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European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Sweden
Swedish Public Employment Service
Arbetsförmedlingen (Af)
2019



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¹ DECISION No 573/2014/EU

About the Swedish Public Employment Service (Arbetsförmedlingen (Af))

Name of PES	Arbetsförmedlingen
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1. Background

1.1. Status of the national PES

The *Arbetsförmedlingen* (the Swedish PES) is a government agency under the remit of the Ministry of Employment. The Ministry is responsible for setting labour market policy and the approval of the budget. The Government (i.e. the Ministry of Employment and the Ministry of Finance) formulates targets for all agencies dealing with labour market policy (including the PES), and the ensuing 'Appropriation Directions' form the basis of legally binding operational goals for the budget period.

The main objectives of PES are to improve the functioning of the labour market by:

- Effectively bringing together jobseekers and employers searching for workers;
- Prioritising those jobseekers who are far from the labour market;
- Contributing to a stable long-term increase in employment.

The main methods available to the government for management by objectives are the annual budget guidelines and the legal ordinances. Within this framework, the PES is able to decide on the design and implementation of services, including defining key performance indicators.

The PES is not responsible for the payment of benefits to jobseekers, but the costs are included in the overall PES budget even though their disbursement is handled by other institutions. Unemployment benefit is paid by the unemployment insurance funds and the activity support and introduction benefits are paid by the Swedish Social Insurance Agency.

To provide the means of offering a full digital service to Swedish PES customers with digital skills, in 2019 the Swedish PES has extended their services to Swedish jobseekers and employers via phone, and online chat, as well as additional digital services on their website. The PES also hopes to make digital services on labour market information available for the general public (i.e. not only registered jobseekers).

1.2. Geographical organisation

The PES is organised according to the following structure:

Level	Description
National	<i>Head office</i> - the PES is led by a Director General, who is appointed by the Government. It has a Board responsible for strategic decision making. There are also 15 digital/remote customer services centres at national level.
Regional	<i>Regions (6)</i> – two national business areas, employers and jobseekers, are divided into six new regions providing specific customer services either to job seekers or to employers.
Local	<i>Local employment offices (130)</i> – are responsible for operational activities and are clustered into the six regions for administrative purposes

1.3. Relationships and cooperation with other organisations

The PES operates and cooperates with a range of organisations and with different types of relationships, of which the principal ones are as follows:

- The PES works closely with the agencies responsible for the disbursement of benefits such as the unemployment insurance funds and the Social Insurance Agency.
- A range of services such as training, validation and matching jobseekers with available jobs are outsourced to providers in the public and private sectors, and the PES is responsible for procurement of these services and control and coordination of the contracted (external) providers.
- The PES cooperates with other organisations responsible for providing adult education and activities for jobseekers such as the municipalities, high schools or universities.
- As part of the digital development strategy, the PES cooperates with private companies within the IT sector and municipalities on digital matching and increasing digital awareness. The PES also takes part in 'Hack for Sweden'² to arrange digital development and knowledge sharing summits.

1.4. Key PES responsibilities

The key activities and tasks and the PES responsibilities within them are set out in the table below:

Activity/Task	PES Responsibility
Implementation of services with individualised assistance (e.g. intensive counselling and guidance, job-search assistance) and follow-up for unemployed people provided as part of a planned path towards durable (re-)employment (cf. services as in Eurostat LMP database Category 1.1.2)	Fully responsible
Implementation of ALMP (Active Labour Market Policies) measures (any measures within Eurostat	Partly responsible – the PES carries out control and coordination of contracted/external providers of

² <https://hackforsweden.se/>









Activity/Task	PES Responsibility
LMP database Cats. 2-7) financed by national funds or ESF co-funding	labour market services, such as training, validation and matching jobseekers with available jobs. The PES cooperates with other organisations responsible for providing adult education and activities for jobseekers, such as municipalities, secondary schools and universities.
Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Partly responsible - the PES evaluates the jobseekers' activities and notifies the unemployment insurance schemes of any deviations.
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately:	Partly responsible – the PES is responsible for certain allowances related to the jobseekers' activities (e.g. a loan to acquire a driving license).
Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered:	Not responsible - but substantial labour market measures are reserved for this group and the PES has a special responsibility for facilitating labour market participation for people with disabilities
Approval of layoffs by employers. Please specify if this concerns specific conditions or situation only:	Partly responsible – employers are obliged to notify the PES of impending large layoffs and centralised layoffs or redundant administration.
Licensing and supervising private employment agencies (PrES), please specify whether this covers PrES, temporary work agencies, or another type of service provision by private companies:	Not responsible – but the PES does have responsibility for services it procures from any of these types of agency.
Notification of apprenticeship places and placement of apprenticeship candidates	Partly responsible – the PES is only responsible for registered jobseekers placed in an apprenticeship.
Career advice and guidance for young people still in education	Not responsible
Acting as Managing Authority for the European Social Fund (ESF).	Not responsible
Managing training centre for jobseekers (that are an integral part of the PES	Not responsible
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Not responsible

Activity/Task	PES Responsibility
Other – Procuring privately provided services for job seekers within ALMPs, including service design and supplier monitoring. Procured services range from vocational training aimed at meeting the needs of recruiting employers to preparatory training and rehabilitation for job seekers.	Fully responsible
<p>Other – Customer services</p> <p>Distance service (previously Contact centre):</p> <p>General services to employers and jobseekers (phone, email online service and Social media)</p> <p>Registration, activity planning and case handling for certain jobseekers</p> <p>Responsibility for follow –up of all registered jobseeker during first 4 months of unemployment (review of jobseekers’ activity reports)</p> <p>Information on the Public Employment Services</p> <p>Customer services/Kundtjänst available in four languages, besides English and Swedish, targeted to people who are part of the introduction programme.</p> <p>Support on website- co browsing/ Video</p> <p>Social Media interaction – reply to postings and publish information</p> <p>Booked meetings with specialists (e.g. EURES advisers, career counselling and job coaching)</p> <p>Webinars-participation (MOOC)</p> <p>Review of online recruitment orders</p> <p>Career guidance and CV support and feedback</p> <p>Other digital services as in new started job -wage subsidy</p> <p>Labour market assessment – profiling with the help of data-driven insight</p>	Fully responsible

Activity/Task	PES Responsibility
<p>Other – Advisory unit (<i>Enheten Rådgivning</i>)</p> <p>The Advisory unit is an internal support function within the Swedish PES and it has 35 employee advisers. The unit guides front-line counsellors on the law and regulations. It also gives written administrative assistance to teach counsellors, and to make them more familiar with labour market regulations, so they can be motivated to make informed decisions on legal and factual grounds.</p> <p>The support of the Advisory unit provides good opportunities for Active Labour Market Policies (ALMPs) to be used in an efficient and legal manner, so the right activity is offered based on individual needs.</p> <p>The PES uses the experience from the unit for feedback and the development of various information and educational initiatives.</p>	Fully responsible

1.5. PES good practice

Examples of good practice in the Swedish PES identified by the European Network of PES are listed below:

EN		PES Practice: 'Fast Track Initiative for Newly Arrived Immigrants' (updated)	2019
EN		PES Practice: The Occupational Compass	2018
EN		PES Practice: Fast Track Initiative for Newly Arrived Immigrants	2017
EN		PES Practice: 'Self-leadership' approach	2017
EN		PES Practice: Greenhouse technique	2016
EN		PES Practice: 'Job Hunters' Project	2016
EN		PES Practice: Introduction to working life	2015
EN		PES Practice: Youth Job Programme	2015

Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>

2. Annual expenditure

Total PES expenditure remained stable between 2013 and 2018, reaching EUR 6 486.2 million by the end of the period. Within this total, expenditure on all types of benefit decreased by EUR 119.6 million or 8%, reaching EUR 1 361.5 million in 2018, and expenditure on ALMPs (Active Labour Market Policies) remained stable at EUR 4 123.3 million in the same year. Other types of expenditure increased steadily as can be seen in Table 1.

The principal source of funding for PES activities is the Government Budget with a small contribution from the ESF.

Table 1. Annual expenditure summary (EUR million)

Expenditure category	2013	2014	2015	2016	2017	2018
Total PES	6 393.3	6 456.6	6 533.4	6 591.2	6 597.8	6 486.2
All types of benefits	1 475.1	1 446.4	1 378.5	1 403.7	1 339.3	1 361.5
ALMPs	4 079.2	4 241.7	4 315.2	4 262.5	4 259.3	4 123.3
Staff costs	521.0	511.0	550.6	603.6	629.1	600.4
Staff training costs	5.8	7.2	13.1	15.1	14.2	14.2
Budget intended for other institutions	0	0	6.9	8.4	12.2	52.4
Other expenditure	312.2	250.3	269.1	298.0	343.7	334.4

Source: Annual PES Benchmarking Data Collection.

3. Human resources

The total number of PES staff increased over the 2016 to 2018 period by 138 or 1%, reaching 14 254 FTE (Full Time Equivalent) in January 2018. Staff numbers fell by 1 383 or by around 10% between 2018 and 2019 due to a large budget reduction. The proportion of total staff directly and exclusively servicing clients (jobseekers and employers) was 74% in April 2019. Within this total, the proportion of staff exclusively servicing jobseekers was around 7%, and the proportion exclusively servicing employers was around 1%.

The expectation is that PES staff numbers will continue to decrease during 2019. Overall staff turnover in 2019 was 14%.

Table 2. Staffing summary (FTE, as at 30 April each year for 2016, 2017, and 2019, and January for 2018)

Staff category	2016	2017	2018	2019
Total PES staff	14 116	14 500	14 254	12 871
Of which (absolute and in % of total PES staff):				
Front office staff	N/A	11 600	10 551	9 550
% front office staff	N/A	80%	74%	74%
Exclusively servicing jobseekers	N/A	N/A	N/A	850
% exclusively servicing jobseekers	N/A	N/A	N/A	7%
Exclusively servicing employers	N/A	113	126	125
% exclusively servicing employers	N/A	1%	1%	1%
Staff turnover (for all reasons – figure for calendar year)	10%	10%	N/A	14%

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The number of registered unemployed jobseekers fell by 37 672 or 17% between 2013 and 2018, ending the period at 186 157. Over the same period, participants in ALMPs increased by 4 225 or 2%, with 199 005 in ALMP measures in 2018.

Table 3. Registered unemployed jobseekers and participants in ALMPs (average monthly stock each year)

Client Group	2013	2014	2015	2016	2017	2018
Registered unemployed jobseekers*	223 829	208 780	203 567	193 658	192 431	186 157
Participants in ALMPs**	203 230	202 752	201 390	202 945	205 708	199 005

* The number of people registered with the PES, who are available for the labour market and who are, or should be, looking for a job, excluding those on any active labour market policy (ALMP) measure.

** The number of people participating in ALMP measures in the following categories (according to the LMP database): Training (Category 2); Job rotation and job sharing (Category 4.3); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6).

Source: Annual PES Benchlearning Data Collection.

5. Job Vacancies

The monthly average of job vacancies notified to the PES increased by 32 589 or 61% between 2013 and 2018, reaching 80 655 in 2018. No information is available on vacancies notified to PES that were filled during the 2013 to 2018 period.

The share of the job finders who found their present job with PES involvement at any point remained stable between 2013 and 2018, ending the period at 14.5%.

Table 4. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	48 066	53 613	72 914	74 349	76 170	80 655
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	N/A	N/A	N/A	N/A	N/A	N/A
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	N/A	N/A	N/A	N/A	N/A	N/A
Share of the formerly unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding their current job (proxy for vacancies filled with PES assistance) **	14.5%	15.2%	16.1%	16.0%	14.8%	14.5%

Source:

* Annual PES Benchlearning Data Collection.

** European Union Labour Force Survey (EU LFS).

6. Active labour market policies (ALMPs)

In 2018, one new employment measure was introduced (see Table 5), and one amendment was made to existing ALMP measures (see Table 6).

Table 5. New ALMPs introduced in 2018

Intervention name	Target group(s)	Type
Student loan for driving licence from the Swedish National Board of Student Aid (CSN)	<p>Ways of qualifying:</p> <p>All jobseekers, who have turned 18 but who are not yet 25 years old, who participated in:</p> <p>1) The Job and development programme (for the long term unemployed - LTU), the Youth Job Guarantee Programme (YG), or Jobseekers who for at least three consecutive months participated in the Introduction Programme (i.e. newly arrived migrants).</p> <p>2) All jobseekers who have turned 25 but who are less than age 48, who have been registered as a jobseeker at the Swedish PES for at least six consecutive months and during this time been unemployed or participating in training (programmes) at the Swedish PES.</p> <p>The Swedish Board of Student Finance (CSN) handles these applications.</p>	2

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire.

Table 6. ALMPs modified in 2018

Intervention name	Target groups	Type	Main modifications
<i>Introduktionsjobb</i> <i>Job Introduction</i>	<ul style="list-style-type: none"> - All those who participate in the job and development guarantee - All those who have been in the job guarantee for young people for at least 200 days - Newly arrived migrants 	4	<p>'Job Introduction' replaces the following previous supports (five previous supports are now rolled into one single 'Job Introduction' support):</p> <ol style="list-style-type: none"> 1. Special recruitment incentive 2. Reinforced special recruitment incentive 3. Step-in jobs, 4. Trainee welfare 5. Trainee shortage

Intervention name	Target groups	Type	Main modifications
<i>Etableringsprogrammet</i> <i>The Introduction Programme (new)</i>	Newly arrived migrants	4	<p>The new Introduction Programme is supposed to resemble the 'Job and Development Programme' and the 'Youth Guarantee Job Programme' more than the previous introduction programme, which came to an end in 2019. The major differences between the previous programme and the new programme are:</p> <ol style="list-style-type: none"> 1. The Swedish PES decides on the Introduction benefit in the new programme while the Swedish Social Security Agency decided on the previous one. 2. The participants remained in the previous programme when they got sick, took parental leave or found work. Participants have to leave the new programme when they get sick, take parental leave or find work. 3. - If the participant in the former programme misbehaves, for instance if they do not participate in activities, they only lose their introduction benefit for that particular day or days. Participants in the new programme might get a suspension for 45 days if they misbehave, so this can cause the loss of their 'Introduction Benefit' for several days.
<i>Yrkessvenska B</i> <i>Work-related Swedish level B</i>	Migrants	2	Work-related Swedish level A existed before 2018 but level B is new.

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire.

The following table shows the types of ALMPs that are primarily used for each of the client sub-groups listed in the table.

Table 7. Types of ALMP for specific client groups

Target group Type of ALMPs	Young people (aged under 25)	Long-term unemployed	Older workers	Disabled	Refugees*
2: Training	✓	✓		✓	✓
4: Employment incentives	✓	✓		✓	✓
5: Supported employment and rehabilitation	✓	✓		✓	✓
6: Direct job creation					
7: Start-up incentives	✓	✓		✓	✓

* Applies only to those with a temporary or permanent resident permit (status).

Source: Responses to PES Capacity Questionnaire.

7. Main strategic targets for 2018

Table 8 lists the main strategic targets set by the PES in 2018 for all clients and for sub-groups. The first column shows the indicators used, while the second column contains the actual targets set. Furthermore, the PES uses the following indicators to measure developments on the labour market as a whole (no targets are set):

- Average time in unemployment (number of weeks)
- Average time of vacancy (weeks)
- The proportion of registered jobseekers who starts job or starts studying (unemployed)

Table 8. Targets for all clients in 2018

Indicator, including target group and time frame where applicable	Target(s) set for 2018
Indicators on contribution to the matching process in the labour market	
The proportion of employers registering a vacancy at the PES who got sufficient candidates to employ (employers)	75% or more Results 2017: 74% Results 2018: 76%
The proportion of employers registering a vacancy at the PES who responded that the PES contributed to a quicker or better recruitment process (employers)	41% or more Results 2017: 39% Results 2018: 40%
Result 90 days after labour market training programme (jobseekers)	49% or more Results 2017: 36% Results 2018: 42%
The proportion of registered unemployed who started a job or started studying (unemployed)	More than 87% Results 2017: 85% Results 2018: 86%

Indicator, including target group and time frame where applicable	Target(s) set for 2018
Other indicators	
Result 90 days after leaving the introduction programme for work or studies, especially for women (newly arrived migrants).	Target 2018: 36% Results 2017: 34% Results 2018: 45% <i>Target for newly arrived migrants was achieved</i>
Percentage of the unemployed (more than 12 months) in the Job and Development Programme that leaves for work or studies. (LTU).	Target 2018: 4.8% or more (results on average per month) Results 2017: 31.8% (share of people yearly registered in the programme) Results 2018: 32.8% (share of people yearly registered in the programme) <i>Target for long-term unemployed was achieved</i>
Young people who at some point during 90 days from the beginning of their unemployment have had an offer of a job, education or a programme/service (90-day guarantee / Youth Job Guarantee programme)	In 2018, 386 or less than 1% of the total number of young unemployed (average per month) had not received an offer. In 2017, the corresponding number was 1 195 young people without an offer. <i>Target for young people was achieved.</i>
Proportion of registered unemployed with disabilities who go to work or studies. (Disabled)	Target 2018: 5.9% or more (results on average per month) Results 2017: 29.8% (share of people yearly registered in the programme) Results 2018: 30.3% (share of people yearly registered in the programme) <i>Target for registered unemployed with disabilities was achieved.</i>
Proportion of unemployed with low level of education that started studying	Target 2018: 19 400 Results 2017: 4.4% Results 2018: 5.4% (15 925) <i>Target was not reached (this target was described by the government as a substantial increase compared to 2017).</i>

Note: for 2017 the indicative targets were set in the annual plan as increases were compared to the results in 2016. For 2017 there were no specific target levels agreed at the national level. For 2018, the Swedish PES has developed specific target levels.

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

Arbetsförmedlingen is just one of the implementers of the national YG scheme. Arbetsförmedlingen is in charge of implementing and following-up government policies regarding the YG. All young people aged 15-24 years who are registered with the PES get an offer after 90 days to participate in the Youth Job Guarantee Programme, which offers quality assured methods and labour market programmes.

. The main areas that the Swedish PES is responsible for within the YG are:

- Managing and coordination the national Youth Job Guarantee programme;
- Provision of PES services including YG services to young people;
- Collaboration with partners and forming partnerships;
- Follow-up of all young people who receive YG services provided by Arbetsförmedlingen (municipalities not included).

Involving young people and youth organisations

The PES has not involved young people or youth organisations in the design, re-design or improving the YG measures.

Partnerships in place and main developments

The PES works with the following types of partnership:

- Partnerships to ensure that young people have full information and support available, including the municipalities, the Swedish National Council of Adult Education (*Folkbildningsrådet*), the National Agency for Education (*Skolverket*), the European Lifelong Guidance Policy Network, the Swedish Social Insurance Agency and Swedish Institute of Assistive Technology (SIAT), the National Agency for Education, among others;
- Partnerships aimed at increasing employment, apprenticeship and traineeship opportunities - cooperation with large employers/national customers;
- Partnerships aimed at supporting transitions from unemployment, inactivity or education into work - consultation with trade unions;
- Other types of partnership - local agreements through The Delegation for the Employment of Young People and Newly Arrived Migrants (Dua), but also other actors at local level, such as companies and organisations within civil society.

Over the April 2017 to April 2019 period, there were no new partnership developments in place.

New project focusing on young people

Between April 2017 and April 2019, there have been new projects (mainly local and regional projects, no national projects) developed with a focus on young people.

Resources for implementing the Youth Guarantee

Human resources

At the end of April 2019, there were no PES staff wholly dedicated to YG activities. YG specialists are incorporated into PES staff functions and roles. This includes specialised youth counsellors, advisers, mentors, job coaches, etc., who work with young clients, but they also work with other clients as required.

Staff training associated with implementation of the YG was organised in the past 24 months, but no estimate exists of the number of staff trained. The main topics covered were as follows: counselling, careers guidance, how to work with youth, communication, specific services and ALMPs for youth, and drafting individual action plans.

Funding for youth programmes (planned)

The majority of YG activity is funded by the Government. Some activities for youth are funded by the ESF and the EU's Youth Employment Initiative.

Reaching out to young people, including NEETs

The PES does not carry out outreach activities with young people who have not completed upper secondary school and are under 20, but who have not yet registered with the PES. The only related tool that is used directly by the PES are the Single point services/one-stop shops. However, the PES cooperates with other actors in the implementation of specific outreaching activities such as: Proactive work with schools; New points of YG entry through the Internet and social media services; Mobile PES services and Awareness-raising events or campaigns.

Information management

In terms of data available to support the implementation of the YG, the PES does not have apprenticeship or traineeship databases at its disposal.

Timing in the provision of PES services

- The PES does not measure the average time between first registration on the YG and the first meeting; participants in the YG are supposed to be mapped as near to the moment of registration as possible and should have a plan (an Individual Action Plan) within a month of registration;
- In 2017, the PES has started to deliver the 90 day youth guarantee meaning that all young jobseekers would have an offer within 90 days of initial registration. In 2018 and 2019, the PES continued to develop the 90 day Youth Guarantee.

Monitoring and evaluation

Time-bound targets

- All young jobseekers will have an offer (based on their individual needs) within 90 days of initial registration.

Monitoring and evaluation activities

- Satisfaction surveys of young jobseekers;
- Satisfaction surveys of employers;
- Monitoring how many young people receive an offer within 4 months.

Mutual learning activities

Between April 2017 and April 2019, no PES staff took part in any mutual learning or technical assistance activities with a focus on youth.