals/policies/general priorities within the PES

13. Do you feel that there may be a selection-effect of the policy in terms of that the benefits of the policy go to those refugees that otherwise would also have found a job?

11.1.2 Implementer A

1. Kan du beskriva lite kort vad syftet med nystartsjobben är? Syftet med nystartsjobb är att stimulera arbetsgivare att anställa personer som har varit utan arbete en längre tid
The purpose of new start jobs is to stimulate employers to hire people who have been without work for a longer period
2. Hur vet man om åtgärden har lyckats? Nystartsjobb ingår som ett av många verktyg vi har för att stimulera anställningar för personer som varit utan arbete en längre tid, så om långtidsarbetslösheten minskar har vi nått vårt mål
New start jobs constitute one of many tools that we have to stimulate the employment of people who have been without work for a longer period, so if long-term unemployment falls then we have reached our goal.
 - Vad tror du skulle kunna anses vara ett positivt utfall? Se ovan See above
3. Kan du beskriva lite kort vad syftet med instegsjobben är? instegsjobb lämnas till arbetsgivare i syfte att stimulera anställningar av personer som har svårigheter att få ett reguljärt arbete, för att de är nya på svensk arbetsmarknad, för att i kombination med arbete även läsa svenska på en del av sitt arbetsutbud. Exempel arbete 50% sfi 50% språkutvecklingen gynnas av att finnas på en svensktalande arbetsplats.
Instegsjobb are left to the employers for the purpose to stimulate the employment of people who have difficulty gaining a regular employment, because they are new to the Swedish labor market, and in order to combine the work with learning Swedish as part of the work offer. For example, working 50% and learning Swedish 50% . Language acquisition is aided by being at a Swedish workplace.
 - Hur vet man ifall åtgärden har lyckats? Instegsjobb ingår som ett av många verktyg vi har för att stimulera anställningar för personer som behöver stöd för att etablera sig på den svenska arbetsmarknaden så om sysselsättningen ökar inom denna grupp har vi nått vårt mål.
Instegsjobb are one of many tools that we have to stimulate the employment for people who need support to establish themselves on the Swedish labor market, so if the employment levels increase within the group then we have reached our goal.
4. Vilka resurser krävs för implementera åtgärderna? Dels är det en ekonomisk fråga att vi har utrymme i vår budget för detta verktyg, samt att vi har arbetsgivare som är villiga att anställa det är den stora delen. En annan viktig del är att när vi går in med anställningsstöd så har vi

en dialog med arbetstagarorganisationen inom den aktuella branschen så att vi inte tränger undan annan arbetskraft. Det sker även en kontroll av den aktuella arbetsgivaren så att de uppfyller de krav vi ställer kring skatter och registrering mm.

It is partly an economical question, whether we have space within our budget for this tool, as well as that we have employers who are willing to hire, that is the big question. Another important part is that when we approach with employment support that we have a dialogue with the union in the industry to ensure that we do not displace other parts of the workforce. There is also a check on the employer in question to ensure that they meet the requirements that we expect of them concerning taxes and registration etc.

- Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv. **Ja det tycker jag att det finns.** Yes, I beleve that this is the case
- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar? **Vi har ju en hel del andra verktyg som då är mer inriktade på att rusta och utbilda personer för den svenska arbetsmarknaden och de behov som finns på den. Yrkesvägledning, Arbetsmarknadsutbildningar för att nämna några**
We have a number of other tools, which are directed towards preparing and educating people for the Swedish labor market and the needs that exist in it. Career guidance, labor market educations, to name a few.

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder? **Ja**

6. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka? **All den tid vi lägger ner är inriktad på att personen skall komma till en anställning eller närmare en anställning eller komma ut i en utbildning som leder till en anställning**

All the time that we spend is directed towards the person gaining an employment, or moving towards an employment, or winding up in training which leads to employment.

7. Anser du att det är tillräckligt med tid? **Det finns säkert mer att göra, men eftersom vi är så beroende av andra parter (personen vi skall stödja, Utbildningsväsendet. Företagen som skall anställa) Samt de regler som vi har att förhålla oss till så äger vi inte hela processen så även om vi hade all tid i världen ja du förstår.**

There is surely more to do be done, but because we are so dependent on other parties (the person we shall support, the education institution, companies who are going to hire) as well the rules that we have to keep to, we do not own the entire process. So even if we had mall the time in the world, well you understand

8. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt? **Mitt förhållningssätt är samma. För att lyckas med detta arbete gäller det att skapa relationer dels med den person du skall stödja i sitt arbetssökande och med det företagen eller den arbetsgivare som har ett behov av att rekrytera och det tar det tar tid oavsett. Sen blir uppgiften enklare om det finns en tydlig kompetens och vilja hos individen samtidigt som det finns ett anställningsbehov hos arbetsgivaren.**

My approach is the same. In order to succeed with this work, it is important to create relationships partly with the person whom you are supporting in their job search, but also with the companies or employers who have a need to recruit and this takes time regardless. The task will of course be easier if there is a clear competence and will in the individual while there is also a need for hiring with the employer.

9. Hur had det sett ut ifall du hade mindre att göra. **Se ovan See above**
10. Känner arbetsgivarna till målsättningarna för åtgärderna? **Ja i de flesta fall.**
- Sympatiserar arbetsgivarna med målsättningarna? **Överlag vill arbetsgivaren ha den bästa personen för sitt företag. Går det att kombinera med någon form av åtgärd så är det många som vill använda det. Men åtgärderna kan inte fylla ut alla kompetenskrav. Därför jobbar vi med en långsiktighet i många av våra andra åtgärder där arbetsgivaren får vara med i en urvalsprocess gentemot de utbildningar vi använder oss utav där arbetsgivaren är delaktig i utbildningen för att på så sätt få den kompetens de behöver till sitt företag.**
- In most cases, yes. In general, the employer wants the best person for their company. If this is possible to combine with some form of intervention, then many will want to do so. Therefore we work with long-sightedness in many of our other interventions where the employer partakes in the selection process vis-à-vis the educations that we use to ensure that the employer gets the necessary competence
11. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess? **Förhållandevis enkel. En hel del går att lösa via vår hemsida. Även om det fortfarande är en del som går via pappers underlag. Problemet är oftare att arbetsgivaren inte använder sig av de enkla verktyg som finns via vår hemsida utan vill ha en personlig kontakt.**
- Rather simple. A whole lot can be solved via our website. Even if there is still a deal that needs to be in paper form. The problem is more often that the employer does not use the easier tools on the website, rather they prefer to have personal contact.
12. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag? **Ja det upplever jag. Samtidigt som Vi matchar sökande utifrån den överenskommelse som vi gör tillsammans med arbetsgivaren utifrån kompetensen de söker och om de vill använda några av våra åtgärder, och då får de ett urval från den gruppen att välja mellan**
- Yes, I experience that. Meantime, we match job searchers based on the agreement that we make together with the employer based on the competence that they are looking for and if they wish to make use of our interventions, and then they may receive a selection from the group to choose from.
13. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska? **Ja det sker fortlöpande och visar det sig att progressionen inte går åt rätt håll när det gäller språket så är det inte ovanligt att vi justerar upplägget och lägger in mer svenska undervisning .**
- Yes, it happens continuously, and if it turns out that the progress is not moving in the right direction when it comes to the language then it is not unusually to adjust the setup and introduce more Swedish education.
14. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? **Hur löser du konflikten. Vi jobbar med människor så det är klart att allt inte går friktionsfritt. Men om vi säger så här ju bättre förarbete vi gjort tillsammans alla inblandade. Att alla varit tydliga med sina förväntningar tydliga överenskommelser har gjorts i alla de steg som finns. Och att vi på Arbetsförmedlingen gör kontinuerliga uppföljningar under tiden då funkar det oftast bra.**
- We work together with people, so of course not everything will be entirely without friction. But if we put it like this, the better preparation we do together with everyone, if everyone has been clear with their expectations, clear agreements have been made at every stage, and

that we at the public employment service do continuous follow-ups during then it often works out well.

15. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå? Det är alltid en risk. Men fördelarna väger över och vi jobbar mycket med att följa upp de anställningar med anställningsstöd för att de skall fortsätta även när stödtiden har löpt ut. Och när vi inleder rekryterings arbete med en arbetsgivare så finns det en viktig fråga att ställa vad är viktigast för dig som arbetsgivare är det rätt kompetens eller är det att personen du anställer skall vara berättigad ett anställningsstöd så samma sak som i ett tidigare svar vi minimerar risken om vi gör ett bra förarbete.

It is always a risk. But the benefits outweigh and we work a lot with following-up on the employments with support so that they may continue even after the support period is over. When we start a new recruitment process with an employer, then there is always a question of what is most important for you as an employer – is it the right competence or that the person you hire should be entitled to support – so the same thing as in a previous answer; we minimize the risk with the correct preparation.

11.1.3 Implementer B

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?
SVAR: Sänka trösklarna till arbete för dem med längre erfarenhet av arbetslöshet
Lower the thresholds to employment for those who have longer experience with unemployment
2. Hur vet man om åtgärden har lyckats?
SVAR: När åtgärden leder till lägre arbetslöshet och när den "sorterar om i kön" av arbetslösa.
When the intervention leads to lower unemployment and when it "resorts in the queue" of unemployed
 - Vad tror du skulle kunna anses vara ett positivt utfall?
SVAR: Minskad långtidsarbetslöshet.
Decreased long-term unemployment
3. Kan du beskriva lite kort vad syftet med instegsjobben är?
SVAR: Sänka trösklarna till svensk arbetsmarknad. Ge möjlighet att kombinera studier med arbete.
Lower the thresholds to the Swedish labor market. Give the possibility to combine studies with work.
 - Hur vet man ifall åtgärden har lyckats?
SVAR: När tiden till etablering minskar.
When the time to establishment has been reduced
4. Vilka resurser krävs för implementera åtgärderna?
 - Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv
SVAR: Mer resurser skulle sannolikt göra det möjligt för fler att ta del av stödet. Kunskap kring programmet har medarbetarna. Generellt är Arbetsförmedlingens IT-stöd föråldrat.

More resources would likely make it possible for more people to make use of the support. Those involved already have knowledge about the program. In general, the IT-support of the PES is outdated.

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

SVAR: Instegsjobbet är en naturlig del i arbetsförmedlarens verktygslåda. Det har funnits i många år.

The "entry recruitment" initiative is a natural part of the PES' toolbox. It has existed for many years.

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

SVAR: JA!

YES!

6. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

SVAR: Finns inget underlag att ens göra en uppskattning

7. Anser du att det är tillräckligt med tid?

SVAR: NEJ!

8. NO!

9. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

SVAR: NEJ!

10. NO!

11. Hur had det sett ut ifall du hade mindre att göra?

SVAR: NEJ!

NO!

12. Känner arbetsgivarna till målsättningarna för åtgärderna?

SVAR: Tveksamt. Upplever att man ser det som sänkt kostnad för arbetskraft.

Doubtful. I experience that they look at it as a lowered cost for labor.

- Sympatiserar arbetsgivarna med målsättningarna?

SVAR: Troligen

Likely

13. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

SVAR: En blankett med 2 sidor som handlar om det egna bolaget

A 2-page form which is about the company

14. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

SVAR: Arbetsgivarna har ingen koll på detta över huvud taget.

The employers have no knowledge of this at all

15. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

SVAR: JA!

YES!

16. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

SVAR: Klart det uppstår konflikter och det gör det hela tiden. Frågan är alldeles för vid för att besvaras.

Of course there is conflict, and this arises the whole time. The question is too wide to be answered.

17. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

SVAR: Det svåra med den här typen av frågor är att det inte finns någon referensgrupp att jämföra med så svaret blir att det inte finns något svar.

The difficult thing with this type of question is that there is no reference group to compare with, so the answer would be that there is no answer.

11.1.4 Implementer C

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

Syftet är att den nyanlände skall kunna få en erfarenhet på den svenska arbetsmarknaden samtidigt som Arbetsgivaren får en lönesubvention under lika lång tid som arbetstagaren har varit arbetslös. Nystartsjobb är även a-kassegrundande vilket är positivt ur ett försäkringshändseende.

The purpose is that the newly arrived shall be able to experience the Swedish labor market while the employer is given a wage subsidy for a period of equal length to how long the employee has been unemployed.

2. Hur vet man om åtgärden har lyckats?

- Vad tror du skulle kunna anses vara ett positivt utfall?

Om anställningen fortsätter efter det att bidragsperioden har tagit slut så får man väl anse att det har varit ett positivt utfall.

If the employment continues after the period of support has finished then you may look at this as a positive outcome.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

- Hur vet man ifall åtgärden har lyckats?

Syftet med instegsjobbet är att den sökande skall kunna prova hur det är på den svenska arbetsmarknaden samtidigt som den arbetssökande fortsätter att läsa svenska. Oftast är man väldigt språksvag när ett instegsjobb startas, och går det sedan vidare till ett nystartsjobb eller ett reguljärt arbete så får man väl anse att det har varit ett positivt utfall.

The purpose with the "entry recruitment initiative" is that the person looking for a job shall be able to test the waters of the Swedish labor market, while simultaneously continuing their Swedish studies. Often a person is very language-weak when an "entry recruitment" job is started, and then a person moves onto a "new start" job, or a regular work, so if that happens you may regard it as a positive outcome.

4. Vilka resurser krävs för implementera åtgärderna?

- Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

Det kräver en hel del administration att implementera åtgärderna, men det är något vi prioriterar då det är vårt huvuduppdrag att få ut människor i arbete eller högre studier. Vi administrerar besluten i huvudsak själva som handläggare och behöver inte ta hjälp av någon annan expertis eller IT-support och dyl.

It requires a good deal of administration to implement the interventions, but it is something that we prioritize for it is our main mission to bring people out into work

or higher education. We administer the decisions primarily on our own as handlers, and do not need any help in the form of expertise or IT-support etc.

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

Andra åtgärder är praktik, arbetsmarknadsutbildningar, eller vanliga studieförberedande åtgärder.

Other policies, interventions, such as internships, labor market educations, or other study-preparatory interventions

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

Både och, när det fungerar som det ska och leder vidare till "riktiga anställningar" så är vi generellt positiva, men det finns arbetsgivare som missbrukar systemet och anställer endast människor så länge som dom får stöd. Vi tycker att det borde finnas en gräns på hur många gånger man kan utnyttja sådana stöd, eller att det tex borde få finna max ett anställningsstöd på tio st anställda.

Both, when it works as it should and leads to "real employments" then we are generally positive, but there are also employers who abuse the system and only employ people as long as they get support. We believe that there should be a limit for how many times a person may use such supports, or for instance that there should be a maximum of ten employees.

6. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

Kanske 6 h/v

Maybe 6h/week

7. Anser du att det är tillräckligt med tid?

Ja, och detta är något vi prioriterar framför annat!

Yes, this is something that we prioritize before anything else!

8. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

Tror inte det.

Don't think so

9. Hur had det sett ut ifall du hade mindre att göra

Då hade jag haft mer tid för att göra besök ute hos arbetsgivare och prata in vår målgrupp.

Then I would have more time to visit the employers and speak to our target group

10. Känner arbetsgivarna till målsättningarna för åtgärderna?

- Sympatiserar arbetsgivarna med målsättningarna?

Inte alla, men det är något vi förklarar för samtliga.

Not all, but we explain it to everyone

11. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

Lätt!

Easy!

12. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

Inte så säker på det! Instegsjobbet kan vara aktuellt upp till tre år efter uppehållstillståndet förutsatt att personen läser svenska, och de flesta är färdiga inom en två års period.

Not so sure about that! The "entry recruitment" may be possible up to three years after the residence permit has been issued, provided that the person is studying Swedish, and most are done within a two-year period.

13. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

Nej.

No.

14. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

Ja, det uppstår konflikter ibland. Det finns oseriösa arbetsgivare som inte betalar ut rätt lön, och det enda som vi som handläggare då kan göra är att skicka en signal till vår ekonomiavdelning där vi signalerar att personen säger att den inte har fått rätt lön. Då begär vår ekonomiavdelning i kopior på lönespecifikationer.

Vi som handläggare får och ska inte blanda oss i en konflikt, här säger man att det är arbetsmarknadens parter som får lösa konflikten, tex facket och arbetsgivare.

Yes, there are conflicts sometimes. There are a number of unserious employers who do not pay the correct wage, and the only thing that we handlers may do then is send a signal to our economy department where we signal that the person is saying they have not received the correct pay. Then our economy department will request copies of the pay specifications. We as handlers may not and should not involve ourselves in a conflict of this kind, rather it is the labor market parties who are to solve the conflict, such as the unions or the employers.

15. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

En selektionseffekt blir det, då jag upplever att de flesta arbetsgivare hellre hade anställt en som kan språket och arbetskulturen här i Sverige. Så stödet är viktigt för att dom skall få chansen att visa vad dom går för.

There will be a selection-effect, as I experience that the majority of employers would rather have hired a person who knows the language and working culture in Sweden. So the support is important for them (refugees) to get a chance to show what they are capable of

11.1.5 Implementer D

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

Det är ett redskap för att motverka långtidsarbetslöshet samt att öka arbetsgivarnas intresse att anställa personer som av olika skäl har svårt att få en plats på arbetsmarknaden. Ligger lite i stödets namn. Jag betraktar det som ett stöd som gör att många med lite lägre kvalifikationer får chansen till jobb.

It is a tool to combat long-term unemployment as well as increase the employers' interest in hiring people who for various reasons have difficulty finding a spot in the labor market. It is in the support's name. I regard it as a support which facilitates many people with lower qualifications to get a job.

2. Hur vet man om åtgärden har lyckats?

- a. Vad tror du skulle kunna anses vara ett positivt utfall?

- För mig är ett positivt utfall att personen har kvar sin anställning även efter det att stödtiden löpt, då anser jag att de har etablerat sig på arbetsmarknaden.

For me, a positive outcome is that a person keeps their employment even after the support-period has run its course, then I consider them to be established on the labor market.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

- Syftet är att göra det möjligt för de som läser svenska i någon form att kunna kombinera det med en anställning. Instegsjobb är ofta det som gör det möjligt för de som varit i

Sverige en kort period att få en anställning trots att de inte räcker till språkmässigt. Stödet till arbetsgivaren gör att de har lite mer tålamod med att förklara uppgifter etc. The purpose is to make it possible for those who are learning Swedish in some capacity to combine this with an employment. "Entry recruitment" jobs are often what make it possible for those who have been in Sweden for a short period of time to gain an employment despite not have sufficient language skills. The support for the employers gives them reason to be more patient with explaining tasks etc.

a. Hur vet man ifall åtgärden har lyckats?

-Det kan resultera i fortsatt anställning med eller utan stöd. Personen har fått referenser som öppnar dörren till nya jobb. Språket har ofta utvecklats mycket under tiden som individen jobbat. Allt detta sammantaget ser jag som positiva resultat.

It may result in a continued employment with or without support. The person has gained references which open the doors to new jobs. Language has often developed a lot during the period that the person has worked. All of this, I would say, are positive results.

4. Vilka resurser krävs för implementera åtgärderna?

a. Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

- Vi jobbar i ett uråldrigt system som är en evig kamp med knapptryckande. Sen följer en relativt gedigen administration med varje beslut. Samtidigt så frigör personer som jobbar tid åt att fokusera mer på de som inte jobbar. Vid knepiga ärenden har vi rådgivning. Tyvärr är det bara råd man får så i slutet sitter man på hela beslutet själv.

We worked in an outdated system which is an endless battle of button-pushing. Then there is a rather thorough administration with every decision. At the same time, people who work free up time to focus on those who do not work. In difficult cases, we have counseling. Unfortunately it is merely advice, so in the end you must make the decision yourself.

b. Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

- Beror helt på individens egna mål. Men jobb ligger i fokus för det mesta. Sen har vi lärt oss att de flesta inte är redo för jobb den första tiden. Oavsett jobb krävs oftast en liten bas i svenska för att det ska vara möjligt att få till en anställning. Här jobbar vi mer med språkpraktik och SFI.

Depends entirely on the individual's goals. But job is the main focus for the most part. Then we have also learned that the majority are not ready for work in the beginning. Regardless of the job, a small base of Swedish would make it possible to get an employment. Here we work more with language internships and Swedish for Immigrants (SFI).

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

- Inte alltid. Vissa åtgärder leder bara till en aktivitet för stunden.

Not always. Sometimes they only lead to an activity for the moment.

6. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

- Jobb går före andra beslut. Nu har jag nog jobbat 5-10 timmar med beslut som rör anställningar och praktiker. Blir mindre under hösten.

Jobs go before other decisions. I have worked 5-10 hours with decisions with employments and internships. This will get diminish towards the autumn.

7. Anser du att det är tillräckligt med tid?

- Ja eftersom jag tar den tid som dessa uppgifter kräver så får mindre relevanta uppgifter vänta.

Yes, because I take the time that these tasks require, so less relevant tasks have to wait.

8. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

- Ja. Då hade sannolikt kvalitén på underlag och beslut försämrats.

Yes, most likely the quality of the basis for decision and the decision itself would be weakened.

- Hur had det sett ut ifall du hade mindre att göra?

Jag hade haft tid att jobba mer aktivt med att få in fler jobb till den målgrupp jag jobbar med.

I would have time to work more actively with bringing in more jobs to my target group.

9. Känner arbetsgivarna till målsättningarna för åtgärderna?

- De vet för lite.

They know too little

a. Sympatiserar arbetsgivarna med målsättningarna?

- De som har koll på läget är ju med i hur vi tänker och vilka möjligheter vi kan erbjuda.

Those who are aware of the situation are on board with how we are thinking, and what opportunities we may offer.

10. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

- Mycket enkel för de som vill bry sig. Det finns supertydliga länkar genom arbetsformedlingen.se. De som tycker det är svårt har oftast inte ens brytt sig om att ens försöka.

Very simple for those who make the effort. There are super clear links on our website.

Those who think it is difficult usually have not bothered to try.

11. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

- När det gäller reglerna runt instegsjobb är den generella kunskapen låg både inom och utanför myndigheten.

When it comes to the rules surrounding the "entry recruitment" initiative, the general knowledge is low both within and outside the agency.

12. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

- I vissa fall. Oftast hinner vi inte följa upp den planeringen.

In some cases. Often we do not have time to follow-up on the plan.

13. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

- Ja, många arbetssökande anser att arbetsförmedlingen ska prata med deras arbetsgivare om exempelvis schema. Detta är inget som vi ska peta i. De får lära sig att ta det samtalet själv. Vissa arbetsgivare tycker att de har rätt och kan reglerna bättre än oss. I dessa fall skickar jag helt enkelt ett utdrag ur gällande lag, brukar lösa problemet. Oftast är det sökande som undrar varför inte vi har gett dem ett jobb. Här får jag pedagogiskt gå igenom vårt uppdrag.

Yes, many job searchers believe that the public employment service should speak with their employer about for example scheduling. This is not something that we should stick our noses in. They need to learn to take that discussion themselves. Some employers believe they have they are right and know the rules better than we do. In these cases I simply send them an excerpt from the current law, and this usually solves the problem. Often it is the job seeker who is wondering why we have not given them a job. In these cases I must pedagogically go through our mission.

14. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

- Helt klart är det så. Arbetsgivarna känner till stödet och är inte dummare än att de söker, blir mycket pengar under 6 månader. I cirka 50 procent skulle jag tro att många hade fått sina jobb även utan stöd. Arbetsgivarnas behov av personal varken ökar eller minskar med stöden. Men de hade kanske anställt andra personer än de som nu får jobben. Of course this is the case. Employers know about the support and are not more dumb than to just apply, it adds up to a lot of money in 6 months. In about 50% of the cases I would think that many of them would have gotten their job even without the support. The employer's needs for staff neither increases nor decreases as a result of the support. But they would have hired other people than those who currently get the jobs.

11.1.6 Implementer E

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

Det är ett ekonomiskt stöd till arbetsgivaren för att anställa personer som står lite längre från arbetsmarknaden

It is an economic support to the employer that hires people who are a bit further from the labor market.

2. Hur vet man om åtgärden har lyckats?

Det är ingen "åtgärd" i vår mening utan en reguljär anställning. Stödet följs upp nationellt så det är svårt att säga om det lyckas generellt. Man vet att stödet fungerar om individen har fortsatt anställning efter stödtidens slut.

It is not an "intervention" per our understanding, but a regular employment. The support is followed up nationally so it is difficult to say if it has been successful in general. A person knows the support works if the individual has kept their employment after the support period has run its course.

- Vad tror du skulle kunna anses vara ett positivt utfall?

Om individen har fortsatt anställning efter stödtidens slut.

If the individual has a continued employment after the support period is over.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

Det är att hjälpa nyanlända som har behov av handledning och som behöver fortsätta svenskstudier i kombination med arbetet.

It is to help newly arrived who require guidance and who need to continue their Swedish studies in combination with work.

- Hur vet man ifall åtgärden har lyckats?

Om individen får relevant erfarenhet så den blir mer anställningsbar genom erfarenhet och förbättrat språk.

If the individual gets relevant experience then they become more hire-able through experience and improved language.

4. Vilka resurser krävs för implementera åtgärderna?

- Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

Ja

Yes

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

Dessa är de enda stöd vid anställningar vi har inom etableringen förutom lönebidrag som riktar sig mot funktionsnedsatta. Andra åtgärder kan vara arbetspraktik, arbetsträning, yrkeskompetensbedömning.

These are the only supports for employment that we have within establishment (of refugees) besides wage subsidies that are directed towards people with impaired function. Other interventions may be internships, work training, professional competence assessment.

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

Vi är mindre förtjusta i instegsjobb då det inte är A-kassegrundande och används i för hög utsträckning i enklare yrken.

6. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

Uppskattningsvis 10%

Approximately 10%

7. Anser du att det är tillräckligt med tid?

Nej vi skulle behöva följa upp mer än vi gör idag

No, we would need to follow-up more than we do today.

8. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

Se föregående svar

See previous answer

9. Hur had det sett ut ifall du hade mindre att göra

Jag hade kunnat följa upp bättre och ha en bättre dialog med arbetsgivarna för att undvika att stöden används felaktigt.

I would be better able to follow-up and have a better dialogue with employers and avoid that the support is used incorrectly.

10. Känner arbetsgivarna till målsättningarna för åtgärderna?

De flesta mindre arbetsgivare ser bara till pengarna. De stora är inte så intresserade av bidrag.

The majority of smaller employers look only to the money. The larger ones are not as interested in support.

- Sympatiserar arbetsgivarna med målsättningarna?

Blandat

Mixed

11. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

Nystartsjobb är en enkel ansökning. Man skickar bara en blankett på två sidor. Instegsjobb är klart mer omfattande och inte en ansökan utan en överenskommelse där Arbetsförmedlingen är med och påverkar innehållet samt att fackliga företrädare får yttra sig.

"New start jobs" are a simple application. You send a form of two pages. "Entry recruitment" is definitely more extensive and is not an application, but an agreement where the PES is with and influences the content and the union representatives may have a say.

12. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

Inom vissa branscher särskilt service/restaurang. Annars vet man inte så mycket om dem och är som jag skrev tidigare mer intresserad av rätt kompetens än bidrag.

Within certain industries, particularly service/restaurants. Otherwise a person does not know so much about them and as I wrote earlier they are more interested in competence than subsidies.

13. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

Ja men i olika grad.

Yes, but to varying degree.

14. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

Konflikten uppstår oftast mellan arbetsgivare och Arbetsförmedlingen när vi ställer krav på anställningarna som lön, handledning.

Conflict arises primarily between employers and the PES when we have demands, such as wages, guidance.

15. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

Det är förstås svårt att sja om. Det är troligt att stöden gynnar de branscher som har enklare jobb som t.ex. lokalvårdare och restaurangbiträden.

It is hard to say. It is plausible that the support benefits those industries that have simpler jobs, such as caretakers and restaurant workers.

11. 1.7 Implementer F

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

Svar: Nystartsjobb ska stimulera arbetsgivare att anställa personer som varit utan arbete en längre tid samt underlätta för arbetssökande som varit utan arbete en längre tid att få ett arbete.

New start jobs should stimulate the employers to hire people who have been without work for a longer period as well as help the job seeker who has been without work for a longer period to find work.

2. Hur vet man om åtgärden har lyckats?

➤ Vad tror du skulle kunna anses vara ett positivt utfall?

Svar: Nu har vi arbetat med nystartjobb under många år och då konjunkturen varierar är det svårt att jämföra med hur det var innan nystartsjobb fanns. I vår region används nystartsjobb mycket och det vi har bra resultat, det vill säga att många långtidsarbetslösa kommer ut i arbete med hjälp av nystartsjobb.

Now we have worked with “new start jobs” for many years, and as the business cycle varies it is difficult to compare with how things were before the policy existed. In our region, “new start jobs” are used often and we have good results with it, that is to say many long-term unemployed get out into work with help of it.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

Svar: Instegsjobb lämnas till arbetsgivare i syfte att stimulera anställningar av personer som är nya i Sverige och som har svårigheter att få ett reguljärt arbete. Insatsen innebär att man kombinerar studier i svenska med arbete.

“Entry recruitment” is given to employers for the purpose to stimulate employment of people who are new in Sweden, and have difficulty with finding regular work. The intervention entails that you combine Swedish studies with work.

- Hur vet man ifall åtgärden har lyckats?

Svar: Att fler kombinerar arbete med fortsatta studier på SFI.

That more combine work with their continued studies at SFI.

4. Vilka resurser krävs för implementera åtgärderna?

- Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

Svar: Ja. Hos oss arbetar vi mycket ut mot arbetsgivare för att marknadsföra dessa insatser/åtgärder och lyckas bra med det.

Yes. At our agency, we work a lot towards employers to market the policies and we have success with that.

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

Svar: Ja, vi arbetar med flera anställningsstöd så som extratjänster och särskilt anställningsstöd (för långtidsarbetslösa), lönebidrag (subventionerade anställning vid bortfall av arbetsförmåga) m.m.

Yes. We work with other forms of employment support, such as “extratjänster” and “particularly employment support (for long-term unemployed)”, wage subsidies (subsidized employment in the case of decrease work-ability) etc.

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

Svar: Förstår inte riktigt den här frågan. Vi arbetar med de insatser som vi har och lägger inga värderingar i målsättningarna.

I don't quite understand the question. We work with the interventions that we have and do not put any values in the goals.

6. Innebär ert arbete med dessa åtgärder mycket samarbete med andra organisationer?

- Vad för slags organisationer eller aktörer får ni samarbeta med?

Svar: Vi har mycket samarbete med näringsliv, kommun, regioner, samordningsförbund, andra statliga myndigheter m.m.

We have a lot of cooperation with business, the municipality, regions, unions, and other state agencies.

- Är det lätt för dig att arbeta tillsammans med andra inom ramen för dessa åtgärder?

Svar: Ja.

Yes

7. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

Svar: Vi använder dem som verktyg i vårt dagliga arbete, svårt att tidsbestämma men arbetsförmedlare stöter på detta varje vecka.

We use them as tools in our daily work, hard to say in terms of time but PES employees deal with it every week.

8. Anser du att det är tillräckligt med tid?

Svar: Ja.

Yes

9. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

Svar: Nej, åtgärderna fungerar bra och är bra verktyg.

No, the interventions work well and are good tools.

10. Hur had det sett ut ifall du hade mindre att göra

Svar: Nej, åtgärderna fungerar bra och är bra verktyg.

No, the interventions work well and are good tools.

11. Känner arbetsgivarna till målsättningarna för åtgärderna?

Svar: Vissa arbetsgivare känner väl till dem, vi arbetar hela tiden med att sprida kunskap om vilka möjligheter som finns för att anställa en nyanländ eller en som varit utan arbete en längre tid.

Certain employers have good knowledge of them, we work continuously with spreading knowledge of the possibilities that there are to hire a newly arrived or someone who has been without employment for a longer period.

- Sympatiserar arbetsgivarna med målsättningarna?

Svar: Många är positiva.

Many are positive

12. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

Svar: Ganska enkel gällande dessa insatser.

Quite simple with these interventions

13. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

Svar: Troligen inte, vi får ofta frågor så vi reder ut tillsammans. Vi förväntar oss inte att arbetsgivarna ska hålla koll på detaljer i vad som gäller.

Probably not, we often get questions that we work out together. We do not expect that the employers are going to keep an eye on details.

14. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

Svar: Inför ett beslut om är vi väldigt noga med att tala både med personen och arbetsgivaren om vikten av svenska och att de fortsätter sina svenskastudier när de arbetar. Det finns lite utmaningar eftersom man kan ha instegsjobb på heltid och SFI inte alltid har så flexibla tider som man skulle vilja önska, t.ex kvällar och em.

Before any decision, we are very thorough with speaking with both the person and the employer about the weight of Swedish, and that they continue their studies while they work. There are a few challenges because a person is supposed to have the job full-time and SFI does not always have as flexible hours that a person would wish for, such as evenings.

15. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

Svar: Nej, det upplever vi sällan att det gör. Viktigt är att vi är tydliga i vad som gäller samt att det alltid måste finnas ett anställningsförfarande mellan arbetsgivaren och arbetstagaren.

Det är i så fall där det skulle kunna uppstå konflikter.

No, we rarely experience that there is any conflict. It is important that we are clear on what the rules are as well as that there must always be an employment contract between the employer and the employee. It would be in these instances that conflicts arise.

16. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

Svar: Det förekommer säkert, men min bedömning är att det ändå hjälper fler arbetssökande att komma ut i en anställning och samtidigt fortsätta förbättra sin svenska med hjälp av SFI.

It probably occurs, but it would be my judgment that it still helps more job seekers to get out into an employment and continue to improve their Swedish with the help of SFI.

11.2.8 Implementer G

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

Svar: Att underlätta för arbetssökande som varit utan arbete länge eller är ny i Sverige att komma in på arbetsmarknaden.

To make it easier for the job seeker who has been without work for a long time or is new in Sweden to get out on the labor market.

2. Hur vet man om åtgärden har lyckats?

- Vad tror du skulle kunna anses vara ett positivt utfall?

Svar: Personen i fråga får en fortsatt anställning när Nystartsjobbet tagit slut samt fått erfarenhet som gynnar fortsatt arbetssökande.

The person in question maintains their employment when the new start job has ended, and they have gotten experience which helps in future job searches.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

- Svar: Syftet är att underlätta för arbetssökande att komma ut på arbetsmarknaden redan under tiden som arbetssökande läser svenska.

The purpose is to make it easier for the job searcher to get out on the labor market while they are learning Swedish.

- Hur vet man ifall åtgärden har lyckats?

Svar: Arbetssökande får fortsatt arbete alternativt underlättar och ökar möjligheterna till nytt arbete, progression i svenska språket, erfarenhet av svensk arbetsmarknad vilket tillsammans kan bidra till integrationen.

The job seeker continues their employment or it has been made easier with increased chances of new work, progression in Swedish, experience of the labor market, which together contributes to integration.

4. Vilka resurser krävs för implementera åtgärderna?

- Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

Svar: Ja.

Yes.

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

Svar: Målet är att arbetssökande ska få arbete och vägen dit kan gå via till exempel praktikplats, arbetsträning med handledning, snabbspår, yrkesvalidering eller

Instegsjobb.

The goal is that the job seeker shall receive work, and the road there may be through an internship, work training with guidance, fast-track, profession validation, or entry recruitment.

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

Svar: Ja.

Yes.

6. Innebär ert arbete med dessa åtgärder mycket samarbete med andra organisationer?

7. Vad för slags organisationer eller aktörer får ni samarbeta med?

Svar: Arbete innebär kontakter med arbetsgivare och kompletterande aktörer som till exempel utbildningsanordnare som kan hitta arbete eller praktik till arbetssökande.

Work entails contact with employers and other actors, for example, for instance education co-ordinator who may find work or internships for the job seeker.

- Är det lätt för dig att arbeta tillsammans med andra inom ramen för dessa åtgärder?

Svar: Ja, eftersom vi arbetar mot samma mål.

Yes, Because we are working towards the same goals.

8. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

Svar: Det varierar kraftigt beroende på hur det ser ut med jobbmöjligheter.

It varies greatly depending on their chances for work.

9. Anser du att det är tillräckligt med tid? Svar: Ja, eftersom arbete och arbetsgivare är en prioriterad uppgift.

Yes, because work and employers are a prioritized task.

10. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

Svar: Nej, eftersom arbetsgivare och arbete är en prioriterad uppgift.

No, because employers and work are a prioritized task.

11. Hur had det sett ut ifall du hade mindre att göra

Svar: Då skulle det bli mer besök ute hos arbetsgivare.

Then it would mean more visits at employers.

12. Känner arbetsgivarna till målsättningarna för åtgärderna?

- Sympatiserar arbetsgivarna med målsättningarna?

Svar: Arbetsgivaren har som mål att driva ett företag medan Arbetsförmedlingen har som mål att hjälpa arbetssökande att komma ut i arbete varför det blir svårt att ha samma målsättning. En del arbetsgivare som har möjlighet har möjlighet att ta ett socialt ansvar för integration är mer medvetna om Arbetsförmedlingens målsättning.

Employers have the goal of running a company, while the PES has the goal of helping job seekers find a place of work, whereby it is difficult to have the same goals. A few employers who have the possibility may take some social responsibility for integration and are aware that of the PES' goals.

13. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

Svar: Ansökningshandlingar hämtas på Arbetsförmedlingens hemsida eller överlämnas av handläggare på Arbetsförmedlingen.

Application papers may be found on the PES' website or given by handlers at the PES

14. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

Svar: Den informationen ska arbetsgivaren få vid samtal om anställningsstöd.

The employer will receive this information during the discussions of the subsidy.

15. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

Svar: Handläggaren brukar oftast ge rådet att sökande ska fortsätta sina studier i svenska.

Handlers/implementers often give the advice that the job seeker should continue their Swedish studies.

16. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

Svar: Nej.

No.

17. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

Svar: Nej, min upplevelse är att målgruppen behöver det extra stödet för att få en möjlighet att komma ut på arbetsmarknaden.

No, my experience is that the target group needs the extra support to get a possibility to enter the labor market.

11.1.9 Implementer H

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

En kombination av studier och arbete där du kan öva din svenska i praktiken.(Instegsjobb)

Att få in en fot på arbetsmarknaden för den som räknas som långtidsarbetslös= >12 månader inskrivning på AF (Nystartsjobb)

A combination of studies and work where you can train your swedish practically (entry recruitment). To get a foot in the labor market for the person who has been unemployed for more than 12 months (new start jobs)

2. Hur vet man om åtgärden har lyckats?

- Vad tror du skulle kunna anses vara ett positivt utfall?

Fast arbete eller nystartsjobb efter avslutade studier.

Steady job or a new start job after the completion of studies.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

- Hur vet man ifall åtgärden har lyckats?

Se svaren ovan

See above

4. Vilka resurser krävs för implementera åtgärderna?

- Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

Ja, tid och resurser finns för dessa stödformer.

Yes, time and resources are available for these supports.

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

Målsättningen är alltid densamma: Förankring på arbetsmarknaden, antingen via fast eller deltidsjobb. Vi har förutom Instegsjobb/Nystartsjobb en hel del andra subventionerade anställningsformer.

The goal is always the same: ties to the labor market, either through a full-time or a part-time job. Besides these supports, we have a deal of other forms of subsidized employment.

5. Sympatiserar du och dina kollegor med målsättningarna för dessa åtgärder?

Ja, absolut!

Yes, absolutely!

6. Innebär ert arbete med dessa åtgärder mycket samarbete med andra organisationer?

- Vad för slags organisationer eller aktörer får ni samarbeta med?

Vi begär alltid in samråd ifrån de fackliga organisationerna som är aktuella.

We always consult with the unions that are relevant.

- Är det lätt för dig att arbeta tillsammans med andra inom ramen för dessa åtgärder?

Inte alltid. Ibland har vi olika syn på värdet av subventionerade anställningar och de sk. "undanträngningseffekterna". De fackliga företrädarna har heller inte hela bilden klar för sig angående varför stödet finns (p.g.a sekretess) och kan därför inte bedöma om det är relevant eller inte. Vi ser dock alltid till att lönen är i nivå med kollektivavtal.

Not always. Sometimes we have different views on the value of the subsidized employments, the so-called displacement effects. The union representatives also do not have a clear picture about why these supports exist, and may not be able to judge whether it is relevant or not. We always make sure that the wage is in line with the collective agreements.

7. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

Mellan 4-8 timmar per vecka

Between 4-8h per week.

8. Anser du att det är tillräckligt med tid?

Ja.

Yes.

9. Ifall du hade mer att göra, skulle det förändra något vad gäller ditt förhållningssätt?

Nej.

No.

10. Hur had det sett ut ifall du hade mindre att göra

Kanske lite mer uppsökande verksamhet hos olika arbetsgivare i syfte att informera om Instegsjobb/Nystartsjobb.

Maybe a bit more reaching out to different employers for the purpose of informing them of the policies.

11. Känner arbetsgivarna till målsättningarna för åtgärderna?

Inte alla.

Not all

- Sympatiserar arbetsgivarna med målsättningarna?

En del tycker ju att det är bra att de sökande fortare lär sig svenska och en del arbetsgivare ser mest till subventionen i löneutbetalningen.

Some thing that it is useful for the job seeker to learn swedish quicker, and a few employers only look to the subsidy

12. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

Det kan i vissa fall upplevas som "onödigt mycket pappersarbete", framför allt av de mindre arbetsgivarna.

In some cases it can be seen as "unnecessarily much paperwork", primarily amongst the smaller employers.

13. Vad gäller instegsjobben, känner arbetsgivarna till att åtgärden även finns tillgänglig för de som är färdiga med deras etableringsuppdrag?

Nej, det tror jag inte.

No, I don't believe so.

14. Har ni kontakt med sfi för att se till att de nyanlända fortsätter sina studier i svenska?

Nej! Den tiden har vi tyvärr inte.

No! Unfortunately we do not have the time for that.

15. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten?

Nej. Väldigt sällan uppstår konflikter runt detta. Det kan i så fall vara olika uppfattning runt arbetstider och/eller lön. Då hänvisar vi alltid till facklig person på plats. Om ej sådan finns så händer det att vi tar "ett allvarligt samtal" med arbetsgivaren för att undersöka eventuella missförhållanden.

No. Very rarely is there any conflict about this. In these cases, it would be different views on working hours and/or wage. Then we always refer to the union representative. If there is no such person then it happens that we have a "serious conversation" with the employer to look for poor conditions.

16. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

Ja, så kan det kanske vara, men oftast är det småföretagare som är relativt nyetablerade och som inte skulle ha råd att anställa en "vanlig" arbetstagare.

Yes, this may be, but often it is smaller employers who are relatively newly established and would not have had the funds to hire a "regular" employee.

11.3 Interviews

11.3.1 Interview 1

1. Kan du beskriva lite kort vad syftet med nystartsjobben är?

Själv syftet med nystartsjobb är att stimulera arbetsgivare att anställa personer som har varit utan arbete en längre tid. Då måste det vara en person som bedriver en näringsverksamhet. Det kan inte vara en person som säger "jag vill ha en person hos mig" – det måste vara ett företag för att vi ska kunna bevilja nystartsjobb. Syftet är för att om personen varit arbetslös under ett bra tag, då behöver dem lite stöd för att arbetstagare ska ta emot dem igen. Och då går arbetsförmedlingen in och hjälper till med ekonomiskt stöd. Nystartsjobben är inget program, utan det är ett ekonomiskt stöd till arbetsgivare som gynnar arbetssökande. Nystartsjobb är ak-kasseberättigande.

The whole purpose with the "new start" jobs is to stimulate employers to hire people who have been without work for a longer period of time. Then it must be a person who is running

a business. It cannot simply be a person saying “I would like a person with me” – it must be a company and we must be able to approve of a “new start job”. The purpose is that if a person has been without work for a good period, then they need a bit of support for employers to take them in again. And then the PES goes in and helps them with economic support. “New start jobs” are not a program, rather they are economic support to employers that also benefits the job seekers. “new start jobs” also entitle you for unemployment benefits.

Varför föredrar arbetsförmedlingen de verktyg som är a-kasseberättigande?

Arbetsförmedlingen vill ha a-kassa för den sökandes skull också. Då är det ju lättare för den sökande att försörja sig än att arbeta utan a-kassa. Om man är utan a-kassa får du mindre i ersättning i form av aktivitetsstöd också ifall du skulle komma till våra andra program, till exempel jobb och utvecklingsgarantin. Har du med dig en a-kassa i grunden får du med dig det högsta ersättningsbeloppet, har du inte med dig a-kassa får du det lägsta. Du klarar dig inte med det, utan då måste du komplettera hos andra myndigheter, till exempel socialtjänsten.

The public employment service wishes to open up for unemployment benefits for the job seeker's sake. If you are without this, then you receive less money in the form of activity support, and if you were to be placed in any of our other programs, for example the “job and development guarantee”. If you have unemployment benefits with you then you receive the highest reimbursement amount, but if you do not have it then you receive the lowest. You cannot get by with that, and would be required to look to other agencies, such as the social services.

2. Hur vet man om verktyget har lyckats?

- Vad tror du skulle kunna anses vara ett positivt utfall?

Jag pratar ju som handläggare nu. Mina egna erfarenheter av nystartsjobb. Jag jobbar ju med etablering just nu av nyanlända. Och vi ser ju här att personer som kommer till Sverige har den här möjligheten ganska så snart de blir inskrivna hos arbetsförmedlingen. För deras tid de har varit på migrationsverket räknas också som ramtid för nystartsjobb. Så det är ett ganska bra stöd. Till exempel om jag inte är duktig på språket, men behöver fortfarande komma ut och arbeta då kan vi använda nystartsjobb som en morot till den arbetsgivaren som kanske har funderingar på att anställa. På så sätt är det ju jättebra med nystartsjobb.

Now I'm just speaking as a handler. My own experiences of “new start jobs”. I am currently working with the establishment of newly arrived. And we see that people who come to Sweden have the possibility almost as soon as they are written in at the PES. For their time at the Migration Board also counts towards “new start jobs”. So it is a pretty good support. For example, if I am not good at the language, but still need to get out and work, then we can use the “new start jobs” as a carrot for the employer who otherwise may have ideas of hiring. In that way, it is very good with “new start jobs”.

3. Kan du beskriva lite kort vad syftet med instegsjobben är?

Instegsjobb är ju också ekonomiskt stöd till arbetsgivaren, och det är också stöd för personer som är arbetssökande. Men då är det för personer som har väldigt svårt för att få ett arbete. Till exempel att man inte kan det svenska språket – det är ju därför det kallas instegsjobb, att man stegas in i jobbet. Och det är ju mycket mer stöd i instegsjobb än det är i nystartsjobb – instegsjobb är ca. 80% plus att man kan få handledning under tre månader. Vi betalar ekonomiskt stöd för handledning. Så om någon skulle bli anställd hos ett företag då kan vi betala 50kr per dag för handledning. Och ett instegsjobb kan du ha upp till ett år, beroende på när du fick uppehållstillstånd, eller personer som det inte har gått 36 månader från att de fick uppehållstillstånd.

The "entry recruitment initiative" is a form of economical support to the employer, and it is also for people who are looking for jobs. But then it is for people who have difficulty in finding work. For example, if a person does not know the language – this is why it is called "step-in" jobs [Translator's note: here I used the literal translation of the policy in Swedish to make sense of what she is saying. The official name of the policy as given by the PES is "entry recruitment"] – that a person steps into the job. And there is more support from the "entry recruitment initiative" than with "new start jobs" – "entry recruitment is ca. 80% plus that a person may get guidance for three months. We pay economic support for guidance. So if anyone would be hired at a company then we may pay them 50kr per day for guidance. And you can have an "entry recruitment" job for up to a year, depending on when you received your residence permit, or people for whom it has not gone 36 months since they received their residence permit.

➤ Hur vet man ifall åtgärden har lyckats?

Det ser vi ju här att det är många som har instegsjobb och instegsjobb leder till nystartsjobb. Instegsjobben är ju inte a-kasseberättigande, men det är ett bra steg för våra sökande att komma in i arbetsmarknaden och få möjlighet att få skapa kontakter, att få med sig referenser, tack vare instegsjobben. För att de är ute på ett arbete, lära att känna dem, ser vad de går för och får med sig intyg och referenser. Det instegsjobbet som en person kan ha kan leda till jobb hos annan arbetsgivare. Så man kan säga att vi använder det för att skapa kontakter och få att komma igång med arbete här i Sverige.

What we see is that there are many who have "entry recruitment" jobs and that these lead to "new start" jobs. The "entry recruitment" jobs are not a basis for unemployment benefits, but this is a good step for our job seekers to enter the labor market and to get the opportunity to create contacts, gain references, thanks to the "entry recruitment" initiative. Because they are at a place of work that gets to know them, see what they can do, and can provide references. The "entry recruitment" job that a person has may lead to employment under a different employer. So you may say that we use it to create contacts and to start off their work in Sweden.

4. Vilka resurser krävs för implementera verktyg?

➤ Har du och dina kollegor tillräcklig stöd och kapacitet för att göra det? Tex. Har ni tillräckligt med tid, expertis, IT support osv

Om jag säger så här, vi har ju handläggarstöd. Vi vet ju till exempel, det står ju vad vi ska tänka på inför ett instegsjobb. Vi måste ju kontrollera arbetsgivare, vi måste få in

intyg från migrationsverket, tex. Att man inte har haft sin uppehållstillstånd i mer än 36 månader, vi kan begära intyg från sfi för man måste samtidigt som man har instegsjobb så måste man lära sig svenska. Det är ju som jag sa, instegsjobb är ju för att man ska ta små små steg in i arbetslivet samtidigt så ska du lära dig svenska. Så en dag i skolan och till exempel fyra dagar jobbar man. Så vi har ju ganska mycket, och vi som jobbar i etableringen har obegränsat med resurser. Så vi kan ha hur många instegsjobb som helst om arbetsgivaren fyller de kraven som arbetsförmedlingen har. Till exempel försäkring, det ska vara företag, för vem som helst kan ju inte få ha en person hos sig på instegsjobb. Instegsjobb är ganska begränsad när det gäller just hos arbetsgivare för det är ju så mycket kontroller innan vi ska låta en person gå ut på arbete.

If I put it like this, we have handler support. We know, for example, what we need to think about before starting an “entry recruitment” case. We must check employers, we need to receive verification from the Migration Board, for example, that a person has not had their residence permit for more than 36 months. We may ask for confirmation from SFi, for instance, for a person must also learn Swedish while one is employed. It is as I said, the “entry recruitment” jobs are so that a person can take small small steps into the working life while a person also learns Swedish. So one day in school and four at work, for example. So we have a lot, and if we work within the establishment (of refugees) then we have unlimited resources. So we can have as many “entry recruitment” jobs as possible as long as the employers fulfill the requirements that the PES has. “Entry recruitment” is limited when it comes to the employer, and that is because of all the checks that need to be done before we let someone go to work.

- Brukar ni vanligtvis jobba med andra åtgärder som dessa, eller arbetar ni mera med saker av annan natur/med andra målsättningar?

Nä, arbetsförmedlingen har ju olika uppdrag. Och nystartsjobb och instegsjobb ingår ju i våra uppdrag, så jag känner inte att det är något annorlunda att arbeta med nystartsjobben eller instegsjobben till exempel. Vi har annat också, om du tänker, till exempel, vi har andra sorters subventionerade anställningar. Nystartsjobb kan du ha som särskilt nystartsjobb, vi har trygghetsanställningar, lönebidragsanställningar, men det är ju andra grunder som krävs för att du ska ha dem anställningarna. Men just instegsjobb då är du ju nyanländ och inte har haft uppehållstillstånd i mer än tre år, när det gäller nystartsjobb ska du ha varit arbetssökande som vuxen över 26 år femtom månader, om du är ungdom ska du ha varit arbetssökande i nio månader, varav sex månader du har varit helt arbetslös för att du ska ha rätt till ekonomiskt stöd till arbetsgivaren. Så det är ju lite olika. Men vårt uppdrag hos arbetsförmedlingengår ut på att hjälpa sökande och arbetsgivare att nå sina mål. Till exempel om man är arbetsgivare och vill anställa en person då ska vi vara där och hjälpa till med anställningen. Och om sökande vill leta jobb så ska vi vägleda den sökande till att hitta jobb. Det är arbetsförmedlingens uppdrag som vi arbetar ifrån.

No, the PES has many different missions. And “new start” jobs and “entry recruitment” jobs are part of our mission, so I feel that it is not different to work with them, for example. We have others, as well, if you think about, for example, we have other kinds of subsidized employment, “New start” jobs, “safety employment”,

“wage grant employments” but those have different requirements. But “entry recruitment” is just for the newly arrived who have not had their residence permit for more than three years, and when it comes to “new start” jobs then you as an adult above 26 years must have been looking for work for fifteen months, and if you are a youth then you must have been looking for work for nine months whereof six months completely unemployed.

5. Innebär ert arbete med dessa åtgärder mycket samarbete med andra organisationer?

- Vad för slags organisationer eller aktörer får ni samarbeta med?

What kind of organisations or actors do you cooperate with?

Vi har ju till exempel vuxenutbildningen. Jag har ju jobbar ju här i **** och då har vi, jag som jobbar i etableringen mycket kontakt med sfi och det är vuxenutbildningen i ****. Vi har kontakt med arbetsmarknadsavdelningen och till exempel om jag ska ha en person som ska ha praktik inom kommunen då måste det alltid gå via arbetsmarknadsavdelningen. Så vi har ju självklart samarbeta med andra organisationer och myndigheter.

We have, for example, “Adult Education” [Translator’s note: this appears to be the name of an institution]. I work here in **** and I work in the establishment (of refugees) and I have a lot of contact with SFI and “Adult Education”.

- Är det lätt för dig att arbeta tillsammans med andra inom ramen för dessa åtgärder?
Is it easy to cooperate with others in the context of these policies?

Om du tänker på kommunen, ja det har vi. Vi har täta uppställningar, vi träffas och har möten i form av lokala överenskommelsen där många deltar i **** kommun. Så vi har bra samarbete med dem tycker jag.

If you are thinking about the municipality, then yes it is. We have close cooperation, we meet and have local agreements where many people participate in **** municipality. So we have a good cooperation with others, I think.

6. Hur mycket tid lägger ni ner på dessa åtgärder på en dag eller under en vecka?

Vad ska jag säga. Det är svårt att svara på det. Får jag in ett instegsjobb/sjuktjänstunderlag, då prioriterar jag det för att det är ju jobb. Men jag kan inte riktigt säga, men kanske 20% av vårt arbete under veckan, och då pratar jag för mig själv, 20% av mitt arbete går ut på att jag ska ta beslut om instegsjobb eller nystartsjobb.

What should I say. It is difficult to answer. If I receive the groundwork for “entry recruitment” then I prioritize this because it is a job. But I can’t really say, but maybe 20% of our work during the week, and then I am talking about myself. 20% of my work goes to making decisions on “entry recruitment” jobs or “new start” jobs.

7. Hur skulle du beskriva arbetsgivarnas administrativa ansökningsprocess?

Det är ju inte svårt med tanke på att vi har en jättebra hemsida. Så det finns ju ganska mycket information, sedan är det så att med tanke på att de två största grupperna som vi jobbar med är arbetsgivare och arbetssökande. Så vi är ju här för våra arbetsgivare, vi vägleder dem genom vår hemsida, vi skickar blanketter – ofta skickar vi till och med blanketterna ifyllda och färdiga, de ska bara lägga in lön och om de har försäkring och så ska

de bara skriva under och godkänna det – till exempel vi skickar en massa papper till samråd, till facket, och vi stöttar våra arbetsgivare väldigt mycket för att underlätta deras arbete . Vi förstår ju att arbetsgivare har mycket att göra så vi stöttar ju dem. Sen är det mycket på arbetsförmedlingens hemsida där arbetsgivare kan gå in och räkna hur mycket det skulle kosta, tex. Om jag skulle anställa en tjej på 26 år, vad kostar det mig om hon har en lön på 22000 om hon skulle ha instegsjobb. Vad kostar det om hon har nystartsjobb, vad kostar det att anställa en 19 åring. Vi har ju alla redskapen på vår hemsida, så jag tycker ju inte att det är svårt att jobba med våra verktyg, för att vi är ju där för våra arbetsgivare och vi hjälper så gott vi kan. Vi är tillgängliga – vi har ju en arbetsgivargrupp som man kan ringa till direkt, vi har ju en informationstelefon som man kan ringa till för att få information för hur man går tillväga.

It is not difficult considering that we have such a good website. So there is a lot of information, and then considering that the two argest groups that we work with are employers and job seekers. So we are here for our employers, we guide them through our website, send forms – often we even send them already filed out and they only need to fill in pay, and if they have insurance, then they need to sign and approve it – for example we send many papers to the union, and we support our employers very much to ease their workload. We understand that employers have a lot to do so we support them. The, of course, there is a lot of stuff on the PEs website that employers may use, for example they could go in and calculate how much it would cost. For example, if I were to hire a 26-year old girl, I could calculate how much it would cost if she had a wage of 22,000 SEK per month if she had an “entry recruitment” job. We already have the tools on our website, so I do not think it is difficult to work with our tools, because we are there for our employers and we help them to our best ability. We are available – we have an employer group that a person can call to directly, we have an information phone that one may call to get information on how to proceed.

8. Du nämnde sfi innan. Har ni kontakt med sfi för att se till att de nyanlända som jobbar under instegsjobben fortsätter sina studier i svenska medans de jobbar?

You mentioned SFI earlier. Do you keep contact with them to ensure that the newly arrived working under an “entry recruitment” job is continuing their Swedish studies while working?

Yes, det har vi. För till exempel jag som jobbar som handläggare inom etableringen, om vi har personer som har instegsjobb så måste jag få in månadsrapport från sfi varje månad om att min sökande har deltagit i sina svenska studier. Så det måste vi ju ha.

Yes, we have. For example, I work as a handler in the establishment (of refugees) and if we have people who have “entry recruitment” jobs then I receive a monthly report from SFI about attendance in Swedish lessons. We must have this.

9. Upplever du att det uppstår situationer där det uppstår konflikt? Med vem? Om vad? Hur löser du konflikten

Vi på arbetsförmedlingen kan ju inte blanda oss in i konflikter hos en arbetsgivare. För där, det är ju facket som vi hänvisar våra sökande till exempel om uppsägningen eller om man tycker att nånting har gått fel. Då hänvisar vi till om till exempel om det har blivit en skada då hänvisar vi till foraförsäkring, om det är det företaget har. Är

det ett problem med arbetsgivaren då hänvisar vi till facket. För det är ju inte vi som ska lösa det, utan det är facket som har det ansvaret.

We at the PES cannot interfere in conflicts at an employer. It is the union that we refer our seekers to, for example on dismissal, or if a person feels something has gone wrong. If there has been an injury, for example, then we may refer them to the insurance, if the company has that. If there is a problem with the employer then we refer the seeker to the union. It is not our responsibility to solve this.

10. Känner du att det finns någon selektions-effekt, vad gäller nyanlända som blir anställda under dessa åtgärder och som hade blivit anställda ändå?

Herregud nej. Eller ja. Nä, faktiskt inte. Nä, det kan inte jag säga. Det upplever inte jag i mitt arbete i alla fall. För om man har varit arbetssökande i mer än femton månader, det kan vara en vanlig svensk eller nyanländ, så har du varit arbetssökande under femton månader så har du rätt till stöd via arbetsförmedlingen om du har varit inskriven hos arbetsförmedlingen och om du har följt din plan hos arbetsförmedlingen. Så tror jag inte att det är någon som blir påverkad av att en har lite mer stöd än någon annan. För till exempel om jag säger så här: särskilt anställningsstöd finns också. Det gäller ju för alla – det är inte bara för nyanlända. Utan vem som helst i vårt samhälle kan få den stöd – ekonomiska stöden till arbetsgivaren om den har varit tillräckligt arbetslös under ett par – det är ju antal månader som man ska ha varit arbetssökande för att uppfylla kraven. Så egentligen tänker jag inte så, jag tänker bara uppfyller du de kraven för att ha ekonomiskt stöd då har du rätt till att söka vilket jobb du – sen är det ju upp till arbetsgivaren vilken vem vill arbetsgivaren anställa. Det är ju aldrig så att vi kan påverka det, det kan vi inte. Utan det är arbetsgivaren som avgör vem jag vill anställa i mitt företag. Det är ju så överallt tror jag, inte bara här i Sverige.

God no. Or, yes. No, actually not. I can't say that there is. I have not experienced this in my own work, at least. If a person has been looking for a job for more than 15 months, it could be a regular Swede, or a newly arrived, then you have been looking for a job for more than fifteen months and you are entitled to support via the PES if you have been written in here and have been following your plan with the PES. So I do not believe that there is anyone who is negatively affected that someone else has more support. For example, if I put it like this: there is also particular employment support. This is available for everyone – economic support for the employers if the job seeker has been looking for work for a number of months. So I just think that if you meet the requirements for economic support then you have the right to apply for any job – but it is still up to the employer to hire. This is not something that we may influence. It is the employer who decides who they want to hire, and it is like that everywhere, not just in Sweden.

11.4 General

11.4.1 Excerpt from the 2016 "Regulation Letter" to the Public Employment Service

3 Uppdrag

1. Åtgärder med anledning av flyktingssituationen

Arbetsförmedlingen ska vidta de åtgärder som krävs för att anpassa verksamheten till det ökande antalet deltagare i etableringsuppdraget. Om myndigheten bedömer att regeringen behöver vidta åtgärder för att förbättra förutsättningarna så ska Arbetsförmedlingen skyndsamt lämna sådana förslag till regeringen.

Translation: "The public employment service shall undertake the necessary actions which are required to adapt the organization to the increasing number of participants in the introduction program. If the agency deems that the government needs to take action to improve the conditions then the public employment service should hastily make suggestions to the government."

This excerpt marks the only direct reference to the refugee crisis, and is the only point at which they refer to refugees specifically in the letter. The letter otherwise only mentions how funds should be allocated within the agency.