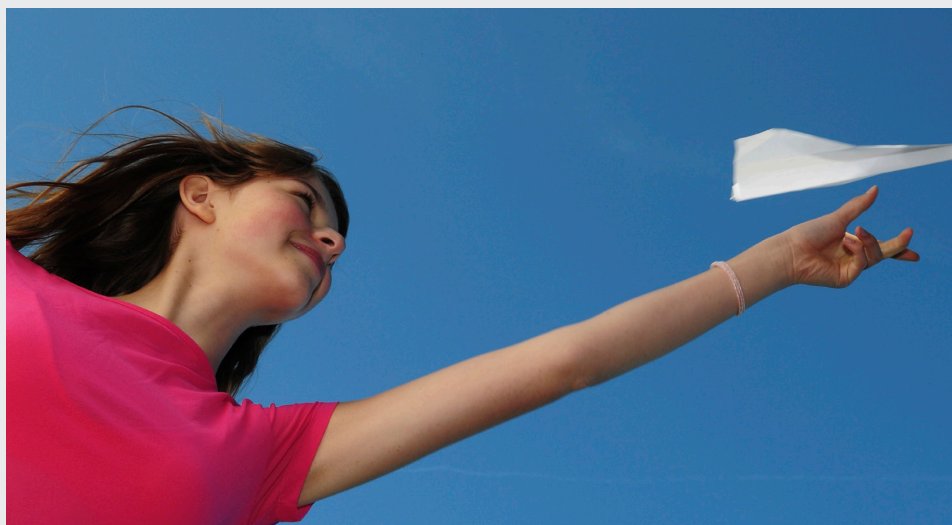


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# THE SOCIAL FUND IN FIGURES 2013

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– project participants and benefits



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A co-production between the Swedish ESF Council and Process Support for Strategic Impact and Learning in the Social Fund

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The Swedish  
ESF Council



# THE SOCIAL FUND IN FIGURES 2013

## Project participants and benefits

This report is produced in collaboration between the Swedish ESF Council and Process Support for Strategic Impact and Learning in the Social Fund (SPeL). Chapter 1 was written by Lennart Thörn from the Swedish ESF Council. Chapters 2 and 3 are based on statistics from Statistics Sweden (SCB), which Maria Håkansson, Karolina Andersson and Therese Hedlund have compiled and analysed. Chapter 4 was written by Andreas Sävenstrand from SPeL, while Chapter 5 was produced by Sven Jansson, Lennart Thörn and Jonas Lindén (Swedish ESF Council). Andreas Sävenstrand is the editor and contact person for this report.



The Swedish  
ESF Council



EUROPEAN UNION  
European Social Fund

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Halmstad University

## PREFACE

The aim of the European Social Fund is to get more people back into work and to help employers develop their business operations in order to combat exclusion in the employment market. During 2007–2013, we estimate that the Social Fund will provide funding for more than 400,000 individuals and over 2,000 projects in Sweden. Efforts will be directed partly at those people who are already employed, in order to provide them with improved qualifications to meet the working conditions of the future, and partly at those people who do not have relevant employment qualifications, so that they can improve their chances of entering and remaining in the employment market.

It is possible to evaluate the benefits and value of the Social Fund in many ways, e.g. through documents and reports. One important element is the evaluation of the ESF programme, which is now in progress.

Another way of highlighting the Social Fund's activities is to present statistics about the participants and projects. We do this together with Statistics Sweden (SCB). This is the fourth time we have published an annual report, and this year, in addition to the statistics in the form of tables and figures, we have also included a follow-up report, which focuses on the projects that were outlined in our initial report. This provides an interesting perspective and insight into the added value that the Social Fund offers.

New for this year's report is that we are providing an account of the participants' links to the employment market in the year after their participation in a project. This is done by linking the participants in ESF projects to SCB's records.

I hope the report will generate discussions and contribute to the continued development of the Social Fund and how it creates short-term results and long-term effects.

I also hope that this document will inspire future efforts and help to create a functioning employment market for everyone.

A handwritten signature in dark ink, reading "Åsa Lindh". The signature is fluid and cursive, with the first name "Åsa" and last name "Lindh" clearly distinguishable.

*Åsa Lindh, Director-General of the Swedish ESF Council*



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# CHAPTER 1. MORE, AND BETTER, JOBS IN EUROPE

The European Social Fund is the European Union's (EU's) most important tool for creating more, and better, jobs in Europe. The Social Fund is as old as the EU itself and was established in 1957. The aim has always been to reduce the differences in prosperity and living standards between EU Member States.

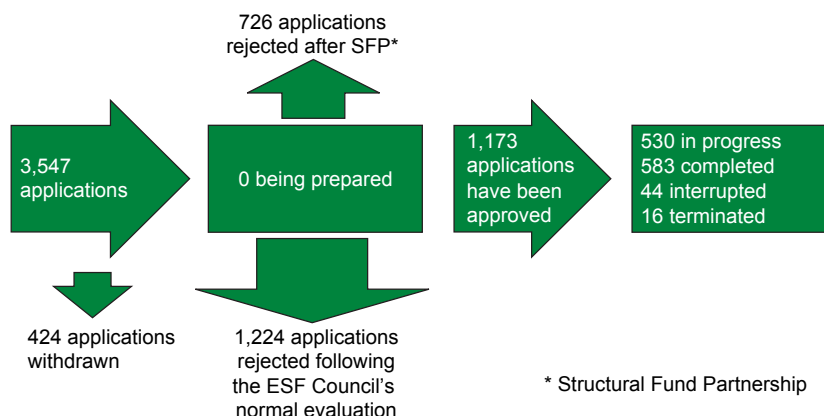
During the period from 2007 to 2013, the Social Fund's budget amounts to approximately SEK 750 billion for Europe as a whole. Sweden has been allocated SEK 6.2 billion and will contribute at least the same amount in Swedish public co-financing.

The work is divided into two different Programme Priorities. In Programme Priority 1 (Priority 1), applications for funding may be submitted for projects that help female and male employees (the self-employed, employees or managers) to adapt to future working conditions. In Programme Priority 2 (Priority 2), funding is available for projects intended for people who do not have relevant employment qualifications. By taking part in one of the projects, participants will increase their chances of entering and remaining in the employment market.

## **More than 2,100 projects have been granted funding**

Funds for the initial projects were approved in 2008, and 2,116 projects have been granted funding up to and including March 2013. When an application is received, the Swedish ESF Council examines whether the application meets the formal requirements that apply to projects and the specific requirements that relate to the call for applications in question. The projects that are approved are then presented to the Structural Fund Partnership in each of the regions concerned for final prioritisation regarding which projects are to be granted funding. To date, a total of 6,244 applications have been received. Of these, 2,697 were applications for feasibility studies and 3,547 were applications for implementation projects. The aim of the feasibility studies is to prepare for the implementation of a

project. Since 2010, all regions, except for Upper and Central Norrland, introduced a new project model: implementation project with mobilisation phase, which has meant that, since that date, there have not been many feasibility studies. The results presented in this report are based exclusively on implementation projects. Figure 1 shows what happens to the applications received for implementation projects.



**Figure 1.** Number of applications received for implementation projects and what happens to them. \*SFP = the Structural Fund Partnership.<sup>1</sup>

More than 700 projects have been rejected based on the Structural Fund Partnership's priorities – most were rejected because the total amount that had been budgeted for the call for proposals had been used up<sup>2</sup>. Each region has a Structural Fund Partnership whose members are appointed by the government. Among those applications approved by the ESF Council the Structural Fund Partnerships express their views on which applications will be given priority. The Structural Fund Partnership's views are binding and are reflected in the ESF Councils' subsequent decisions<sup>3</sup>. Of the 1,173 applications for implementation projects that were approved, 649 were for Priority 1 and 524 were for Priority 2 projects. A total of 583 implementation projects have ended, of which 380 were Priority 1 projects and 203 were Priority 2 projects.

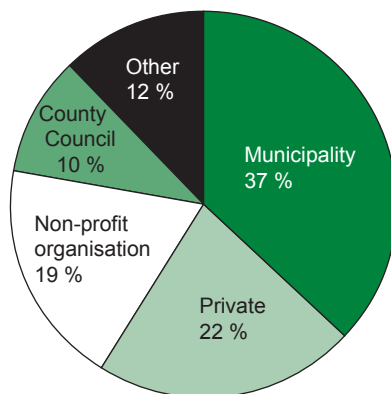
<sup>1</sup> A discontinued project means a project that has not been completed and where the initiative to discontinue the project came from the project owner. If support for the project has been taken on improper grounds or if the project owner does not comply with the terms of the decision, the Swedish ESF Council may decide to cancel the project

<sup>2</sup> In every round of applications, the Swedish ESF Council indicates a particular sum that cannot be exceeded.

<sup>3</sup> See SFS 2007:459 The Structural Fund Partnership Act.

The primary municipalities are the most common owners of implementation projects, both in terms of the number of projects and the amount of funding granted: they have received 37 per cent of authorised projects (Figure 2) and 35 per cent of authorised funding. A total of 154 of the country's 290 municipalities have been owners of projects that have ended or are owners of ongoing implementation projects. The municipalities of Stockholm, Gothenburg and Örebro, respectively, are the municipalities with the largest awarded funding. If we take into account the size of the municipalities and look at the amount of funding per inhabitant in the municipality, Bräcke municipality is the largest beneficiary, with SEK 4,050 per inhabitant, followed by Tranemo, with SEK 2,800 per inhabitant and Lycksele, with SEK 2,350 per inhabitant.

Arbetsförmedlingen (the Swedish Public Employment Service) is the organisation that has received the largest amount of funding (SEK 342 million), followed by Stockholm municipality (SEK 212 million) and Försäkringskassan (the Swedish Social Insurance Agency – SEK 183 million). The largest amount of projects, however, was granted to Gothenburg municipality (31 projects), with funding totalling SEK 182 million.



**Figure 2.** Share of authorised implementation projects by sector<sup>4</sup>.

In Priority 1, the primary municipal sector was granted the largest amount of funding, 29 per cent, followed by the private sector, with 26 per cent. However, in terms of the number of projects, the private sector dominates with 29 per cent of the projects, while the primary municipal sector's share is 26 per cent.

<sup>4</sup> In the group 'Other', the State (6%), Economic associations (5%), Parishes (1%) and other public authorities (0.2%) are included.

In Priority 2, 40 per cent of the authorised funding went to the municipal sector, 22 per cent to non-profit organisations and 15 per cent to the state sector. In terms of the number of projects, the primary municipal sector's dominance is even greater, with 47 per cent of the implementation projects.

In Priority 2, the non-profit sector is the second largest category of project owners, with 23 per cent of authorised funding, followed by the state and the county councils, with 15 per cent and 11 per cent of authorised funding respectively<sup>5</sup>.

## **More than SEK 12 billion over seven years**

As indicated above, the total amount of funding provided by the Social Fund is SEK 12.4 billion during the 2007–2013 period, with SEK 0.5 billion earmarked for administration and the remainder for project activities, of which SEK 3.6 billion is to be used for Priority 1 and SEK 8.4 billion for Priority 2.

In Priority 1, the Swedish ESF Council disburses the funds from both the EU and Swedish co-financing. In Priority 2, the Swedish ESF Council disburses the EU funds, while co-financing comes from other public financiers for the individual projects.

Only in exceptional cases do the projects make full use of the entire amount of the support granted, so the Swedish ESF Council must grant more funds compared with the amount provided by the programme's overall framework. The size of this oversubscription must be continuously followed up, because it is a very important component with regard to the implementation of the programme<sup>6</sup>. Up until March 2013, the reflux of funds has been 20 per cent in Priority 1 and 34 per cent in Priority 2.

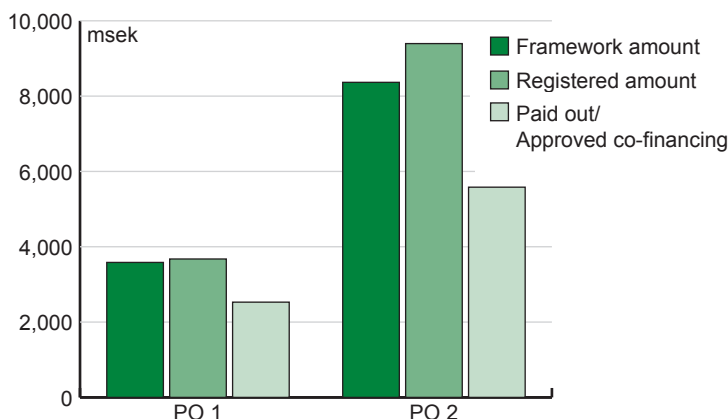
Figure 3 shows the situation regarding the implementation of the programme up until March 2013. The figure shows that both programme priorities are oversubscribed. In Priority 1, 102 per cent of the framework is subscribed, and in Priority 2 the figure is 112 per cent. In Priority 1, the reflux of funds decreased during the previous period and the assessment is that the committed (subscribed) funds are sufficient for the Swedish ESF Council to be able to reapply for the whole framework from the EU. For Priority 2, however, further decisions are needed on approximately SEK 250 million. Approximately SEK 50 million is expected to go towards the upgrade of ongoing projects and SEK 200 million is to be allocated

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<sup>5</sup> The report for the county councils also includes regional, municipal and coordinating associations.

<sup>6</sup> 'Subscription' refers to all paid support and the approved co-financing of projects that have been completed, cancelled and discontinued as well as authorised ESF support and planned co-financing for ongoing projects.

to the regions in order for them to conduct feasibility studies for the next programme period or for projects that will implement the results of the current programme period.



**Figure 3.** Amount of funds in the two programme priorities' financial framework, how much has been subscribed and how much of the co-financing was paid out and authorised (in SEK millions).

## The Social Fund's eight regions in Sweden

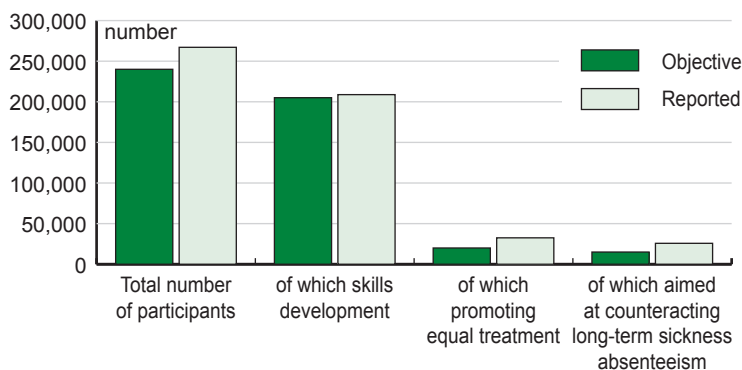
Programme funds are distributed to the eight regions responsible for implementation of projects, according to an allocation model. A total of SEK 777 million (10 per cent) of programme funds are reserved for national projects. Figure 4 indicates the allocation per region.

## The Social Fund's target groups in Sweden

The Swedish Social Fund programme includes objectives relating to the total number of participants in each Programme Priority and for each sub-category, so called quantified targets. In Priority 1, the quantified target is to have a total of 240,000 participants, with 205,000 participants involved in projects focused on skills development, which will help people to meet new requirements in the world of work (working life); 20,000 in projects designed to combat discrimination and promote equal treatment; and 15,000 in projects that help to increase knowledge of how long-term sickness absenteeism can be avoided (Figure 5).

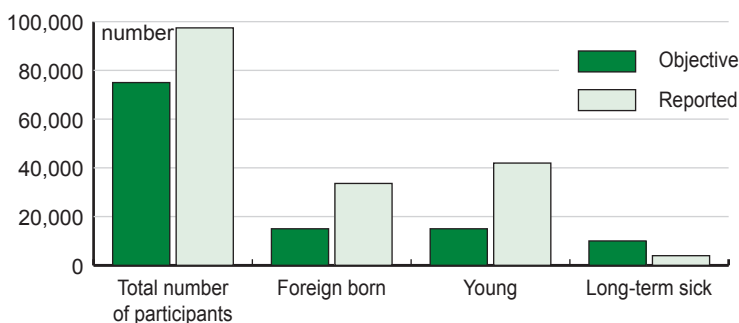


**Figure 4.** Regional distribution of programme funds, SEK millions.



**Figure 5.** Participant objectives and reported participants in Priority 1.

Figure 5 also shows that all participant objectives in Priority 1 have been achieved. A total of 267,000 people have participated in skills development projects.



**Figure 6.** Participant objectives and reported participants in Priority 2.

In Priority 2, the total quantified target is 75,000 participants, with at least 15,000 foreign-born participants; 15,000 young people and 10,000 who are classed as being long-term sick (Figure 6). Unlike Priority 1, the total amount is not the sum of the participants in all categories, because the categories are not mutually exclusive.

For Priority 2, quantified targets for all objectives have been achieved except for the objective regarding participants who are long-term sick. The number of reported long-term sick participants is currently low in relation to the target, and it is unlikely that the objective will be reached.



## CHAPTER 2.

# FACTS ABOUT THE PROJECTS AND THEIR PARTICIPANTS

This chapter reports on SCB's overall figures regarding the participants in the Social Fund's various projects. The figures are based on those people who have been reported as participants in one or more of the implementation projects up to and including March 2013. More facts about the statistics are provided in Appendix 1. In Appendix 2, there is a list of all the quantified objectives and indicators in the Social Fund programme, as well as references to further reading.

### **365,000 participants in ESF projects**

Almost 365,000 people have participated, or are participating, in one of the various implementation projects within the framework of the Social Fund (Table 1). Overall, there are slightly more women participating than men: 54 per cent women and 46 per cent men. In Priority 1, the number of women is greater than the number of men, while the relationship in Priority 2 is somewhat more even, but with a predominance of men.

The typical female participant in Priority 1 is 45 years old, born in Sweden with Swedish parents and living in Western Sweden. She has a university education and works in Human health in a workplace with 11–49 employees. Her annual income is between SEK 200,000 and 299,999. The typical male participant in Priority 1 is 44 years old, born in Sweden with Swedish parents and living in Western Sweden. He has an upper secondary education and works in Manufacturing and mining in a workplace with 11–49 employees. His annual income is between SEK 350,000 and 499,999.

The typical female participant in Priority 2 is 32 years old, born in Sweden with Swedish parents and living in Western Sweden. Her highest level of education is upper secondary school. The typical male participant in Priority 2 is 30 years old, and, like the female participant, born in Sweden

with Swedish parents and living in Western Sweden. His highest level of education is upper secondary school.

**Table 1.** Number and percentage of people who have taken part in a Social Fund project up to and including 31 March 2013.

	Programme Priority 1		Programme Priority 2	
	Number	Percentage	Number	Percentage
Women	148,437	55.6	45,295	46.5
Men	117,830	44.1	47,869	49.1
No data available	812	0.3	4,281	4.4
<b>Total</b>	<b>267,079</b>	<b>100</b>	<b>97,445</b>	<b>100</b>

Table 2 shows the number of people, from and including the year 2008, who have participated in an ESF project. Each person is assigned to the year they start their participation in a project. The figures for the year 2013 reflect the number of participants who have been reported to SCB up to and including 31 March 2013.

The proportion of men and women in the various projects has changed over the years. Prior to 2011, there were more men in both programme priorities, but from 2011 (Priority 1) and 2012 (Priority 2) there has been a predominance of women.

The increase in women has primarily taken place in Priority 1, where the increase has been just over 80 per cent. The number of men has increased by just under 14 per cent from 2010 to 2013 in Priority 1.

**Table 2.** Number of participants who started a Social Fund project according to start year and gender, Priority 1 and Priority 2.

Programme Priority 1						
	2008	2009	2010	2011	2012	2013
Women	4,178	19,553	29,180	43,335	47,899	4,292
Men	1,929	21,410	31,800	31,088	28,893	2,710
No data available	52	107	153	135	299	66
<b>Total</b>	<b>6,159</b>	<b>41,070</b>	<b>61,133</b>	<b>74,558</b>	<b>77,091</b>	<b>7,068</b>

### Programme Priority 2

	2008	2009	2010	2011	2012	2013
Women	2,877	7,729	10,051	10,593	12,936	1,109
Men	3,017	8,675	11,154	10,881	12,929	1,213
No data available	18	35	43	1,596	2,203	386
<b>Total</b>	<b>5,912</b>	<b>16,439</b>	<b>21,248</b>	<b>23,070</b>	<b>28,068</b>	<b>2,708</b>

In the following review, data relating to the participants in Priority 1 and Priority 2 is presented separately.

## Priority 1 – Skills development

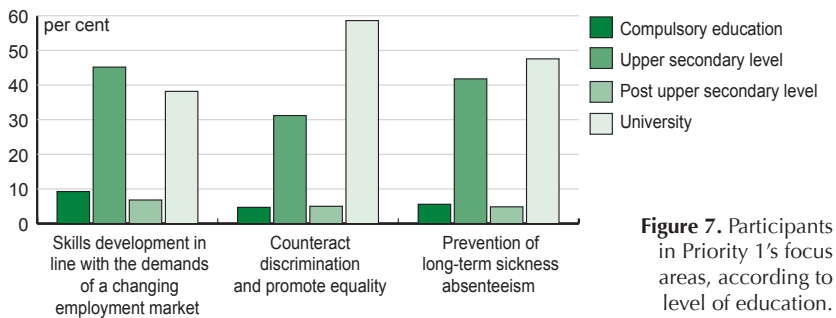
Table 3 shows the three focus areas that the Priority 1 projects are aiming to achieve. The figures show that Skills training in line with working life demands is the most popular area. Among women, the proportion of participants within this focus area remained unchanged compared to the previous year (74 per cent), while it has declined slightly for men (83 per cent). The largest change from the previous year within the other focus areas were found in projects dealing with discrimination and equality where the number of men has increased from 8 per cent to 10 per cent.

**Table 3.** Participants in Priority 1's focus areas, according to gender.

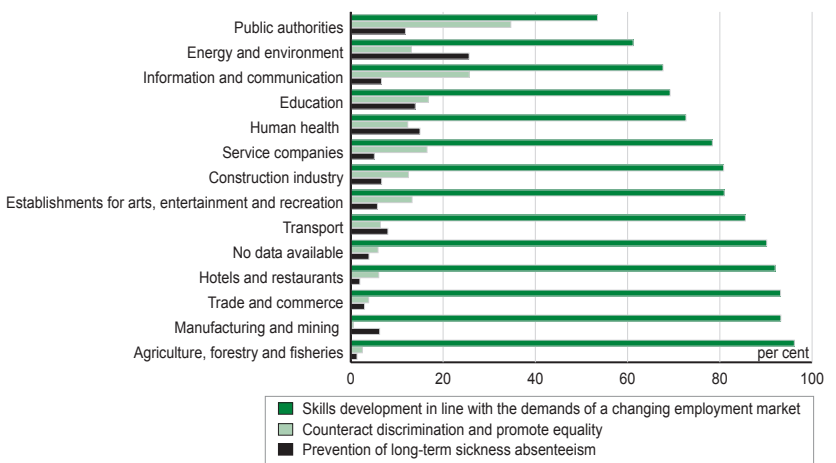
	Women		Men	
	Number	Percentage	Number	Percentage
Skills training in line with working life demands	109,816	74	98,361	83
Counteract discrimination and promote equality	21,103	14	11,270	10
Prevention of long-term sickness absenteeism	17,518	12	8,199	7
<b>Total</b>	<b>148,437</b>	<b>100</b>	<b>117,830</b>	<b>100</b>

Figure 7 shows the participants' level of education in the three project focus areas. In the 'Skills training in line with working life demands' focus area, most participants (45 per cent) have an upper secondary education as their highest level of education. In the focus areas Counteract discrimination and promote equal treatment and the Prevention of long-term sickness absenteeism, a university education is the most prevalent level of

education among the participants (59 and 48 per cent respectively). It is worth noting, however, that only just over 20 per cent of all participants are found in the latter two focus areas.



The distribution of participants in the various focus areas differs between different industrial sectors, as shown in Figure 8. The Skills training in line with working life demands focus area dominates in all sectors, which is natural because this focus area has the highest number of participants in total. Agriculture, forestry and fishing is the sector that has the highest proportion of participants in Skills training in line with working life demands, i.e. most projects in this sector focus on skills development. In broad terms, the distribution is similar to the previous year, and the observed increase in participants in projects focused on counteracting discrimination and promoting equal treatment is found mainly in Service companies and the Construction industry. Public authorities is the sector that has the most even distribution of projects from the three focus areas, but Skills training in line with working life demands also dominates here.



**Figure 8.** Proportion of participants according to specialisation and industry, Priority 1.

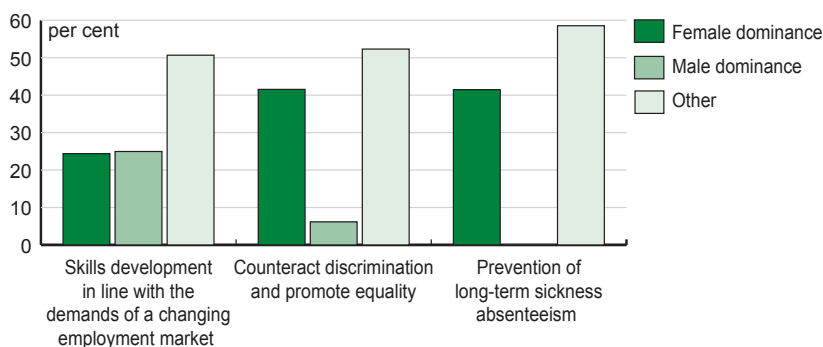
### Balanced gender distribution in half of all projects

In half of all projects that have been started, up to and including 31 march 2013, the distribution between female and male participants is balanced (see Table 4). An increase in female-dominated projects has occurred in previous years as well as in 2013, with 27 per cent of projects dominated by women and 21 per cent dominated by men.

**Table 4.** Number of ongoing and completed projects that are dominated by females/males<sup>7</sup>, Priority 1.

	2011		2012		2013	
	Number of projects	Per-centage	Number of projects	Per-centage	Number of projects	Per-centage
Female dominance	78	20	129	25	171	27
Male dominance	111	29	123	23	134	21
Other	198	51	276	52	322	52
<b>Total</b>	<b>387</b>	<b>100</b>	<b>528</b>	<b>100</b>	<b>627</b>	<b>100</b>

Figure 9 shows that all project areas are dominated by projects without a specific gender dominance (Other). The female-dominated projects are those which aim to Counteract discrimination and promote equality and the Prevention of long-term sickness absenteeism. Moreover, it is interesting to note, in projects focused on skills development, that there are just as many projects that are female dominated as male dominated, and that there are no male-dominated projects found among projects that focus on the prevention of long-term sickness absenteeism.



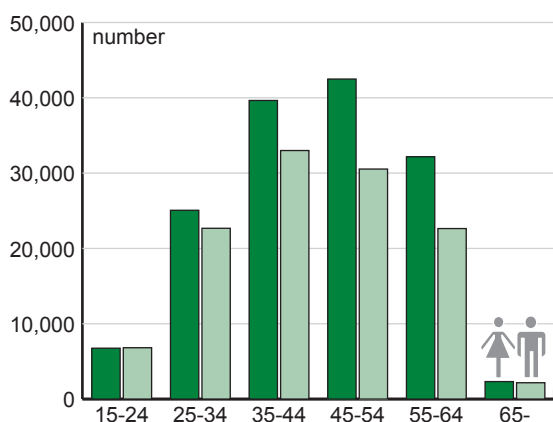
**Figure 9.** Proportion of projects in Priority 1's strategic areas, according to gender dominance.

<sup>7</sup> Predominance means that a minimum of 75 per cent of the participants are of the same gender.

If you look at the breakdown between young and old in Priority 1 projects, you will find only one project where young people in the 15–24-year-old age group make up at least 75 per cent of the participants.

### Most participants in the 45–54-year-old age group

At the end of 2011, the average age of the working population in Sweden (16–64) was 39 years old. For participants in Priority 1, the average age at the start of the project was 44 years old. Female participants have an average age of 44.6 years, while the average age of male participants is 43.5 years old. Only in the 15–24-year-old age group are there more male than female participants: 6,814 men and 6,751 women (see Figure 10). In percentage terms, the largest gender differences are found in the 55–64-year-old age group, where women make up 59 per cent, followed closely by the 45–54-year-old age group (58 per cent female). The greatest number of participants in total can be found in the 45–54-year-old age group. This differs from previous years, where the largest age group, in terms of numbers, was the 35–44-year-old age group. This is because today's project participants are older than the participants of previous years.



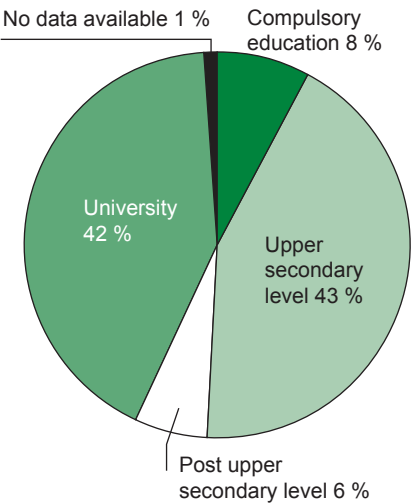
**Figure 10.** Proportion of participants according to age and gender, Priority 1.

### The proportion of university-educated participants is increasing

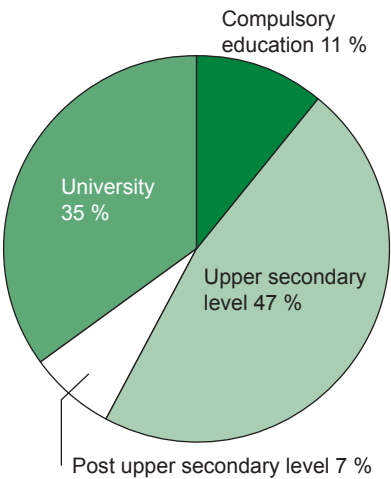
Figure 11 shows that 42 per cent of participants in Priority 1 have a university education as their lowest level of education. This is an increase of 3 percentage points when compared with the previous year. A decrease has occurred in all the other three education levels, suggesting that those who enter a project are increasingly well educated. Participants in Priority 1 are, generally speaking, better educated than the population as a whole (see Figure 12). Among the working population aged 25–64, the proportion with

the lowest university education was only 35 per cent in 2011. If we look at those whose highest level of education is upper secondary school, there are also certain differences between the participants in Priority 1 and the working population as a whole. Among the participants in Priority 1, 43 per cent have an upper secondary school education as their highest level of education, while this figure is 4 percentage points higher for the country as a whole.

**Figure 11.** Proportion of participants according to level of education, Priority 1.



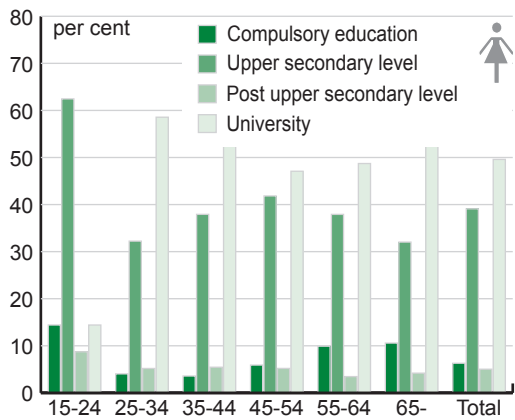
**Figure 12.** The proportion of people in gainful employment nationally, according to level of education, 25–64-year-olds<sup>8</sup>.



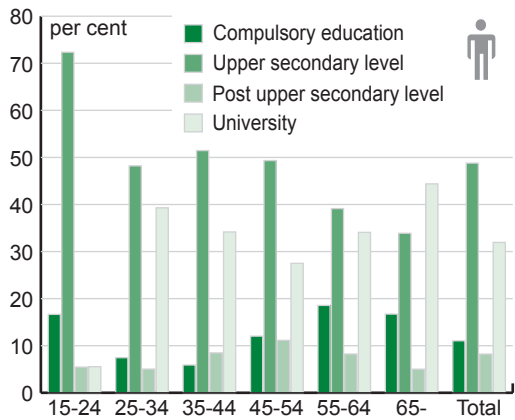
<sup>8</sup> The data is taken from the Register-based labour market statistics, RAMS, for 2011.

**Women have a higher level of education than men**

Female participants in Priority 1 generally have a higher level of education than male participants. Figure 13 shows that in all age groups, except the youngest (15–24 years), most women have a university education. Among the men, upper secondary education is the most common level of education in all age groups except for people aged over 65, where the proportion of graduates is predominant (see Figure 14). It is interesting to note that the percentage of graduates has increased in all age groups, for both men and women, compared with the previous year.



**Figure 13.** Women’s educational level according to age, Priority 1.

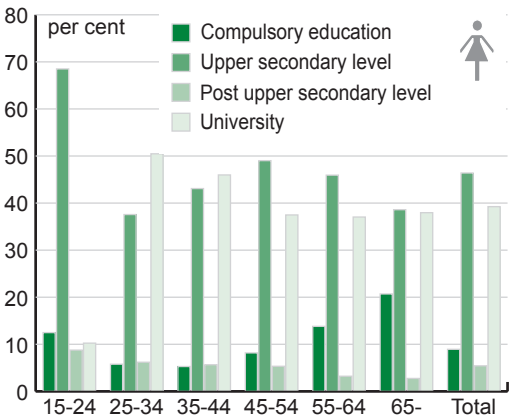


**Figure 14.** Men’s educational level according to age, Priority 1.

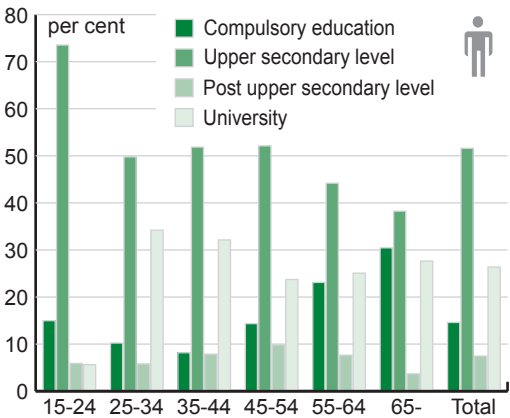
Women in Priority 1 generally have a higher level of education than women who are gainfully employed nationwide (see Figures 13 and 15). In Priority 1, 50 per cent of women have at least a university education, while only 39 per cent have a university education among all working women nationwide.

Even among men, participants in Priority 1 have a higher level of education than all workers nationwide (see Figures 14 and 16). Those with a secondary school education predominate in all age groups throughout the country, but there are, generally speaking, more men with a university education in Priority 1 in all age groups compared with the country as a whole. Overall, 32 per cent of men in Priority 1 have a university education, which is 6 percentage points higher than for the country as a whole.

**Figure 15.** Women's level of education, according to age in gainful employment, nationally<sup>9</sup>.

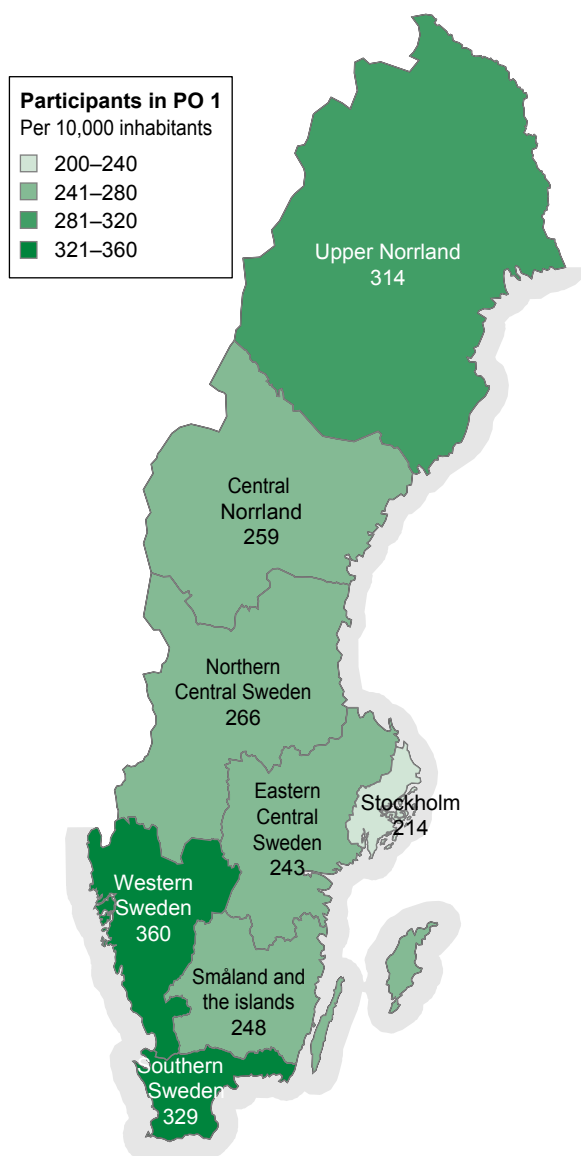


**Figure 16.** Men's level of education, according to age, in gainful employment nationally<sup>10</sup>.



<sup>9</sup> The data is taken from the Register-based labour market statistics, RAMS, for 2011.

<sup>10</sup> The data is taken from the Register-based labour market statistics, RAMS, for 2011.



**Figure 17.** Proportion of participants in relation to the region's population, Priority 1.

### Western Sweden has the most participants

Participants in Priority 1 are spread throughout the country. Most of the participants (26 per cent) can be found in Western Sweden, followed by Southern Sweden and Stockholm (17 per cent respectively). The lowest number of participants live in Central Norrland (4 per cent).

Figure 17 shows the number of participants in relation to the population of each region. This provides a fairer picture of how participants are spread throughout the country, because the population varies considerably between regions. The region with the largest number of participants in relation to the population is Western

Sweden, with 360 participants per 10,000 inhabitants. The lowest figure can be found in Stockholm, with 214 participants per 10,000 inhabitants.

## Many nationalities represented

Among all participants in Priority 1, just over 15 per cent had a foreign background, which means that they are either born abroad or they were born in Sweden but had parents who were born abroad. The majority of participants with a foreign background in Priority 1 were, however, born abroad. In the country as a whole, just less than 17 per cent of the gainfully employed have a foreign background, and even in this group, those born abroad predominate (see Table 5).

**Table 5.** Participants in Priority 1 and gainfully employed nationwide, according to background and gender.

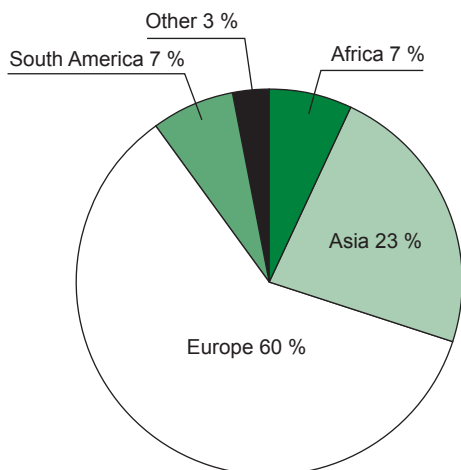
	Number		Proportion		Proportion nationally	
	Women	Men	Women	Men	Women	Men
PEOPLE WITH A FOREIGN BACKGROUND						
Foreign born	18,169	14,379	6.8	5.4	6.6	7.1
People born in Sweden with two parents born abroad	4,134	3,775	1.6	1.4	1.4	1.6
PEOPLE WITH A SWEDISH BACKGROUND						
People born in Sweden with one parent born abroad and one born in Sweden	10,471	8,303	3.9	3.1	3.4	3.6
People born in Sweden with two parents born in Sweden	115,663	91,373	43.4	34.3	36.2	40.0

The foreign-born participants in Priority 1 represent 173 countries, and the three most common countries of birth are:

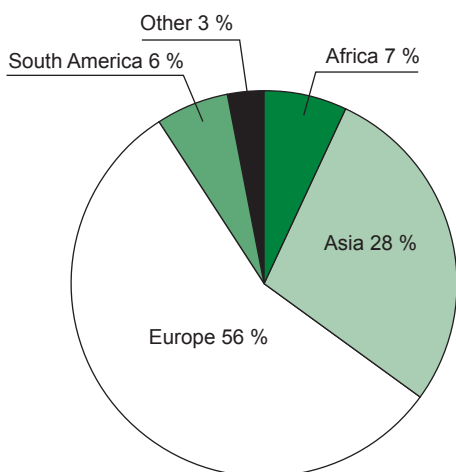
- Finland – 16 per cent of the foreign-born participants
- Bosnia and Herzegovina – 7 per cent of the foreign-born participants<sup>11</sup>
- Yugoslavia – 7 per cent of the foreign-born participants<sup>12</sup>

<sup>11</sup> Refers to the country that existed when the person was born.

<sup>12</sup> Refers to the country that existed when the person was born.



**Figure 18.** Proportion of foreign-born participants according to continent, Priority 1<sup>13</sup>.



**Figure 19.** Proportion of foreign-born participants in gainful employment nationwide, according to continent<sup>14, 15</sup>.

### **Manufacturing and mining, the industry at the top of skills development**

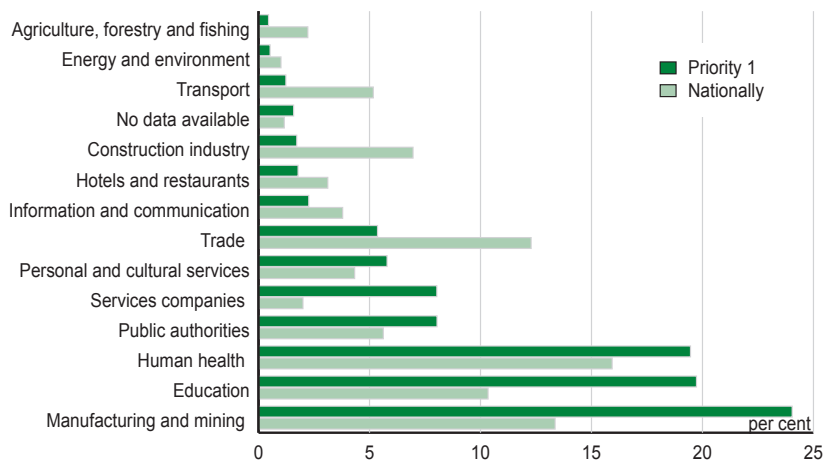
Participants in Priority 1 are represented in all sectors (see Figure 20). The sector that has the most number of participants is Manufacturing

<sup>13</sup> 'Other' includes people born in North America, Oceania, the Soviet Union and those for which we lack information.

<sup>14</sup> The data is taken from the Register-based labour market statistics, RAMS, for 2011.

<sup>15</sup> 'Other' includes people born in North America, Oceania, the Soviet Union and those for which we lack information.

and mining (24 per cent), followed by Education (20 per cent) and Human health (19 per cent). In the sectors, Manufacturing and mining and Education, Priority 1 is over-represented compared with the country as a whole. At a national level, Human health has the highest proportion of gainfully employed (16 per cent), and this is followed by Manufacturing and mining (13 per cent).



**Figure 20.** Proportion of participants in Priority 1 and gainfully employed nationwide, according to industrial classification<sup>16, 17</sup>.

As mentioned earlier, the largest number of participants in Priority 1 is found in Manufacturing and mining. Men clearly predominate in this sector, and almost half of all male participants can be found here. For female participants, the industry sectors Human health and Education predominate. It is in these two sectors, that more than half of all female participants are found (see Table 6).

<sup>16</sup> National data is taken from the Register-based labour market statistics, RAMS, for 2011.

<sup>17</sup> In this report, the following industries: Business service industries, Real estate activities and Credit institutions and insurance companies have been merged into the industry classification Service companies.

**Table 6.** Participants in Priority 1, according to sector and gender.

	<b>Women</b>	<b>Men</b>	<b>Total</b>
Manufacturing and mining	5.2	18.9	24.1
Education	15.0	4.8	19.8
Human health	16.5	3.1	19.5
Public authorities	4.9	3.2	8.1
Service companies	4.1	4.0	8.1
Establishments for arts, entertainment and recreation	3.7	2.1	5.8
Trade	2.8	2.6	5.4
Information and communication	0.9	1.4	2.3
Hotels and restaurants	1.2	0.6	1.8
Construction industry	0.2	1.5	1.7
Transport	0.3	0.9	1.2
Energy and environment	0.1	0.4	0.5
Agriculture, forestry and fishing	0.1	0.3	0.4
No data available	0.7	0.6	1.3
<b>Total</b>	<b>55.7</b>	<b>44.3</b>	<b>100.0</b>

Most participants in Priority 1 can be found in projects carried out in the private sector (48 per cent), which is a decrease of 5 percentage points from the previous year (see Table 7). The report refers to cumulative figures, which means that the participants added in the past year are primarily employed outside the private sector. The difference between the percentage of participants in the private and public sector has declined in recent years, and the latest figures show a 2 percentage point difference only. Even in the country as a whole, the largest number of gainfully employed workers is found in the private sector. In contrast to the relationship in Priority 1, the difference increases between the proportion of gainfully employed in the private and public sectors.

**Table 7.** The proportion of participants in Priority 1 and gainfully employed nationwide, according to industry.

	<b>2011</b>		<b>2012</b>		<b>2013</b>	
	<b>Priority 1</b>	<b>Nationally</b>	<b>Priority 1</b>	<b>Nationally</b>	<b>Priority 1</b>	<b>Nationally</b>
Private sector	60	66	53	67	48	68
Public sector	35	30	42	30	46	29
Non-profit sector	3	2	3	2	3	2
Cooperatives	1	1	1	1	1	1
No data available	1	1	1	0	1	0
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

### **Highly educated participants with specialist skills predominate**

Table 8 shows that, in Priority 1, most women are found in the following professions: Service, care and sales work (27 per cent), followed by Work requiring theoretical specialist skills (26 per cent) and Work requiring some higher education (20 per cent). A comparison with the country as a whole shows a similar distribution, where 31 per cent of the women are in Service, care and sales work. It is worth noting, however, that more women nationwide are found in Work requiring some higher education (21 per cent) than Work requiring theoretical specialist skills (19 per cent). It is also worth noting that participants in Priority 1 are over-represented in Management work and under-represented in Office and customer services work compared with women in the country as a whole.

The distribution of occupations looks slightly different for men compared with women. The highest proportion of male participants is found in Process workers and machine operators, transport work (22 per cent), followed by Work requiring theoretical specialist skills (19 per cent) and Work requiring some higher education (18 per cent). Among gainfully employed men nationwide, Craft and trade-related work in the construction industry and manufacturing and Work requiring some higher education are the predominant professions (17 per cent for each profession).

Seen as a whole, it can be said that barely 25 per cent of the participants in Priority 1 Work requiring theoretical specialist skills, which is 5 percentage points higher than for the country as a whole. We can note that the participants in Priority 1 are increasingly characterised by highly educated people with specialist skills.

**Table 8.** Proportion of participants in Priority 1 and proportion of employees in the population, according to vocational field and gender<sup>18</sup>.

	Participants in Priority 1		Population 16–64 years	
	Women	Men	Women	Men
Services, health care and sales work	27	8	31	10
Work requiring theoretical specialist skills	26	19	19	16
Work that requires some higher education	20	18	21	17
Office and customer services work	8	4	11	5
Management work	8	11	4	8
Process workers and machine operators, transport work	4	22	3	15
Work which does not require special training	4	3	6	5
Craft and trade-related work in the construction industry and manufacturing	1	11	1	17
Work in agriculture, horticulture, forestry and fisheries	0	1	0	1
Military work	0	0	0	1
No data available	2	2	3	5
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

### Most participants at small workplaces

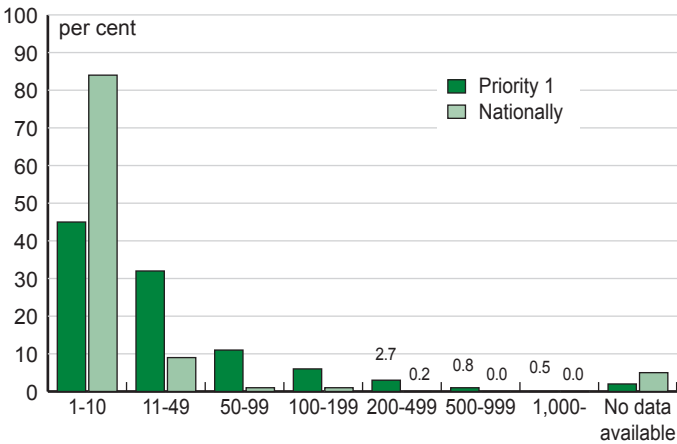
Of all participants in Priority 1, the largest proportion (28 per cent) is made up of employees at workplaces with 11–49 employees (see Table 9). This workplace size is also the most common for people gainfully employed in the country as a whole. Workplaces with 10 employees or fewer are under-represented in Priority 1 compared with the country as a whole.

<sup>18</sup> The data is taken from the Trade Register and relates to the number of employees in the country in 2011.

**Table 9.** Participants in Priority 1 and gainfully employed nationwide, according to size of workplace.

	Number of employees							Assignment not available
	1–10	11–49	50–99	100–199	200–499	500–999	1,000–	
Proportion of participants in Priority 1	14	28	16	14	9	4	10	5
Proportion of gainfully employed nationwide	25	27	13	10	8	4	8	5

It is clear from Figure 21 that almost half of all workplaces represented in Priority 1 have between 1 and 10 employees, while 32 per cent have between 11 and 49 employees. This shows that it is mainly smaller workplaces that develop their staff members' skills with the help of Social Fund projects. A comparison with the size of workplaces throughout the country, however, shows that a large majority of workplaces in Swedish companies have between 1 and 10 employees and, further, that the workplaces represented in Priority 1 are heavily over-represented for all workplaces with 11 employees or more.



**Figure 21.** Proportion of workplaces in Priority 1 and in the country as a whole, according to number of employees.

Table 10 shows that most participants (30 per cent) in Priority 1 have an annual income of between SEK 200,000 and 299,999. Compared with the previous year, there has been a shift from a lower to a higher income

band, and this applies for both men and women. From the figures below, we can see that an increasing number of participants in Priority 1 earn more than SEK 350,000 per year. Earned income for participants is generally higher than for workers who are gainfully employed throughout the country, with the exception of men who earn more than SEK 500,000 per year, where the percentage is slightly higher for workers throughout the country. Female participants are over-represented in the lowest income groups while men predominate in the higher income groups. The same conditions are apparent throughout the country as a whole.

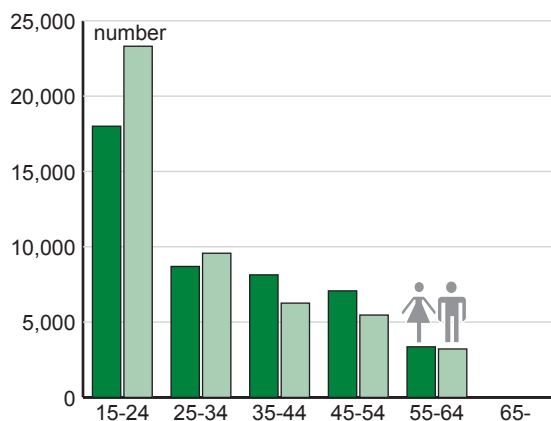
**Table 10.** Earned income, 2011, for participants in Priority 1 and for gainfully employed throughout the country, according to gender.

	Priority 1			Nationally		
	Women	Men	Total	Women	Men	Total
0–199 999	19	10	15	27	19	23
200,000–299,999	38	20	30	37	22	29
300,000–349,999	19	22	21	15	17	16
350,000–499,999	19	35	26	15	28	22
500,000–	5	12	8	5	14	10
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

## Priority 2 – Increased labour supply

Priority 2 has, as opposed to Priority 1, focused on people who do not have relevant employment qualifications. This means that the purpose of participating in any of the projects is that participation will help to increase the opportunities for people to enter and remain in the employment market.

In Priority 2, there is a concentration of young participants (see Figure 22), and a total of 44 per cent of the participants are in the 15–24-year-old age group. There is a predominance of young men, with almost half of all participating men being between 15 and 24 years old. Young women are not as predominant, even if the 15–24-year-old age group is clearly largest even for female participants. In the two youngest age groups there are more men than women, while in the age groups over 35 years of age there are more women.



**Figure 22.** Proportion of participants according to age and gender, Priority 2.

The clear dominance of young people is also evident when you look at the proportion of young and older people in the 495 projects that have had participants in Priority 2. Twenty per cent of projects (a total of 111) are dominated by young people, i.e. projects where at least 75 per cent of the participants are in the 15–24-year-old age group. This youth dominance is roughly the same as in previous years. None of the projects in Priority 2 are dominated by people who are 55 years old and older, but 45 projects (9 per cent) have no participants in the 15–24-year-old age group (Table 11).

**Table 11.** Number of ongoing and completed projects in which young people and older people are predominant, Priority 2

	Number of projects	Proportion
Young people predominant	111	22
Older people predominant	0	0
Other	384	78
<b>Total</b>	<b>495</b>	<b>100</b>

Table 12 demonstrates the predominance of men in Priority 2. Despite this, there are more than twice as many female-dominated projects (48) compared with male-dominated projects (23). Of the 48 female-dominated projects, 13 projects had female participants only. Of the 23 male-dominated projects, there were no projects that consisted only of men (see Table 12).

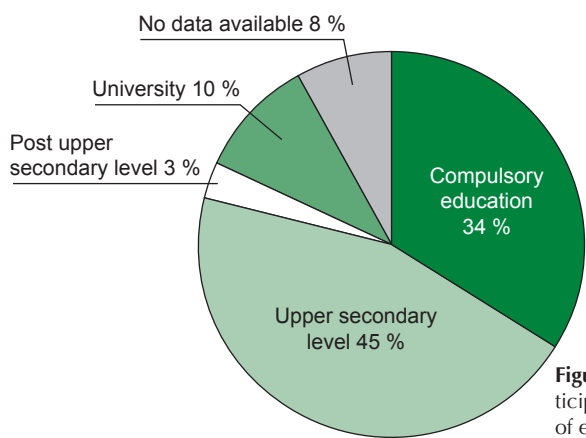
**Table 12.** Number of ongoing and completed projects that are dominated by females/males, Priority 2

	Number of projects	Proportion
Female dominance	48	10
Male dominance	23	5
Other	422	85
<b>Total</b>	<b>495</b>	<b>100</b>

**Many participants with compulsory education**

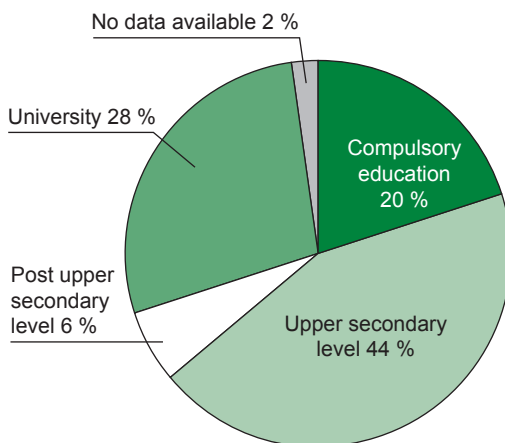
In Priority 2, those people having no higher than compulsory or upper secondary education dominate. No considerable difference can be observed between women and men. One explanation for the low proportion of university graduates could be that many of the participants are young, but the fact that Priority 2 is aimed at people who do not have relevant employment qualifications may also provide an explanation.

Compared with the population as a whole, a larger proportion of participants in Priority 2 have a compulsory school education as their highest level of education (Figures 23 and 24). Throughout the country, 20 percent have compulsory school as their highest level of education, while in Priority 2 this figure is 33 per cent. The relationship is reversed when it comes to higher education, with 10 per cent of participants in Priority 2 and 28 per cent of the population in the country as a whole. The breakdown between the various levels of education in Priority 2 has been roughly the same throughout the entire programme period.



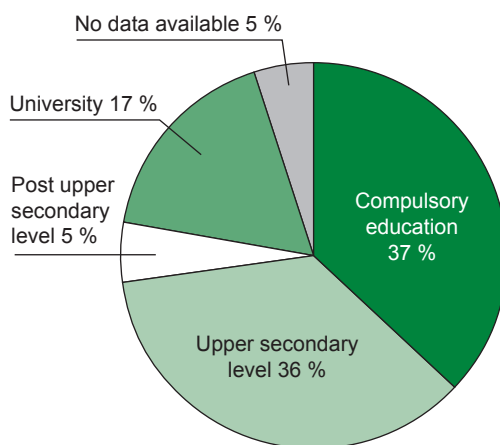
**Figure 23.** Proportion of participants according to level of education, Priority 2.

**Figure 24.** Level of education nationally, 16–74-year-old age group<sup>19</sup>.



When comparing participants in Priority 2 (aged 16–74-years-old) who are not gainfully employed with people who are not gainfully employed in the country as a whole, the number of individuals in the latter group who have only reached primary education is larger than in the former. Compulsory education is also the most common level of education for this group (see Figure 25). Furthermore, it can also be seen that, of those who are not gainfully employed, there are more participants with a university education and an upper secondary education and fewer participants with an upper secondary education compared with those in Priority 2.

**Figure 25.** The proportion of people not gainfully employed nationally, according to level of education, 16–74-year-old age group<sup>20</sup>.



<sup>19</sup> The data is taken from the Register of Education 2012 (Utbildningsregistret).

<sup>20</sup> The data is taken from the Register-based labour market statistics, RAMS, for 2011.

**Many participants with a foreign background**

Table 13 shows that the proportion of participants of foreign origin continues to be high for participants in Priority 2. At present, 36 per cent of participants were born abroad and the percentage increases to 41 per cent if participants who were born in Sweden but have two parents born abroad are included. This is significantly more than in the country as a whole, where the corresponding percentages for 2012 were 15 and 20 per cent. The percentage of foreign-born men in Priority 2 was slightly higher than the percentage of women, while in the country as a whole the relationship was the opposite.

**Table 13.** Participants in Priority 2 and population nationwide, according to background and gender.

	Number		Proportion		Proportion nationally	
	Women	Men	Women	Men	Women	Men
PEOPLE WITH A FOREIGN BACKGROUND						
Foreign born	16,576	17,020	17.8	18.3	7.9	7.5
People born in Sweden with two parents born abroad	2,091	2,597	2.2	2.8	2.3	2.4
PEOPLE WITH A SWEDISH BACKGROUND						
People born in Sweden with one parent born abroad and one born in Sweden	3,430	3,792	3.7	4.1	3.5	3.6
People born in Sweden with two parents born in Sweden	23,198	24,460	24.9	26.3	36.4	36.3

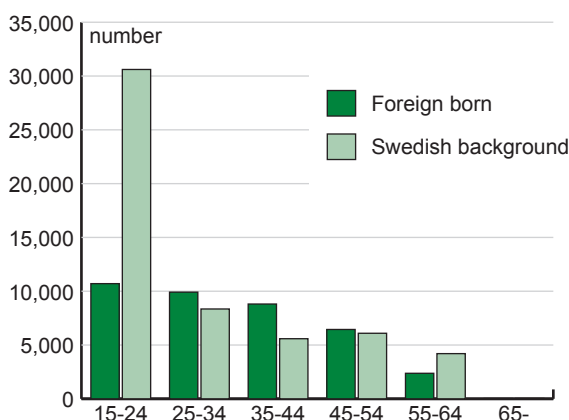
The foreign-born participants come from 177 countries, and the most common country of birth is Iraq, followed by Somalia and Yugoslavia. The percentage of foreign-born participants is as follows for the three largest countries:

- Iraq – 22 per cent of the foreign-born participants
- Somalia – 13 per cent of the foreign-born participants
- Yugoslavia – 6 per cent of the foreign-born participants<sup>21</sup>

<sup>21</sup> Refers to the country that existed when the person was born.

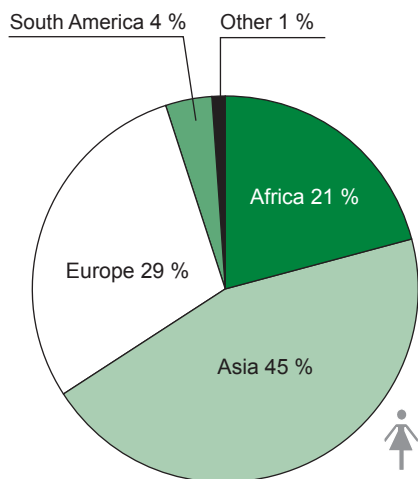
Of the three above-mentioned countries, the group of participants born in Somalia increased the most compared with the previous year (47 per cent). Other countries with a larger number of participants in Priority 2 which increased significantly included Syria (59 per cent) and Afghanistan (47 per cent). The entire group of foreign-born participants increased by 39 per cent, while the total number of participants in Priority 2 increased by 43 per cent compared with previous years.

In the youngest age group (15–24-year-olds), which is also the largest age group in terms of the number of participants, the number of participants of foreign origin is relatively low. Approximately 25 per cent of participants in this group have a foreign background. This compares with the age groups between 25 and 54 years old, where the number of participants of foreign origin is greater than the number of participants with a Swedish background. The greatest proportion of participants of foreign origin is found in the age group 35–44-years in which they make up more than 60 per cent, see Figure 26.

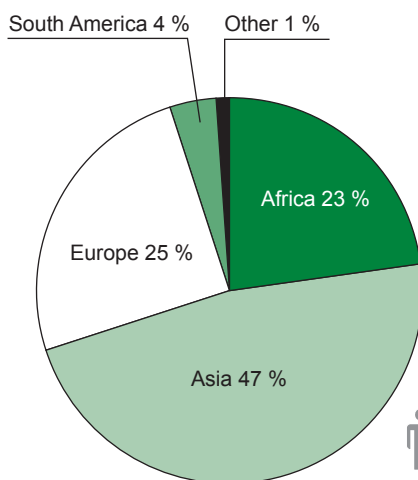


**Figure 26.** Proportion of participants according to background and age, Priority 2.

If the foreign-born participants are grouped according to the continent where they were born, the number of participants born in Asia is greatest for both women and men, with a slightly higher percentage for men (see Figures 27 and 28). On the other hand the proportion of foreign-born participants born in Europe is slightly greater for women than for men. Africa is the third largest continent for foreign-born participants in Priority 2, and the number has increased for both genders. These figures can be compared with participants in Priority 1, where 60 per cent were born in Europe, 23 per cent in Asia and 7 per cent in Africa (see Figure 18).



**Figure 27.** Proportion of foreign-born women according to continent, Priority 2<sup>22</sup>.



**Figure 28.** Proportion of foreign-born men according to continent, Priority 2<sup>23</sup>.

For people born abroad throughout the country as a whole, Europe is the predominant birth region, with more than 50 per cent of all people born abroad (see Figure 29). By far the largest group of people born in Europe consists of people born in Finland (20 per cent). In Priority 2, a total of 2.6 per cent of foreign-born participants were born in Finland, while the amount in Priority 1 is 16 per cent.

<sup>22</sup> 'Other' includes people born in North America, Oceania, the Soviet Union and those for which we lack information.

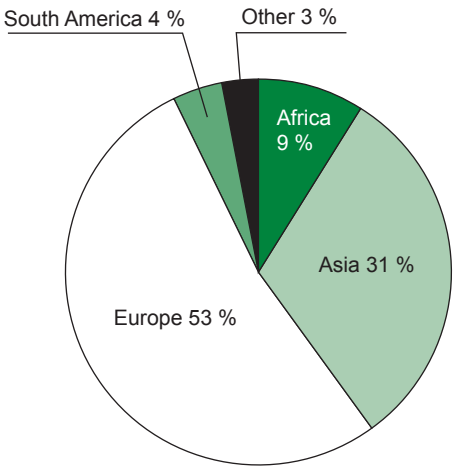
<sup>23</sup> 'Other' includes people born in North America, Oceania, the Soviet Union and those for which we lack information.

An upper secondary level education is the most common level of education for all participants in Priority 2, while for foreign-born participants the most common level of education is compulsory school (40 per cent – see Figure 30). It is interesting to note that a university education is more common among foreign-born participants in Priority 2 (19 per cent) than it is among all participants in Priority 2 (10 per cent – see Figure 23). This indicates a greater distribution in the level of education among foreign-born participants compared with all participants in Priority 2.

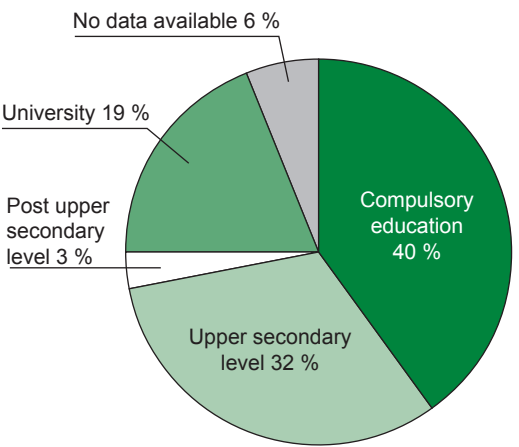
**The northernmost regions have the highest number of participants in relation to the population**

The largest number of participants in Priority 2 is from Western Sweden, 20 per cent. The region with the second highest number of participants was Eastern Central Sweden, followed by Southern Sweden and Stockholm. The smallest number of participants is from the northernmost regions of Central Norrland and Upper Norrland.

In relation to the total population in each region, Central Norrland has the highest number of participants, with 162 per 10,000 inhabitants (Figure 31). Western Sweden, which has the largest number of participants in total, has 104 participants per 10,000 inhabitants. Only Småland and the



**Figure 29.** Proportion of foreign-born participants, according to continent.



**Figure 30.** Proportion of foreign-born participants according to level of education, Priority 2.

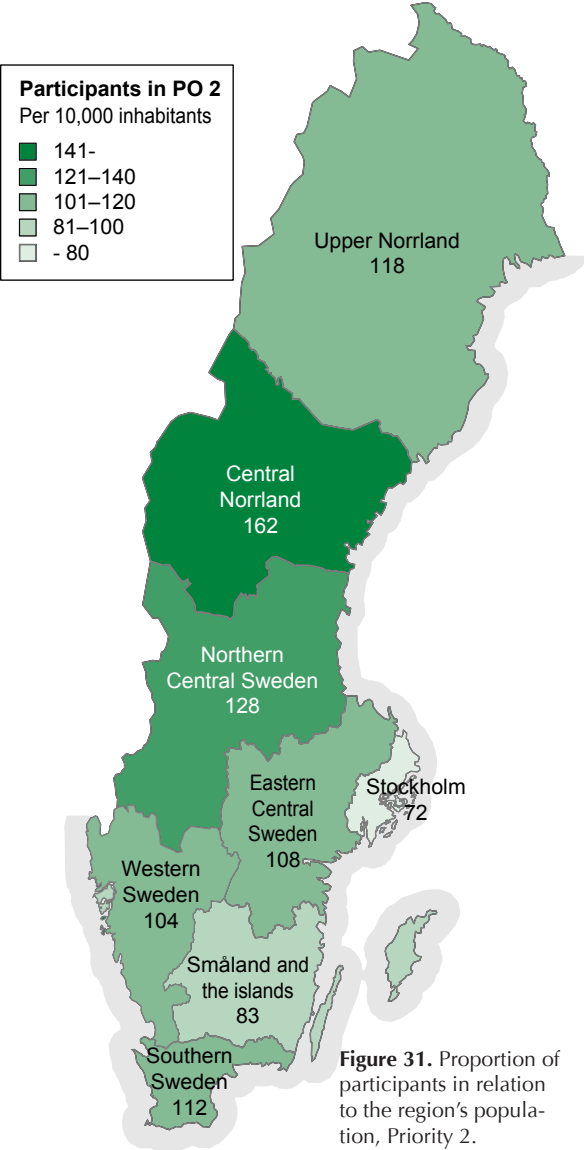
islands (83) and Stockholm (72) have fewer participants in relation to the population as a whole. Stockholm is the region with the lowest proportion of participants in relation to the number of inhabitants, and it has been this way throughout the entire programme period.

**Projects with a focus on people with disabilities**

In Priority 2 there are projects designed to help people with disabilities enter the employment market. Of all participants in Priority 2, 5,240 people,

or 5 per cent, are participating or have participated in such projects (see Table 14). Overall, there are approximately 50 projects, which relates to 10 per cent of all projects in Priority 2. The distribution between women and men is relatively even, with a slightly larger amount of women.

Even in projects aimed at helping people with functional disabilities enter the employment market, the number of young participants is in the majority (see Figure 32). Nearly 33 per cent of participants in these projects belong to the youngest age group. Dominance is not as clear as in



**Figure 31.** Proportion of participants in relation to the region's population, Priority 2.

Priority 2 as a whole, where 44 per cent belong to the age group 15–24 years.

**Table 14.** Proportion of participants in projects for people with functional disabilities according to gender, Priority 2.

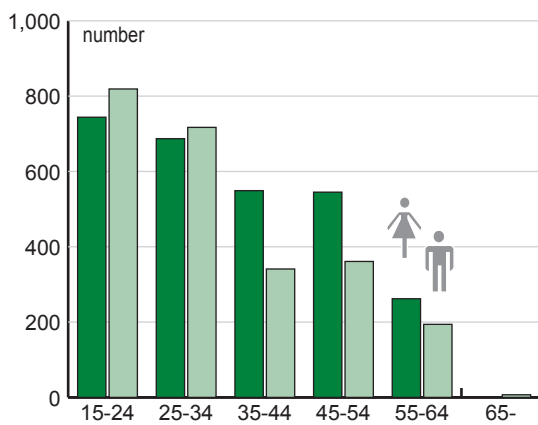
	Number	Percentage
Women	2,788	53.2
Men	2,439	46.5
No data available	13	0.2
<b>Total</b>	<b>5,240</b>	<b>100</b>

### How participants supported themselves prior to the start of the project

Table 15 shows how participants supported themselves prior to the start of the project. Approximately 33 per cent of the participants in Priority 2 have been off sick, unemployed, received activity compensation or been subject to a labour market policy measure prior to the start of a project. The largest group is to be found in activities relating to labour market policy measures. Of all the young people in Priority 2, here defined as people between 15 and 24 years old, 23 per cent entered a project from a labour market policy measure. For people over the age of 25, here defined as adults, the same figure was 14 per cent in the year 2012. On 31 March 2013, the corresponding figures for the two age groups are 20 and 12 per cent respectively. Among young people, the proportion of participants who were unemployed decreased from 2008 to the end of March 2013. The group, which comes from a longer period of sickness absenteeism prior to the start of a project, has also declined over time. Note that the same person may have been included in several of the activities and, therefore, the number of participants does not add up to the total number of participants at the end of Table 15.

Of all participants in Priority 2, approximately 50 per cent were receiving income support prior to the start of a project, with a slight decrease to 48 per cent in 2011; in 2010 this figure was 55 per cent<sup>24</sup>.

<sup>24</sup> The data on income support is taken from the Longitudinal Integration Database Register for Sickness Insurance and Labour Market Studies (LISA), and is only available up to and including 2011.



**Figure 32.** Proportion of participants in projects for people with functional disabilities according to age and gender, Priority 2.

**Table 15.** Number of participants and proportion of the total number of participants according to starting year, distributed among various activities<sup>25</sup>.

	2008		2009		2010	
	Number	Per-centage	Number	Per-centage	Number	Per-centage
Sick for a period of 180 days prior to the start of a project	465	8	982	6	640	3
Youths who were unemployed 90 days prior to the start of a project	115	5	350	5	181	2
Adults who were unemployed 360 days prior to the start of a project	308	8	627	7	682	6
Youths undergoing labour market policy measures 90 days prior to the start of a project	290	14	1,089	16	1,885	20
Adults undergoing labour market policy measures 90 days prior to the start of a project	462	12	841	9	2,402	20
Received an early retirement pension/activity support prior to the start of a project	637	11	2,230	14	2,349	11
<i>Total unique people with activity</i>	<i>2,114</i>	<i>36</i>	<i>5,812</i>	<i>35</i>	<i>7,725</i>	<i>36</i>
<i>Number of participants, no activity</i>	<i>3,798</i>	<i>64</i>	<i>10,627</i>	<i>65</i>	<i>13,523</i>	<i>64</i>
<b>The total number of participants since the start year</b>	<b>5,912</b>		<b>16,439</b>		<b>21,248</b>	
of which, received maintenance support	3,279	55	9,237	56	11,675	55

<sup>25</sup> 'Young people' refers to people in the 15–24-year-old age group. People over the age of 24 are defined as 'Adults'. The data is taken from Transferingsstatistiken [the Transfer Statistics]. The statistics contain notifications up to and including the fourth quarter of 2012.

	2011		2012		2013	
	Number	Per-centage	Number	Per-centage	Number	Per-centage
Sick for a period of 180 days prior to the start of a project	1,125	5	1,787	6	102	4
Youths who were unemployed 90 days prior to the start of a project	190	2	240	2	26	2
Adults who were unemployed 360 days prior to the start of a project	537	4	859	5	168	11
Youths undergoing labour market policy measures 90 days prior to the start of a project	2,505	24	2,712	23	222	20
Adults undergoing labour market policy measures 90 days prior to the start of a project	1,708	14	2,333	14	193	12
Received an early retirement pension/activity support prior to the start of a project	2,828	12	3,153	11	202	7
<i>Total unique people with activity</i>	<i>8,200</i>	<i>36</i>	<i>9,937</i>	<i>35</i>	<i>831</i>	<i>30</i>
<i>Number of participants, no activity</i>	<i>14,870</i>	<i>64</i>	<i>18,131</i>	<i>65</i>	<i>1,949</i>	<i>70</i>
<b>The total number of participants since the start year</b>	<b>23,070</b>		<b>28,068</b>		<b>2,780</b>	
of which, received maintenance support	11,075	48	NDA		NDA	

To date, Eastern Central Sweden is the region that has had the highest number of participants who took part in an activity before the start of the project. Stockholm has the lowest proportion, and it has been this way since the year 2010. The region in which the proportion of participants who took part in an activity before the start of the project increased the most is Eastern Central Sweden. Upper Norrland had a large increase in 2010, but over the past three years this growth has slowed down (Table 16).

**Table 16.** The proportion of activities for participants before the start of a project in Priority 2, according to region and start year.

	2008	2009	2010	2011	2012	2013
Stockholm	-	34	30	21	28	16
Eastern Central Sweden	43	40	49	46	60	59
Småland and the islands	37	34	50	43	33	47
Southern Sweden	50	47	35	48	47	40
Western Sweden	45	57	50	57	52	45
Northern Central Sweden	42	42	46	47	42	35
Central Norrland	20	24	49	62	62	20
Upper Norrland	65	61	71	55	35	19
<b>Nationally</b>	<b>45</b>	<b>44</b>	<b>45</b>	<b>45</b>	<b>45</b>	<b>36</b>

# CHAPTER 3.

## WHAT HAPPENED AFTERWARDS?

### PARTICIPANTS' EMPLOYMENT SITUATION FOLLOWING THE END OF A PROJECT

In the following chapter, SCB will provide an account of what has happened to participants who have completed projects in both Priority 1 and Priority 2 with respect to their establishment in the employment market and the situation regarding their income. To conduct this follow-up, data is taken from RAKS (Registry-based activity statistics – Registerbaserade Aktivitetsstatistiken). RAKS' objective is to describe how an individual provides an income for himself/herself and what his/her links to the employment market are<sup>26</sup>.

This chapter first provides an account of the participants during the first year of their project participation; it then provides information about the participants during the year after their completion in a project. The report of the participants' activities in connection with and following the end of a project relates to participants who have completed their project participation no later than during the first half of 2011. The reason why participants who completed their project after that time are excluded is that RAKS only looks at a full year, and the latest available year relates to 2011. In order for participants to have had the opportunity to begin an activity following the end of a project (and that there should be details about this in RAKS), it is therefore necessary to cut off the data in the middle of 2011<sup>27</sup>. This means that the participants who completed their project in the second half of 2011 or in 2012 are not included in this report. There are also a number of participants who are not registered as residents in

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<sup>26</sup> More about RAKS is available on [http://www.scb.se/Statistik/AM/AM9903/\\_dokument/RAKS--Registerbaserad-aktivitetsstatistik.pdf](http://www.scb.se/Statistik/AM/AM9903/_dokument/RAKS--Registerbaserad-aktivitetsstatistik.pdf) and in Annex 1.

<sup>27</sup> It means that, for participants who completed a project in the year 2010 and in the first half of 2011, the data is used, for RAKS 2011, to study the labour market situation following the completion of a project.

Sweden the year after the project came to an end, and these are also not included in the population as a whole.

RAKS reports four different types of establishment levels in the employment market: Established, Entrepreneurs or combiners, Weakly established and people Without work. To classify the level of establishment, data on gender, age and education is used. In order to be Established, annual income must exceed 60 per cent of the median income in the group which has the lowest level of education in each group. A combiner is a person who has his/her own company and is also employed by another company. Entrepreneurs or combiners are looked at in the report below as Established in the employment market, unless otherwise stated. A person who does not achieve the Established level, but still has some form of annual income, is classified as Weakly established.

### Programme Priority 1

Since 2008, 169,034 people participated in projects that have been completed within Priority 1 (see Table 17). Men were in the majority throughout 2009 to 2011, while women are currently in the majority in 2012.

**Table 17.** Number of participants in projects according to the year the project ended and gender, Priority 1.

<b>Programme priority 1</b>					
	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Women	1,415	11,187	26,799	28,533	16,784
Men	763	12,422	30,763	29,726	10,214
No data available	21	122	119	141	25
<b>Total</b>	<b>2,199</b>	<b>23,731</b>	<b>57,681</b>	<b>58,400</b>	<b>27,023</b>

### The majority established in the employment market at the start of the project<sup>28</sup>

A clear majority of participants in Priority 1 (83 per cent) were Established in the employment market at the start of the project (Table 18). Despite the fact that these projects aim to attract people who have a link to the employment market, the figures show that 1 per cent of the participants in

<sup>28</sup> The report is prepared only for those participants who have participated in completed and reported projects.

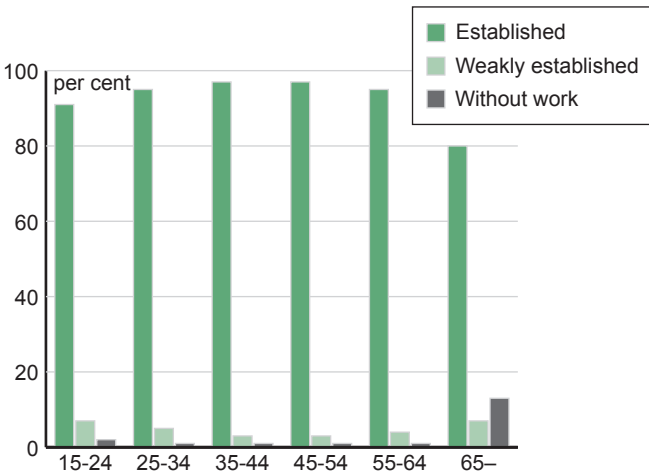
Priority 1 were classified as Without work at the start of the project. A reason for this might be that a workplace that is participating in a project may have project participants taking part in a labour market policy measure who are, therefore, not classified as Established in the employment market.

**Table 18.** The degree of establishment during the year in which the project started, Priority 1.

	Number	Percentage
Established	100,831	83
Entrepreneurs or combiners	15,039	12
Weakly established	4,397	4
Without work	1,107	1
<b>Total</b>	<b>121,374</b>	<b>100</b>

Figure 33 shows that the majority of all age groups at the start of the project were in the Established category. The highest proportion of Established participants was in the 35–44-year-old age group, while the highest proportion of Weakly established was in the 15–24-year-old age group and participants over the age of 65.

More women than men are among those who are Weakly established. In terms of level of education, upper secondary education dominates among Established men and university education dominates among Established women. In other establishment groups, upper secondary school dominates for both genders.



**Figure 33.** Proportion of participants according to establishment level and age during the year in which the project started, Priority 1

Table 19 shows that 96 per cent of all participants in Priority 1 had their main source of income from gainful employment at the start of the project, while 0.1 per cent were receiving financial assistance as their main source of income. It is important to note that it is the main source of income that is reported. This means that a participant may have several different sources of income, but it is only the source that provides the highest income which is visible in the table.

**Table 19.** Main source of income during the year in which the project started, Priority 1

	<b>Number</b>	<b>Percentage</b>
Gainful employment	116,736	96.2
Student	721	0.6
Care of sick child/relative	646	0.5
Sick	416	0.3
Unemployed	344	0.3
Early retiree	528	0.4
Financial assistance	142	0.1
Labour market policy measure	569	0.5
Old-age pensioner	1,031	0.8
No income	241	0.2
<b>Total</b>	<b>121,374</b>	<b>100</b>

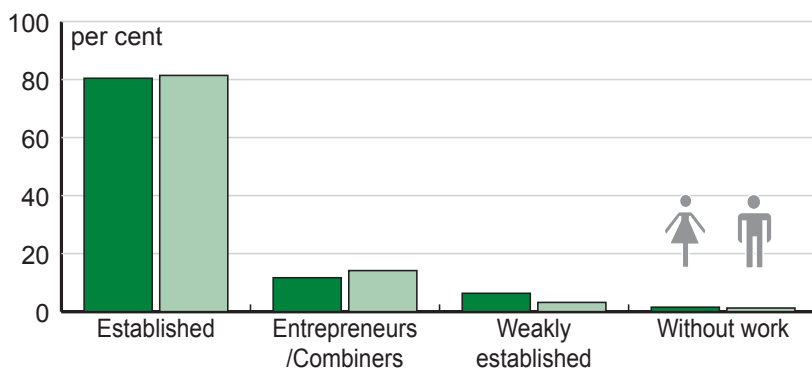
### **Fewer established after participation in a project**

The year after a person completed his/her participation in Priority 1, the proportion of participants that were Established in the employment market had fallen by 2 percentage points (to 81 per cent) compared with what the situation was at the start of the project (see Table 20). Both Entrepreneurs or combiners and the Weakly established had increased by 1 percentage point since the start of the project. Even those Without work increased in number while the percentage remained unchanged. The reduction in the number of people who were Established and the increases seen in the other groups can be explained by several factors. One explanation may be that participants took part in redundancy projects and subsequently became unemployed at the end of the project. Other possible explanations are that participants became sick, decided to study or were on parental leave at the end of a project (see also Table 21).

**Table 20.** Degree of establishment the year after the end of the project and during the year in which the project started, Priority 1.

	Number	Percentage	Proportion at the start of the project
Established	98,261	81	83
Entrepreneurs or combiners	15,764	13	12
Weakly established	5,660	5	4
Without work	1,689	1	1
<b>Total</b>	<b>121,374</b>	<b>100</b>	<b>100</b>

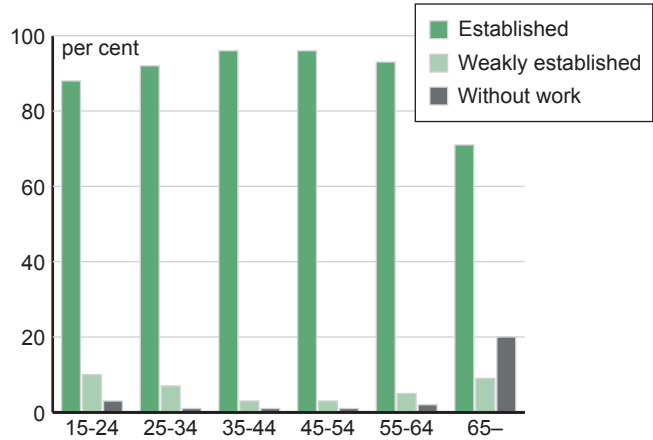
A reduction in the proportion of Established participants between the start of the project and the year after the end of the project occurred for both men and women. There were slightly more men than women that were Established the year after the end of a project (Figure 34), just like at the start of the project. Also, there had not been a change in the number of participants who were Weakly established, where the women outnumbered the men, between the start of the project and the year after the end of the project.



**Figure 34.** Proportion of people with completed project participation according to establishment level and gender, Priority 1.

The decrease in the proportion of Established people one year after the end of a project occurred mainly in the two youngest age groups and among those 65 years and older (Figure 35). In the 15–24-year-old and 25–34-year-old age groups, the proportion of people who were Estab-

lished decreased by 3 percentage points for each group compared with the situation at the start of the project. A majority of the participants in both of these age groups continued, however, to have a link to the employment market when they went from being Established at the start of the project to Weakly established the year after the end of the project. It is important to bear in mind that it is relatively common for people in these age groups to study or be at home with children, which may be one reason why they are Weakly established in the employment market. Among the oldest participants, the proportion of people Established decreased by 9 percentage points, but it is more likely that the majority decided to take retirement.



**Figure 35.** Proportion of participants according to establishment level and age at the end of the project, Priority 1

Table 21 shows that the proportion of participants who had a job (their main source of income) following their project participation, decreased by 2 percentage points compared with the start of the project. An increase can be observed among those who derive their main income from studies and care of a child/children or a relative as well as among those who are unemployed and sick. No major differences can be observed between the different industries.

**Table 21.** Main source of income the year after the completion of project participation, Priority 1.

	Number, one year after the end of the project	Percentage, one year after the end of the project	Percentage at the start of the project
Gainful employment	114,230	94.1	96.2
Student	881	0.7	0.6
Care of sick child/relative	1,327	1.1	0.5
Sick	751	0.6	0.3
Unemployed	622	0.5	0.3
Early retiree	477	0.4	0.4
Financial assistance	143	0.1	0.1
Labour market policy measure	547	0.5	0.5
Old-age pensioner	2 108	1.7	0.8
No income	288	0.2	0.2
<b>Total</b>	<b>121,374</b>	<b>100</b>	<b>100</b>

## Programme Priority 2

Table 22 shows that, since the start of the previous programme period in 2008, 46,480 people have participated in projects in Priority 2 which were completed between the years 2008 and 2012<sup>29</sup>. In 2008, there were relatively few participants who completed their participation in projects, but the number has subsequently increased from year to year. Between 2008 and 2011 it was the number of men who had completed Priority 2 projects who were in the majority, however; in 2012 this changed and the women were in the majority.

**Table 22.** Number of participants in completed projects according to the year the project ended and gender, Priority 2.

<b>Programme Priority 2</b>					
	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Women	986	4,957	7,779	6,180	2,155
Men	1,010	5,463	8,904	6,875	2,065
No data available	7	29	33	25	12
<b>Total</b>	<b>2,003</b>	<b>10,449</b>	<b>16,716</b>	<b>13,080</b>	<b>4,232</b>

<sup>29</sup> As there is a slight delay in the report, the number of participants who have completed a project will increase.

### The majority without work at the start of the project

Of the approximately 35,000 participants who completed their participation in a project in 2008 and the first half of 2011, 18 per cent of them were Established in the employment market in the year they started their project participation. The proportion of Weakly established was 26 per cent and the proportion Without work was 54 per cent (see Table 23).

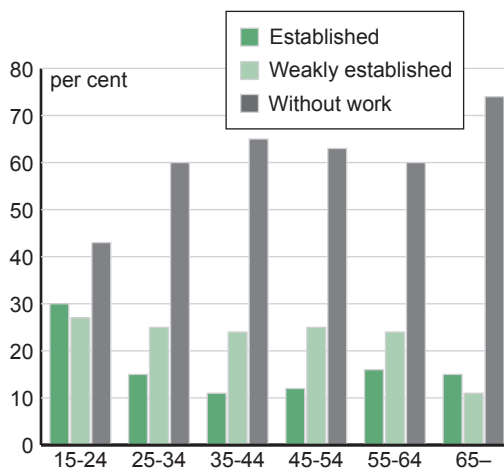
The fact that participants can be Established at the start of the project, despite the fact that they are not the target group for Priority 2, can be explained, among other things, by RAKS, which analyses what an individual does throughout a one-year period. For example, a participant may have been out of work at the beginning of the year, have participated in a project but then terminated their participation in a project because of an employment opportunity. Another possibility is that a participant was Established during much of the year but then they became unemployed and started a project before the end of the year.

**Table 23.** Participants in completed projects according to the degree of establishment in the year the project started , Priority 2.

	Number	Percentage
Established	6,466	18
Entrepreneurs or combiners	632	2
Weakly established	9,090	26
Without work	18,994	54
<b>Total</b>	<b>35,182</b>	<b>100</b>

The younger participants in Priority 2 were more often Established in the employment market when compared with the older participants, where almost 33 per cent of participants between the ages of 15 and 24 were Established at the start of the project, compared with 10–15 per cent of the participants between the ages of 25 and 64. With the exception of those over the age of 65 years, the 35–44-year-old age group had the most participants out of work during the year in which a project started (see Figure 36).

**Figure 36.** Proportion of participants according to establishment level and age at the start of the project, Priority 2.



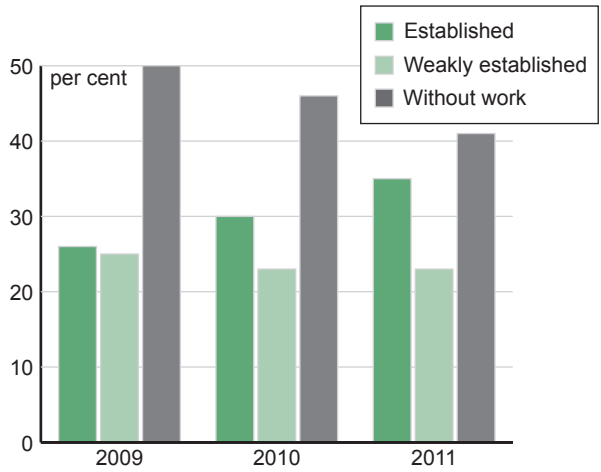
### More people established in the employment market according to project participation

The year after the end of a project, 31 per cent of participants were Established in the employment market, which can be compared with 18 per cent at the start of the project. The number of Entrepreneurs and combiners also increased slightly to 837 people. Of the other participants, 23 per cent were Weakly established in the employment market, which is a decrease compared with when the participants started the projects. The proportion without any form of work has decreased, from 54 per cent to 43 per cent, which indicates a greater degree of establishment for the participants in Priority 2 following the end of their project participation compared with the situation at the start of the project (see Table 24).

**Table 24.** Participants according to the degree of establishment the year after the end of their project participation, Priority 2.

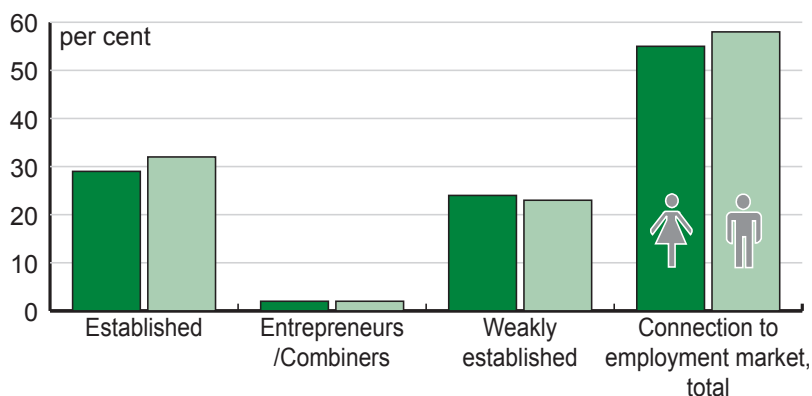
	Number	Percentage	Proportion at the start of the project
Established	10,837	31	18
Entrepreneurs or combiner	837	2	2
Weakly established	8,257	23	26
Without work	15,251	43	54
<b>Total</b>	<b>35,182</b>	<b>100</b>	<b>100</b>

Between the years 2009 to 2011, it was, in particular, the proportion of participants who were Established in the employment market after the end of the project that increased, while the proportion Without work decreased. In 2011, 35 per cent were Established and 42 per cent were Without work. The corresponding figures for the year 2009 were 26 per cent and 50 per cent respectively, see Figure 37. This could partly be explained by a more favourable economic situation in 2011 compared with 2009.



**Figure 37.** Proportion of participants according to establishment level in the employment market 2009–2011, Priority 2.

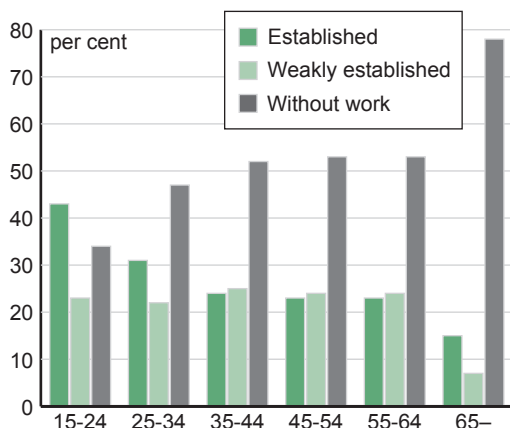
Figure 38 shows that the percentage of men with links to the employment market was slightly greater than the percentage of women in the year after the end of a project. Of all the former participants, 58 per cent of the men and 55 per cent of the women had some link to the employment market the year after the end of a project. Among the men, there was also a higher percentage that were Established (32 per cent) in relation to Weakly established (23 per cent). The corresponding figures for women were 29 and 24 per cent. Men and women were Entrepreneurs or combiners to the same extent, at just over 2 per cent.



**Figure 38.** Proportion of participants according to establishment level in the employment market and gender, Priority 2.

It can be noted that it is more common that young people are Established in the employment market following the end of a project compared with older people. Of all participants in the 15–24-year-old age group, 66 per cent had a link to the employment market in the year after the end of a project, while only 47 per cent in the 55–64-year-old age group had a link to the employment market. In the younger age groups, there was also a higher proportion of Established in relation to the Weakly established. In the 15–24-year-old age group, 43 per cent were Established and in the 25–34-year-old age group this figure was 31 per cent.

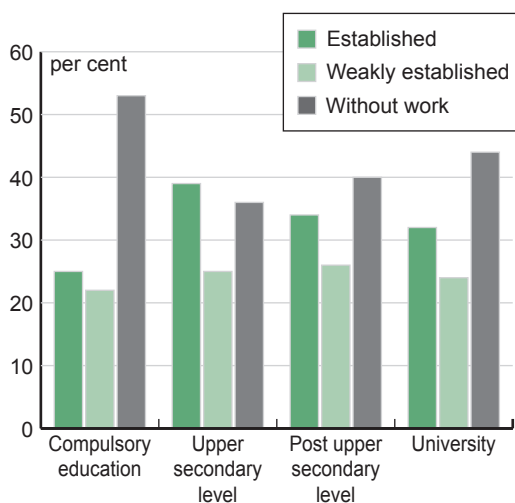
For people aged between 35 and 64 years of age, it was more common that participants with a weak link to the employment market had a Weak establishment, even if the differences are small. The proportion of people Without work in the year after the end of a project was around 50 per cent, with the exception of the youngest and the oldest age group. In the 15–24-year-old age group, about 33 per cent were Without work, and in the oldest group, the figure was nearly 80 per cent. It is, however, worth noting that, in the older age group, there were quite a few old-age pensioners. The relationship the year after the end of a project is similar to the situation when the participants started a project, see Figure 36, with the exception that all groups had a higher proportion of Established participants after the end of their participation in a project.



**Figure 39.** Proportion of participants according to establishment level in the employment market and age, Priority 2.

### Most established among those educated to upper secondary school level following the end of a project

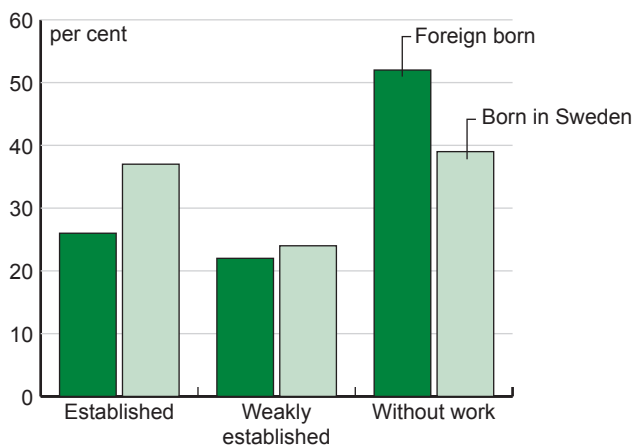
Figure 40 shows that for participants with an upper secondary education as the highest level of education, almost 40 per cent were Established in the employment market following the end of a project. This is almost 15 percentage points higher than participants with a compulsory education. Those participants with an upper secondary school education were also the participants who had a job, with 64 per cent having a link to the employment market and only 36 per cent Without work. Participants from previous years with a compulsory education made up the largest percentage Without work (53 per cent), followed by those with a university education (44 per cent).



**Figure 40.** Proportion of participants according to level of establishment in the employment market and level of education, Priority 2.

### Foreign born are less well established than those born in Sweden

Figure 41 shows that foreign-born participants were less Established than those born in Sweden following the end of a project: 27 per cent compared with 37 per cent. For both foreign-born participants and those born in Sweden, the percentage of Established participants was greater than the percentage with a Weak establishment. In contrast, the percentage Without work was higher for foreign-born participants (52 per cent) compared with those born in Sweden (39 per cent).

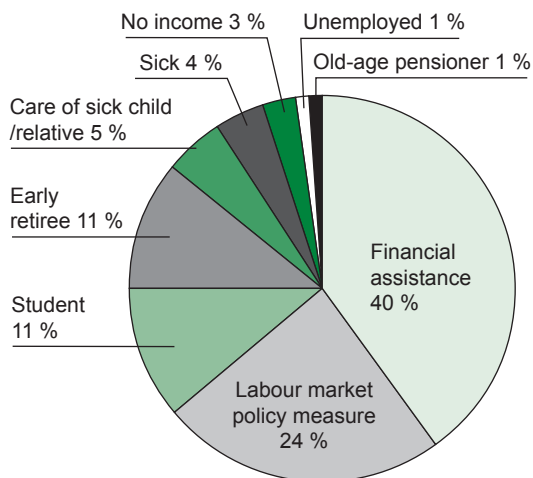


**Figure 41.** Proportion of participants according to background and level of establishment, Priority 2.

### Those without work receive financial assistance

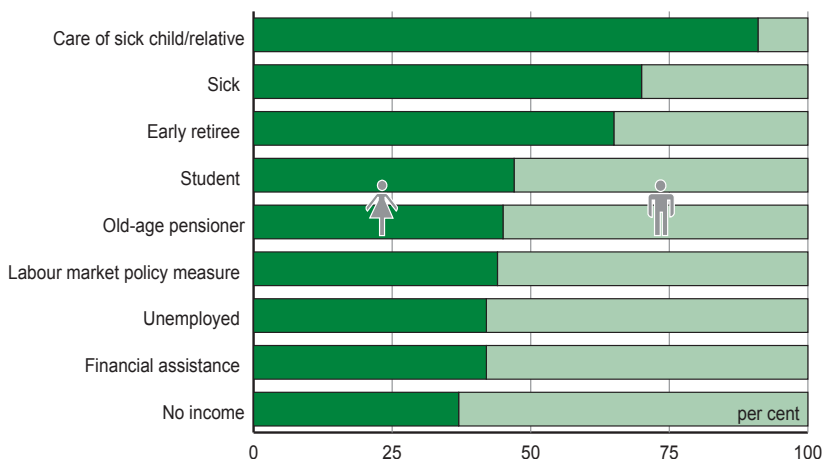
Table 24 showed that 43 per cent of participants from previous projects did not have a job the year after the end of a project. In order to study in more depth how these people supported themselves and what their primary source of income was following the end of a project, please consult RAKS.

Of these, just over 15,000 former participants were Without work the year after the end of a project, and most of them (40 per cent) were claiming financial assistance as their primary source of income. Financial assistance includes income support, support for the elderly and introductory support for people who have recently arrived in the country. The second most common primary source of income was income from labour market policy measures (24 per cent) followed by studies and early retirement (both 11 per cent), see Figure 42.



**Figure 42.** Proportion of participants Without work according to primary source of income, Priority 2.

If this is compared with the situation at the start of a project, the proportion receiving financial assistance as their primary source of income has decreased for participants Without work. Income groups that have increased for participants Without work included care of sick child/relative, labour market policy measure and studies.



**Figure 43.** Proportion of participants Without work according to primary source of income and gender, Priority 2.

### **Women without work receive incomes from the care of children**

If we look at the primary source of income for women and men among those Without work, the care of children/relatives was the most typical, where women accounted for 91 per cent. Women were also over-represented in the groups receiving incomes due to illness and early retirement pension, while the proportion of men was greatest in the groups that do not have an income, who are receiving financial assistance and who are unemployed (see Figure 43).

The corresponding figures for people aged 16–74 Without work in the country indicate that the proportion of women caring for a child/relative as their main source of income is even higher, 92 per cent. The income groups that differentiate the most between the country as a whole and the participants in Priority 2 included incomes from sickness, where the proportion of women in Priority 2 was 70 per cent and the proportion of women in the country as a whole was 59 per cent, with incomes from early retirement at 56 per cent for women in Priority 2 and 65 per cent in the country as a whole.

### **Primary source of income varies according to age**

Financial assistance was the primary source of income for people Without work in several age groups. In all age groups between 15 and 54 years old, this was the most common source of income (see Table 25), but there were variations between the ages. In the younger age groups, more people received some income from studies and for the care of children or a relative, while the receipt of income from sickness barely occurred until the over 35 age groups. In all age groups it was relatively common that the primary source of income came from labour market policy measures, and in the 55–64-year-old age group it was the most common source of income. A total of 3 per cent completely lacked an income, and this was most commonly seen in the youngest and the oldest age groups.

**Table 25.** Percentage of participants without work according to primary source of income, Priority 2.

	15–24		25–34		35–44	
	Number	Percentage	Number	Percentage	Number	Percentage
Student	1 194	23	305	10	202	7
Care of sick child/relative	343	7	287	9	154	5
Sick	28	1	104	3	201	7
Unemployed	11	0	37	1	40	1
Early retiree	314	6	371	12	356	12
Financial assistance	1 857	36	1 466	46	1 343	44
Labour market policy measure	1 139	22	483	15	685	22
Old-age pensioner	9	0	1	0	4	0
No income	218	4	102	3	73	2
<b>Total</b>	<b>5 113</b>	<b>100</b>	<b>3 156</b>	<b>100</b>	<b>3 058</b>	<b>100</b>

	45–54		55–64		65–	
	Number	Percentage	Number	Percentage	Number	Percentage
Student	52	2	0	0	0	0
Care of sick child/relative	16	1	1	0	0	0
Sick	214	8	95	8	1	5
Unemployed	33	1	24	2	0	0
Early retiree	383	14	195	16	0	0
Financial assistance	1 120	42	305	24	4	19
Labour market policy measure	776	29	508	41	1	5
Old-age pensioner	9	0	101	8	14	67
No income	50	2	21	2	1	5
<b>Total</b>	<b>2 653</b>	<b>100</b>	<b>1 250</b>	<b>100</b>	<b>21</b>	<b>100</b>

**People with an upper secondary education without work make use of labour market policy measures**

As has been previously stated, financial assistance was the most common and most prevalent source of income for former project participants Without work in Priority 2. A breakdown based on level of education shows, however, that for people educated to upper secondary level, incomes from labour market policy measures were the most frequent source of income (31 per cent). It was in the group with the lowest level of education that the proportion with financial assistance was greatest. Almost every other former participant with a compulsory education and Without work was receiving financial assistance as his/her primary source of income the year after the end of a project (see Table 26).

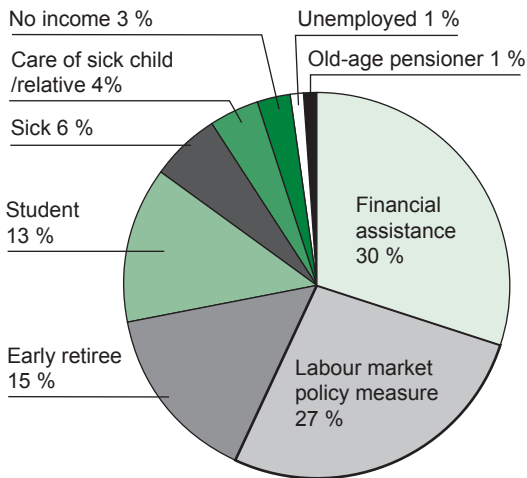
**Table 26.** Proportion of participants Without work according to primary source of income, Priority 2.

Primary source of income		
	Category	Percentage
Compulsory education	Financial assistance	49
Upper secondary level	Labour market policy measure	31
Post upper secondary level	Financial assistance	29
University	Financial assistance	44

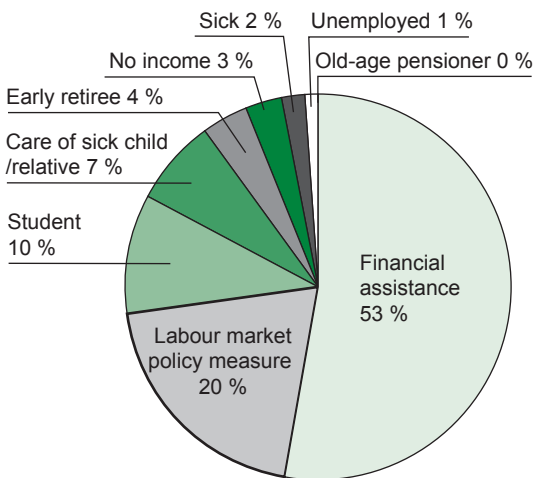
**People born in Sweden without work make use of labour market policy measures and early retirement**

Of all the 35,182 former project participants, 63 per cent were born in Sweden and 37 per cent were foreign born. If we look at the group that does not have work, the percentage of participants born in Sweden was 56 per cent and the percentage of participants born abroad was 44 per cent. For participants born abroad Without work, more than 50 per cent were receiving financial assistance as their primary source of income the year after the end of a project, while for participants born in Sweden Without work, the figure was slightly less than 30 per cent (see Figures 44 and 45).

It was more common for people born in Sweden Without work to receive their income from labour market policy measures and early retirement compared with those born abroad. Even income from studies was more prevalent among those born in Sweden Without work, while a higher percentage of foreign-born participants were receiving an income for the care of a child/relative. In both groups, 3 per cent had no income whatsoever.



**Figure 44.** Proportion of participants without work and born in Sweden according to primary source of income, Priority 2.

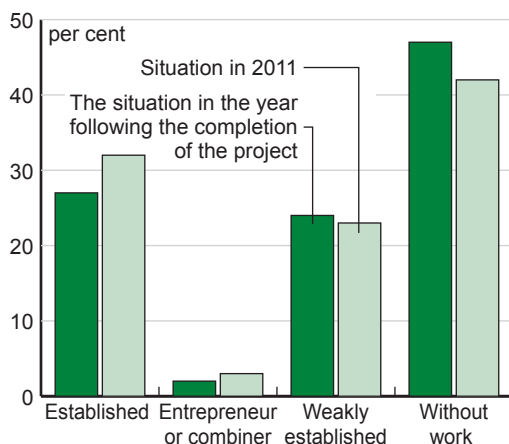


**Figure 45.** Proportion of participants without work and foreign born according to primary source of income, Priority 2.

### Employment market situation for former participants – 2011

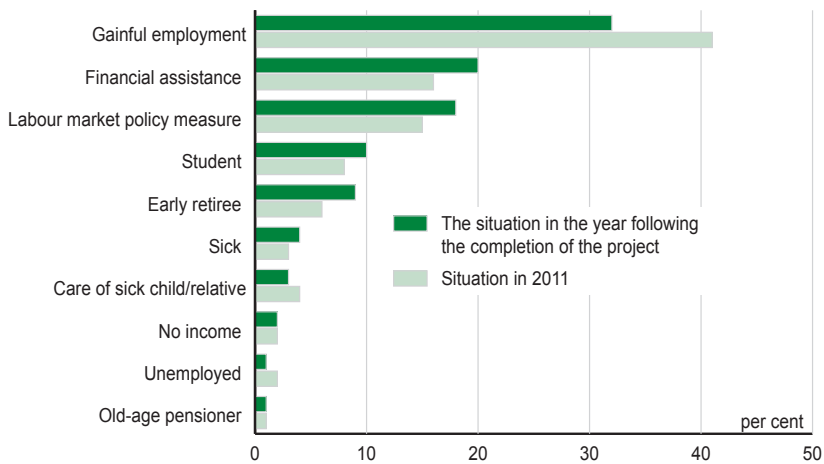
Finally, a report is provided of the situation with regard to the employment market and how participants that had completed a project in Priority 2 during the years 2008 and 2009 supported themselves. Figure 46 shows the participants' level of establishment the year after their participation in a project and their level of establishment (for the year 2011). The reason why only participants who completed a project in the years 2008 and 2009 are included is to give participants the opportunity to change their situation compared with the year after the end of a project.

Figure 46 shows that, in 2011, the proportion of Established participants had increased compared with the situation one year after the end of a project, from 27 per cent to 32 per cent. Even the percentage of Entrepreneurs or combiners had increased, which means that fewer people were out of work compared with the year after the end of the project. This shows that it takes longer than a year to become Established in the employment market after participation in a Priority 2 project.



**Figure 46.** Proportion of participants who completed a project in 2008–2009, according to the establishment level, the year after the end of the project and the establishment level in 2011, Priority 2.

The fact that more people had become Established is also seen in the proportion of participants that received their primary source of income from gainful employment. This figure had increased from 32 per cent to 41 per cent, while the proportion with the largest incomes from financial assistance and labour market policy measures decreased in 2011 compared with the situation the year after the end of a project (see Figure 47).



**Figure 47.** Proportion of participants who completed a project during 2008–2009 according to the primary source of income the year after the end of the project and year 2011, Priority 2.

## CHAPTER 4.

# EFFECTS OF PROJECTS THREE YEARS LATER

The aim of the Social Fund in Sweden is partly to raise the skills level of employed individuals and partly to guide unemployed/sick people closer to the employment market. A further aim is also to bring about a long-term change in organisations and the structure of society. When people talk about long-term effects, one difficulty is that they take place a long time after the end of the project. By that time, neither the Swedish ESF Council nor its evaluators have any relationship to the project or its possible repercussions. Therefore, a former SPeL report chose to look at five examples of projects from the previous programme period, 2000–2006, which has survived as a long-term activity<sup>30</sup>. The examples given illustrate the various effects, particularly at an organisational level.

A couple of reports from this programme period show, however, how the effects are significant at an individual level, but become drastically less significant at an organisational level, with very few effects at a structural level<sup>31</sup>. But we can add to this rather gloomy picture that a report has recently been published which highlights the perspective that it is not only the fulfilment of the expected effects that are important but that there may be *unexpected* effects<sup>32</sup>. It is questionable to what extent the effects, in addition to those planned, are included in the evaluations of the projects. Depending on the perspective you choose, you can therefore argue that the Social Fund produces very considerable effects (from an individual perspective), that it contributes to quite insignificant effects (from a structural perspective) or that it is, to a great extent, unknown as to what the effects are, as many of the effects are not visible.

It should also be said that it can be difficult to say something meaning-

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<sup>30</sup> *Project på rätt väg (Projects on the Right Track)*, by Sävenstrand and Florén (2011).

<sup>31</sup> See, for example: *Utvärdering av Europeiska Socialfonden i Sverige (Evaluation of the European Social Fund in Sweden)*, by Ramböll (2012) or *Om samverkan som strategi för hållbara effekter (Cooperation as a Strategy for Sustainable Effects)*, by Sävenstrand and Ehneström (2013).

<sup>32</sup> *Att fånga effekter av program och projekt (To Capture the Effects of Programmes and Projects)*, by Svensson, Brulin, Jansson and Sjöberg (2013).

ful about what the Social Fund contributes overall. At present, just over 2,000 projects have been granted, all of which have very different objectives. In the best cases, as described in Chapter 3, we can see what has happened at an individual level, but there are no aggregated summaries of the fulfilment of objectives for the projects. They are isolated to individual final reports and evaluations. In other words, it may be quite a considerable challenge to speak about the envisaged objectives.

An alternative, which SPeL has been working with, is to make examples visible in order to encourage learning from them. In previous editions of *The Social Fund in Figures* (2010 and 2011), we have, for example, interviewed stakeholders of four projects which operated during the period 2009–2011. The projects were chosen in accordance with two themes that were considered to be particularly relevant, namely two so-called redundancy projects (Priority 1) and two youth projects (Priority 2). In 2010, we, first and foremost, asked project managers what they could see in terms of indications that the projects would be able to produce primarily organisational or structural changes that would survive after the projects were completed. In 2011, we contacted the same projects again when the projects had recently ended or were in their final phase. We analysed the indications we saw in 2010 and how they had developed and whether new signs of future effects had materialised. What happened then?

Well, we shall now try to answer this question as a result of the renewed contact we took in spring 2013, two years after the end of the projects<sup>33</sup>. The question asked was: How do we now view the project and what are its consequences? Below, we provide an assessment of what has become of the projects and complete each description with an overview of the issues that have been in focus at each given time.

## **Implementation and two new projects**

In the NUEVO project, five municipalities collaborated, and here we present the example from Örebro. Young people in the 18–29-year-old age group who were receiving long-term maintenance support were given help in finding ways to support themselves or to study. The solutions were individual and the participants were given the time they needed.

A special aspect of NUEVO, which was to come to an end in October 2011, was that the project was upgraded until the end of February 2012 in order to have the time to complete its implementation work. At the same time, funding was granted for two new projects: NUEVO K2 and

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<sup>33</sup> We stress, however, that this is not an evaluation.

NUEVO Skills (a Priority 1 project for the staff working with the target group for the Priority 2 project), which started in January 2012. The biggest difference between the two Priority 2 projects is that the successor project targeted people aged between 30 and 64 years old.

During our talks in 2013, we discovered that NUEVO had been implemented in Örebro municipality. Viveca Tachezy is in charge of the operations where NUEVO was established. She describes a number of advantageous circumstances throughout the 2011–2012 period. First, earlier operations had stagnated and they had to be reviewed. Viveca was in charge of both the project and the operations that were in need of revival. In this way, she was in charge of the implementation without the need to establish her actions with other managers. In addition, the project and the old activities employed four people, who during the final year of the project period were able to plan how they wanted to shape the new project. All four had also been involved in the project in various ways.

A political decision, however, was required to decide on the implementation of the project, as two additional members of staff were needed to run the project. Anders Hagström, chairman of the committee concerned, is not able to recall any special discussion regarding this decision. He points out that the work involved with socio-economic calculations which the municipality had worked with over the past few years, including in project form, led to an increased awareness that initial costs may be acceptable if they could be recuperated later. Today, Örebro municipality has a social investment fund which covers any initial costs which can be regarded as long-term investments.

What are the differences between the work in the project and ordinary activities today? Viveca says that 80 per cent of the project remains. What is no longer included is the interaction with the other municipalities, because no other municipality has implemented the project, at least not to the same extent as in Örebro. Today, Örebro has a smaller budget for the purchase of services, but that is not the most important factor.

“Sometimes you become blind, as more money is not the solution to everything. It is talking to people and ensuring that members of staff are well treated and are motivated to do the work,” says Viveca.

The correct approach is something which Viveca regularly takes up with members of staff, and the method is still being developed through weekly meetings which address the things that are not working. The staff also receive support from consultants who are proactive, ask questions and who are able to provide a host of new ideas.

Collaboration with other authorities is also very different today, and Viveca believes that it is easier without the project. Project staff were co-

located with the Employment Services and the Social Welfare Services, but Viveca was not in charge of their staff and could not control all aspects of the operations. Today it is a municipal operation, where there is an agreement with the Employment Services for a specific number of places; and, primarily, that is what is needed to be followed up in the reconciliation meetings. Viveca states that it must be clear from the beginning where the areas requiring cooperation are needed and staff members must know how to deal with the various problems that may arise. Otherwise, no new ground can be broken.

But what is happening in the new projects? Anders Hagström argues that there is not the same level of political commitment in the new projects, which is at a more normal level today, as a lot of attention was given to NUEVO when it was launched. Julianne Lundström, acting local project manager, claims that sickness absenteeism meant that they had to give priority to actually learning the method. Since both the new and the old projects are based on a similar methodology, the project staff now learn from regular activities, and it should be the other way round. The project staff received training in motivational interviewing, primarily through the Priority 1 project, and the skills they learned are the ones that they are trying to maintain in their meetings with regular members of staff.

At present, Örebro has no plans for any new projects. There are, as Viveca says, advantages with a project because it is flexible, but there is never enough time to develop methods when other people are in charge of every step you take. It is also difficult to push for change when one group is preparing the application and another group is implementing the project.

### **View of the effects 2010–2013**

*In 2010, just how well grounded the project was and how senior officials and politicians were kept well informed of what was happening in the project were highlighted. A cost-benefit analysis formed a part of this communication about the project. There were also plans to organise an exchange of what had been learned between the municipalities, in order to develop working methods and integrate the lessons learned in regular operations. In 2011, it is stated that learning takes place primarily within the project and that it is difficult to reach out to regular operations. But the work of 'defining the method' is also intensive, which explains why the implementation work has taken second place and it is judged to be difficult to find the time to deal with this during ordinary project time. Politically, the project has been discussed at each bureau meeting as of late, and the presiding officers decide that the project is successful for a difficult target group, but they do not know how*

*the process ends. In 2013, we know that major parts of the project were implemented, and also that help was received as a result of a number of advantageous circumstances in the organisation. Two new projects have been started where there is less commitment and little is said of the possible outcomes.*

## **The Navigator Centre – implemented and strengthened**

The Navigator Centre project in Östersund put an emphasis on collaboration as a way of reducing unemployment among young people. At the Navigator Centre, young people receive training and guidance in order to bring in the resources needed for each individual. The project ended in October 2011.

“Probably the biggest surprise in the project was the fact that the politicians involved in the preparation of the budget for 2011 made the decision to inject funds to continue to operate the Navigator Centre,” says Head of Administration Åsa Brandelius. Håkan Printz, project manager at the time, now the manager of the Navigator Centre, adds, jokingly, that it meant that during the final year of the project they had SEK 5 million extra they did not know what to do with. The extra funds came as a surprise, since they had not been proposed by the municipality’s officials. There was, however, a political committee that had been following the project’s results and which had visited the Navigator Centre. “They believed in the work methods used,” says Åsa.

When we wrote about the Navigator Centre two years ago, we highlighted the importance of the continuity which had existed among the members of staff involved. Åsa and Håkan have both worked for the municipality for several decades and are very familiar with the operations and each other’s working methods. In connection with the project, however, Åsa was given greater responsibility, which also meant that Håkan was offered the position as the manager, which was a new role for him. It also meant that they had daily contact with each other. In this way it was possible to reinforce decisions and follow-up on their work in a natural way. Both Åsa and Håkan argue that the steering group has a similar focus today as it did in the project: it functions as a collaborative arena, to a greater extent, rather than a joint activity. Interoperability issues are discussed, but each person decides on his/her operations and the Navigator Centre forms a part of the municipality’s operations. An interoperability issue for the steering group is, for example, that the politicians have injected extra funding in order to:

- a. employ young people in the municipality.
- b. encourage more people to resume their studies and improve their grades.
- c. strengthen collaboration between the Employment Services and local companies.

How this collaboration will be conducted is a matter to be decided by the steering group.

New work areas have also been acquired by the Navigator Centre. The initial project budget amounted to approximately SEK 5.5 million annually; today it is SEK 8 million. Operations have grown, but they have also developed in many other ways. An example of this development is that the staff, even after the project, undertake methodology courses, for example 7-TJUGO (a leadership course for personal development). Håkan points out that the organisation focuses on common values now that operations are expanding. It looks at issues such as: How can our work methods be communicated to new employees? A further example of how operations have been strengthened is the fact that the Social Insurance Agency, which initially decided not to join the project, has subsequently become involved in the project and now plays an active role. According to Åsa, the reason is that they have a target group of young people who are receiving activity compensation for whom they have difficulties in finding solutions, and they regard the Navigator Centre as a possible platform for them. The Employment Services was involved in the project but, initially, they were not fully committed to the project. However today they have three people who work at the Navigator Centre and the manager of the Employment Services maintains that quality improves and they save both time and money by working together. In answer to the question: What was the turning point?, Åsa says that they persevered, and continued to ask why the Employment Services staff did not come to the meetings. And, slowly but surely, they became aware of the advantages from their own administrators/supervisors and, with time, an interest and commitment began to form.

Are there any other interesting differences between projects and regular operations? According to Åsa: "Financial flows are easier when carrying out regular operations, because the municipality is responsible for all funding. It also means that the Employment Services cannot change the game rules for the centre's operations." Håkan adds, that the idea behind the Navigator Centre was developed eight years ago, but because of the change of government, with a centralisation of labour market policy, it meant that the municipality's labour market unit was disbanded. However, the project brought life back into the idea again, and today Östersund municipality

participates in national advocacy work which aims to provide greater local influence over labour market policy.

Today, many people come to visit the Navigator Centre. It is the most unexpected effect of the project that Håkan sees. It takes up a lot of time, but it also gives a lot back. “We are influenced by other municipalities and how they work, which develops our operations,” concludes Håkan.

### **View of the effects 2010–2013**

*In 2010, it was stated that the politicians had a strong interest in finding models that made it easier for young people to become Established in the employment market. Support from the Swedish Association of Local Authorities and Regions (Sveriges Kommuner och Landsting) and the Swedish National Board for Youth Affairs (Ungdomsstyrelsen), in a national exchange of experience, was also an important aspect. In addition, a socio-economic evaluation which would show whether the project was worthwhile was carried out. The 2011 socio-economic evaluation has still not yet been finalised, but politicians surprised the municipal officials by making an early decision on its implementation. Collaborative relationships have been developed and more work is being carried out which focuses on the individual. The national work together with SKL and Ungdomsstyrelsen continues. In 2013, collaboration between the Employment Services and the Social Insurance Agency has been strengthened, and now both groups can see the potential with how the project is operated. The Navigator Centre now receives many study visits, which provide a new type of learning for both visitors and project participants/organisers. National advocacy work is now clearly focused on more local influence on labour market policy decisions.*

## **Active accessibility measures provide an unexpected effect**

The trade union IF Metall in Central Norrland was the project owner of five skills development projects which were completed during February and December 2010. The target group included employees of small to medium-sized companies that needed to develop their skills so that they would be better able to operate under conditions of global competition. The objective of one of the projects was to develop three ‘meeting places’ where education/training providers and employers could meet in order to customise and purchase training courses. At the same time as these local projects were being carried out, the federal office developed a structure to strengthen the trade union’s role as a project owner in the Social Fund.

But IF Metall also received new projects in 2011: one in Central Norrland which focused on finding models for skills development in a recession and a national project which focused on providing in-house training resources at companies.

When I speak to the Ombudsman, and the then Project Coordinator, Conny Hansson, he says that there has not been any continuation with the meeting places. The meeting place and the network were used extensively throughout the project, but since the end of the project the companies stopped contributing funds, as they were not sufficiently interested in continuing. Conny does, however, receive requests from other companies that did not participate in the project asking whether something similar will be launched in the future. There is, in other words, an interest in the outcome of the project, but it is difficult to finance without external funding. "Training providers were interested, but companies of this size often lack the personnel that are able to push and develop strategic issues," says Conny.

But the project was far from pointless. Conny gives one example of a man who received training through the project, but who was still made redundant. But he immediately received a job offer from another company because he had received the right training. "There are many such examples of individuals who have found it easier to look for work in the open labour market," says Conny.

One outcome that they were not expecting in the project was that several companies wanted to develop a shared training programme. The companies wanted to know what sort of training was being carried out at other companies so that they could make use of the relevant parts. This led to further discussion about the training courses and also provided spin-off effects, through the development of new ideas, regarding how production can be structured, and some companies still keep in touch with each other so they can share their workload when one of the companies cannot manage. "In this way, there are also examples of the organisational effects of the project," says Conny.

But the most important result of the project is perhaps that more companies have highlighted the need to allocate funds for continuous skills development. Some companies have also developed training plans, but there was insufficient data to continue with the platforms for the coordination of training programmes. Angelica Teiffel, ombudsman at IF Metall's federal office and former project director for the national project, can see the work continuing: "We worked with slightly bigger companies where most had between 100 and 400 employees. They developed more ambitious action plans compared with what was possible to be implemented in the project and several of them financed their own efforts throughout the project pe-

riod and have continued to implement and revise the plans,” she says.

The coaching of in-house trainers that was carried out focused on a teaching method which would mean that others at the company could learn from the trainers’ experiences. The coaching could deal with issues such as procurement, how to handle machinery and maintenance as well as administrative issues. Many companies are continuing with their supervisory role in the project, while others are developing it further by producing assignment descriptions which also include how to introduce new recruits and those who are relocated as well as identifying and tracking skills requirements. It is often difficult to express an opinion about and isolate the effects of the project in question, this is because a lot of things are happening at the companies, but they themselves have highlighted some of the effects that they believe are linked to the project. Less wastage and increased delivery reliability are among the effects that have been noticed.

An unexpected effect, which both Conny and Angelica want to highlight, was the interest in accessibility issues. In the beginning, they both had a wait-and-see approach with regard to the organisation of the project. In Central Norrland they showed a film from Handisam (The Swedish Agency for Disability Policy Co-ordination <http://www.handisam.se/english/Welcome-to-Handisam/>) at a breakfast meeting and noticed a strong interest. They continued by conducting a survey on reading comprehension and, when they talked to companies, they always had material with them which was used to discuss what accessibility meant. There was one company that was particularly concerned about dyslexia, and today they are working (along with their safety committee) to address the shortcomings discovered by the analysis. Angelica acknowledges that many received an ‘aha’ experience during the process support visit. “Perhaps the things that were said were quite obvious, but accessibility is not an issue that businesses think about in their everyday work,” says Angelica.

In conclusion, Angelica wants to highlight how the joint development work between the unions and employers has improved their relationship. “Our evaluation looked at how the relationship was affected,” she says, “and many will continue with a joint forum for development issues.” But she also points out that even if most things are positive with the union’s new role, it is not entirely unproblematic when the union has to play the role of the ‘enemy’ when negotiating at one meeting and then discussing common interests for the company’s future at another meeting.

### **View of effects 2010–2013**

*In 2010, the focus was on thoughts of new projects and a national structure to determine how to use the Social Fund more strategically. In 2011, these new projects were up and running. The local project was built on local platforms where training providers and companies could meet. National project structures were given priority, which meant that work content in the workplace could be broadened and supervisors could continue to train people within their specific area of expertise. The relationship between the unions and employers, which was affected through collaboration during development issues, was also evaluated. In spring 2013, it transpired that small companies do not have the resources required to make use of the platforms, which meant that the platforms became obsolete. But now we can see several other positives that are occurring between the companies: dividing up assignments between one another, providing one another with ideas which help to develop production routines and working actively to combat reading difficulties, a common problem among many staff members. The supervisor training course was a success that is to be developed further, which will also help to influence the companies' operations in the future.*

## **Companies thriving and becoming stronger**

The Western Värmland project was a so-called redundancy project run by Arvika Business Centre on behalf of five municipalities. The project coordinated training needs for employees in companies that were facing redundancy as a result of the recession that followed in the wake of the financial crisis. The aim was to keep its staff through skills development and to 'get through the crisis', thereby becoming stronger when the economy turned round. The project ended in June 2010.

In our previous follow-up of the project, it was noted that there was no continuation of the networks that existed throughout the course of the project. Just as in the IF Metall projects, it can be stated that companies have too few white-collar workers in order to be able to systematically develop the skills required by their staff. "On the other hand, Arvika Business Centre has received a new assignment for the coordination of skills development," says Project Manager Sten Fransson. They are training courses for municipal staff and the courses are also available to business firms, but it is, perhaps, primarily IT and administrative issues that may be relevant for companies.

What were the results for the companies that participated? Today, Sten works with vocational training courses and EU matters and does not meet

the companies that participated so often. But he notes that all of the 14 companies that participated in the project remain, and they still have, more or less, the same workforce today as they had three years ago. The companies have also said they expect a higher level of productivity as a result of the project. Sten explains that it is, of course, difficult to say what the pros and cons of the project are, but he provides an example of one company that was faced with being bought up or closed down: as a result of the project, it was bought up as it was deemed to be of substance.

When interviewed in 2011, Sten claimed that the Arvika Business Centre was able to build a commercial operation around the shared training programme they had worked with during the project. He now explains that he still believes in the idea, but that he is now working on another assignment, and they have not discussed the employment of another staff members in order to start an operation of this kind. In addition, Sten says that start-up capital is needed to initiate such operations, and the challenge, in the long term, is to ensure that companies bear some of the costs.

#### ***View of the effects 2010–2013***

*Throughout 2010, it was predicted that the networks would live on and that further training would form a natural part of the companies' day-to-day activities. In 2011, this did not occur, but now the employees are capable of undertaking different work assignments and the companies are less vulnerable. Not much has happened so far to date; however, the companies are still operating and are still viable and Arvika Business Centre has been given a new injection of confidence in order for it to undertake another round of training efforts.*

## **Reflections on the development during and after the projects**

So what can we learn from these examples? First, in 2010, it seemed that all four projects would be 'good examples', but this did not necessarily mean that they would be changing any structures. When people talk about long-term effects, it is important to make the distinction between effects at an individual level, an organisational level and a structural level. All projects show good results at an individual level, as is usually the case; however, it is much more difficult to achieve organisational-level effects, but there are, nevertheless, examples in all four projects, even if there are varying degrees of success. None of the projects seem to have achieved any structural effects. The Navigator Centre has been working actively for a national level change for several years, but it does not seem to have borne

fruit as yet. It is possible that IF Metall's build-up of a national structure may be regarded as a structural effect, even if it can, primarily, be seen as a way to acquire project funds more easily.

The two youth projects have both been implemented, which is an achievement in itself, which is not that common. But the most striking thing to be revealed during the interviews is perhaps how difficult it is to describe an implementation process. It seldom (or never) takes place according to the 'book', and those I talked to have nothing further to add regarding how it was done and why. In both our examples, it is clear that there has been a strong political interest in solving the problem of youth unemployment. It is also said that politicians have been keeping a watchful eye on the projects and their results, but it is hard to 'quantify'. To what extent have they been involved? Did they scrutinise the results and evaluate them? Or are the decisions to inject more funding more of a response to the need to do something and that they do not have any alternatives other than the projects that are on hand now? Neither in Östersund or Örebro, for example, does it appear that socio-economic calculations have been the basis for the decisions.

It is often the case that the political decisions that are in demand are more concerned with funds being made available in order, for example, to be able to work more closely and qualitatively with the individual. But both youth projects also emphasise how important the staff are and their attitudes. It is extremely important that they are able to respond to young people correctly and that they are interested in their work. At the same time, the projects boil down to the staff learning existing methods. In Östersund, they see new challenges as business operations grow, and that is how new members of staff, who have not had any project experience, will be able to acquire the same common values. One way may be to continue to organise in-house training courses at the workplace. For example, in Örebro, the manager (Viveca Tachezy) talks regularly of attitude, the staff have weekly meetings about what works and what does not and external help is brought in to challenge any fixed mindsets.

Another reflection on the same theme is how many projects which are generally struggling to 'conclude the work on their method' and that the project manager sees an implementation decision as the ultimate goal. Many spend time on the production of manuals. For how long are they relevant? Our examples clearly show how methods have continued to evolve; they cannot survive as static methods. In Örebro, for example, in connection with the implementation of NUEVO, they were about to wind down an operation which had just come to a natural end. To document routines in terms of processes, important attitudes and principles may be important

for the future, but the details should perhaps be regarded as more variable? Finding how the work method can be developed further may be more important than ‘completing’ the method.

Collaboration is also an issue, which is partly given a new understanding as a result of our example. Both in Östersund and in Örebro they believe that it is easier to collaborate outside the project. This would contradict the results of other studies that claim that many projects based on collaboration only work in a project context, but not afterwards<sup>34</sup>. But the NUEVO example also shows that the project has not really broken new ground. The municipality has created a new municipal operation where they conclude a specific agreement with, for example, the Employment Services, regarding how many people they should refer to the activity. In Östersund, it is easier when the municipality owns the activity because the rapid changes that take place in the Employment Services cannot change the conditions upon which the activities are based. But does this not mean that the municipalities, in practice, are taking over the responsibility, which is formally that of the Employment Services, without receiving any remuneration for it? It is possible that the municipalities’ reasoning is such that if we do not act we will, nevertheless, have to bear the cost in the form of maintenance support? This is most likely the reason behind Östersund’s commitment to a greater local influence over labour market policy.

It is also exciting to note how both the Employment Services and the Social Insurance Agency were able to participate in the Navigator Centre project, but, on the other hand, there was a low turnout or no participants at all in the project. But they did ask to be involved when activities had been established more permanently. Is there a greater interest for collaboration when it is ‘for real’? Is this an indication that previous experiences have shown that projects have not had any real effects, so the expectation is the same for any projects that follow? Or can it be interpreted simply as less resources are now required when the municipality is in charge of the activities? Nevertheless, this form of collaboration works very well, but it has not changed any structures and the question remains how we should look upon this solution in a formal analysis of the authorities’ areas of responsibilities.

Let us also say something about the company projects. There are several similar projects across the country where an intermediary coordinates skills development at companies. Often it is small businesses that are the target group. The projects are usually very much appreciated by the small

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<sup>34</sup> *Interaction as a Strategy for Sustainable Effects (Om samverkan som strategi för hållbara effekter – 2013)*, by Sävénstrand and Ehneström

businesses, but it is difficult to find a mode of operation that can survive without any external funding.

Nevertheless, the projects provide interesting results, which really are based on simple efforts. IF Metall's example shows that creativity sparks development when companies work together. Companies that do not normally meet are able to see that they have common problems and interests. They learn from each other and can develop their production which will hopefully lead to new business. Interestingly, this learning seems to occur spontaneously. Learning is not organised, staff from all companies involved just meet and undergo training together. We often try, in various business development initiatives, to create these types of meeting places, but we also need something to discuss; and this is where the project comes in handy.

There are difficult considerations regarding which companies the Social Fund should focus on. Chapter 2 shows that large companies are over-represented in Priority 1 in relation to how many there are in the country. IF Metall's national projects worked mainly with medium-sized companies where the effects were significant, which companies are working to develop further. Projects in Central Norrland and Western Värmland worked with somewhat smaller companies and the repercussions were not as pronounced; this is due to the fact that companies lack sufficient resources to develop strategic issues. Should the Social Fund support larger companies where the organisational effects can have a greater impact, but where companies might manage themselves without external funding? Or should the Social Fund focus on smaller companies where skills development is completely unprioritised and accept the fact that organisational effects, in the long term, will have less of an impact?

IF Metall's projects also show that development does not have to be 'advanced', even if the company has a high degree of specialisation. There may still be people who have excellent practical skills regarding how to operate their machinery, for example, but who may have difficulties in reading and writing. Internal communication is often written and it is assumed that everybody has read what has been sent out, but this cannot be taken for granted. An interest in these types of accessibility issues appealed to the 30 companies which the project in Central Norrland worked with, and one company has worked actively with improvement measures. In previous editions of *The Social Fund in Figures*, we have been able to show how the so-called 'essential requirements', which relate to equality and accessibility in the Social Fund, have produced a significant and a positive development momentum. But this occurs primarily when these issues have been clearly attached to an existing need or work in progress.

The project management's own position regarding IF Metall's project was initially hesitant, but they later understood that it was a pressing issue for the companies concerned and it is primarily a question of being able to listen to how the questions are relevant to their development needs and, in the next stage, how they provide the requisite support.

## **The concept: the String of Pearls' projects**

Finally, we would like to make use of this section to discuss the consequences of several projects operated by the same project owner. We do this with reference to the previous SPeL report – The String of Pearls' Projects. One of the overall objectives of the Social Fund is that new work methods will be implemented. The new work methods should preferably be achieved within the project period, but if there is insufficient time it should be possible to extend the project period, which is referred to as an upgrade. At present, there are also calls for implementation projects in Priority 2. But another common alternative is that the project owner is granted a new, similar, project that is directly connected to the previous one. Would this be a positive thing with regard to the feasibility of the implementation of the new project? There may certainly be grounds for 'good project owners' to be given the chance once again, but if this is the case, they need to come up with something new. There is a considerable risk that a project that follows on from the previous one reduces the owners' commitment to managing the results and that external funding becomes standardised instead of being a temporary injection for innovative solutions.

In view of the above problems and the fact that the concept of a string of pearls' project is used in many different ways, the concept needs to be clarified. To begin with, the metaphor does not quite match up with the message we are trying to convey. The idea of a string of pearls is easily understood by most people as a number of similar pearls lying very close to each other. The interpretation is then easy to understand as something that is positive; new project funding is received when the previous project is completed. This is not our vision, which is why we would like to explain it further below<sup>35</sup>.

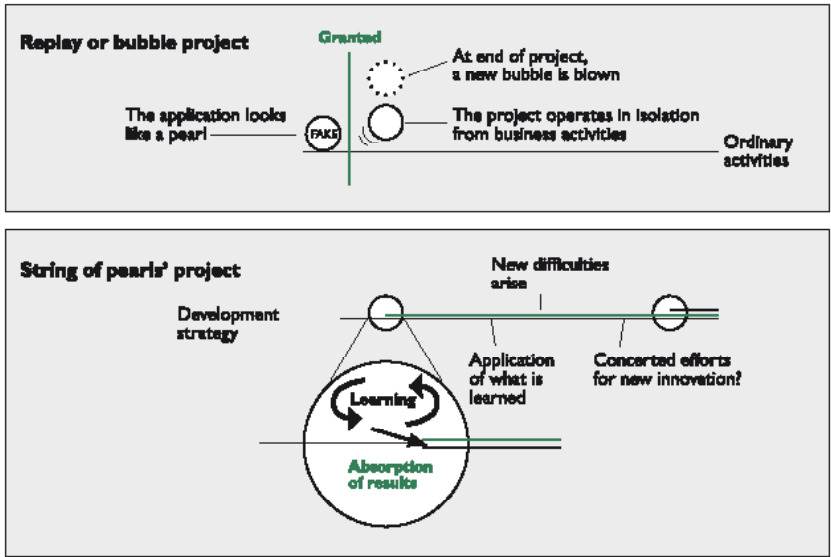
Despite the above-mentioned shortcomings with the metaphor, we would like to develop the thoughts behind it. We believe that positive string of pearls' projects have a little more time between the project activi-

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<sup>35</sup> We can also add that Temagruppen unga i arbetslivet (the Theme Group *Young People in Working Life*) in the report, *Temporära organisationer för permanenta problem* (*Temporary Organisations for Permanent Problems*) (2012:1) describes the same problem but uses the concept of the string of pearls' strategy for projects that follow each other with the results of a previous project not being made use of.

ties. The time in-between the projects is just as important as the project itself. Are we making use of the lessons learned, and are they being used in new activities? If that is the case, it is a sign that we can use projects as a tool in a long-term development strategy and that we can manage the trust, which the project funding implies, in an adequate manner. The project's link to the long-term development strategy is what distinguishes string of pearls' projects – there is something for the learning experience in the project to latch onto and there are people who will ensure that this occurs through active ownership.

But a follow-on project may also lead to the development of new problems. In this way, the next (possible) project can build on new experiences from ordinary activities during the intermediate period, which can bring about new innovation needs. The next project will therefore be considerably different from the previous one (Figure 48).



**Figure 48.** Illustration of our view of the difference between the 'Replay/Bubble project' and 'String of pearls' project'. The Replay/Bubble projects are similar, follow on from each other and work towards the fulfilment of short-term goals, which are often separated from ordinary activities. String of pearls' projects are, on the other hand, unique, separated in time and linked to a long-term development strategy. When the project forms part of a development strategy, learning is linked to ordinary activities, results are absorbed, knowledge grows and operations can be improved.

But many projects are more like glass beads – poor imitations that are portrayed as real pearls because the people who prepare the project applications are experts at applying for projects. Soon after the project has been

granted, it appears that they are not firmly established but float freely like soap bubbles, disconnected from the world around them. Learning does not reach outside the bubble, but the bubble looks good and is applauded by an enthusiastic crowd from a distance. When the project ends and the bubble bursts, people want to see a new one. With this metaphor, we want to highlight that if at the end of a project period you are frantically working to acquire new project funds, which means that you have no time between projects, it will lead to negative consequences. There are no incentives to work with the implementation of the project results – they can be dealt with in the next project. In our opinion, projects that immediately follow one another counteract any long-term effects.



## CHAPTER 5.

# REFLECTIONS ON THIS YEAR'S FOLLOW-UP WORK

In conclusion, we will highlight and reflect on some interesting findings and observations from the chapters in this report. We will start, however, by reviewing the development of the possibilities of collecting and presenting statistics on participants and projects in the Social Fund.

### **Follow-up of the Social Fund – past, present and in the future**

Compared with the previous programme period, the possibility of producing the type of knowledge base contained in this publication is a major step forward. Previously, there was no structured follow-up of the actual number of participants, with the exception of the former action areas 2 and 3, where the participants represented just over 10 per cent of the total number of participants.

The development of opportunities to follow up on the participants and the programme is a result of the follow-up system that had been built up which makes it possible to report on the participants both before and after the projects. The follow-up system also makes it possible to conduct evaluations and scientific studies of the results, e.g. by matching participant statistics with other national databases. This has been utilised by the Theme Group Integration into Working Life, within the framework of the impact study, and it is also used for the ongoing programme evaluation. Such studies could also be made of the long-term effects if the government or if future research needed it. In the previous programming period the reports on the results were based largely on information about the planned number of participants. There were, therefore, no prerequisites to conduct continuous monitoring or long-term follow-ups.

The collaboration that developed with SCB with regard to indicators has meant that it is now much easier to report the results than before. It has also meant a higher degree of certainty with regard to the processing of personal data, with the statistics presented being of an excellent quality. In addition, we have unique material that provides us with research opportunities to evaluate the projects in the future. The possibilities of producing

detailed information about the participants and the projects also gives us fantastic opportunities to guide and develop the programme. An example of the follow-up system's usefulness is that, during the present programme period, we have had the opportunity to continuously assess how well the programme reaches out to its intended target groups. Information from the follow-up has served as a basis for the review of the objectives that have been carried out. The follow-up also showed that, initially, there were few participants in projects in Priority 1 which aimed to promote equal treatment and reduce long-term sickness absenteeism, which meant that there was an opportunity to prioritise these areas in future calls. These types of important analyses, for the implementation of the programme, were not possible during the previous programme period.

If we instead look ahead to the next programme period, our ambition is to continue to develop the follow-up analyses. In the ongoing development work, the simplification of the production of reports for project owners will be prioritised along with the development of an open and interactive system which will enable us to report on the participants. Among other things, we have had exchanges with the French implementation organisation that has developed a system for web-based reports, making it possible for the programme's stakeholders to gain a greater level of accessibility. We can see a similar trend beginning to form even in Sweden.

### **Observations regarding projects and project owners**

It is interesting to highlight the number of projects, not least when compared with the previous programme period. In the previous programme period there were close to 50,000 projects and in the current period there were just over 2,000 projects. The fact that the number of projects in essentially the same economic framework is significantly reduced has also meant that the average project size has increased significantly. One of the reasons for a reduction in the number of projects was that the idea of having larger projects meant that it would be easier to create organisational and structural influences. However, the programme evaluation shows that large projects do not necessarily produce these results, but that other factors are just as important, not least ownership.

With regard to project ownership, it can be stated that the public sector is the dominating stakeholder, particularly the municipalities. In Priority 2, for example, 37 per cent of the authorised implementation projects and 35 per cent of the authorised funding has gone to the municipalities. There are no stated objectives with regard to the project owner as defined in the programme. An interesting interpretation linked to the municipalities' significant participation in Priority 2 is that the fund promoted a municipal

labour market policy aimed at attracting people who were in the greatest need of acquiring relevant employment qualifications.

In Chapter 1, we can also see that the participants' objectives are achieved by a wide margin. Not achieving quantified objectives is usually regarded as evidence of failure. We are therefore critical of why exceeding the target is always synonymous with success. An explanation of why the targets were exceeded is partly due to the fact that participant remuneration was used to co-finance the projects, which meant that many projects needed to attract more participants than planned in order to meet co-financing needs. This might have meant that the projects had too many participants, with the risk of there being a reduction in the quality and inferior project results.

### **Observations relating to participants and participant objectives**

An important area for the Social Fund is, as we mentioned above, that we reach out to the right participants. For Priority 1, we see that participants generally come from the more established part of the nation's employed. On average, they are more highly educated, have higher incomes and the majority come from Europe. For Priority 2, the picture is reversed. The participants, when compared with the unemployed nationwide, have a lower level of education, many receive income support and the majority come from countries outside of Europe.

The distribution pattern for Priority 2 is in accordance with the programme's intentions. For Priority 1, which has a broad target group, it is difficult to evaluate the distribution pattern based on the programme. This is because an analysis of this type needs to be based on each regional plan and related calls. The wording of the regional plans are all different, but, where individual skills are highlighted, it is essentially to give priority to people whose educational level was low and to validate non-formal skills. Seen from that perspective, the distribution pattern for Priority 1 does not agree with the intentions as formulated in the programme. A relevant question that needs to be developed further is how to control projects and programmes, with the support of indicators, in a way which makes the projects reach out to the intended participants.

The number of graduates in Priority 1 is, at first glance, large in comparison with the rest of the country. If you analyse the statistics more carefully, you will find that it is the highly educated, primarily women, who work in the public sector. The typical male participant in Priority 1 does not have a post upper secondary education and comes primarily from the private sector. During the 2008 manufacturing industry crisis, particularly in the automotive industry, a large number of projects were initiated with a view

to mitigating the effects of the crisis in the sectors mentioned. The projects that started as a result of the crisis were dominated, to a great extent, by men. If these projects had not been started, the women in the public sector would have dominated Priority 1 even more.

A new aspect of the participant feedback report is that in this edition of The Social Fund in Figures, we have tried to improve the quality of our follow-up work with regard to the participants' establishment in the employment market before and after the project by making use of RAKS. The results at participatory level indicate that 20 per cent of the participants in Priority 2 find work, which is on par with the Employment Services' efforts<sup>36</sup>. The way in which the participants support themselves, with a high percentage of income support, shows that there are people who lack relevant employment qualifications. This is in line with each Programme Priority's objectives. The fact that municipal income support provides the predominant source of income also explains why the municipalities make up such a large proportion of project owners.

### **Observations from project revisits**

It is important to be able to say something about what happens when the project ends, because the idea of having a project is to influence systems and structures, and this often takes a long time. The programme's design does not promote long-term performance monitoring, because project financing often ends when the implementation phase of the project comes to an end. Under the current programme, it is, above all, 'Theme groups' and 'Process support' that have had this possibility, and then it is primarily about relatively short-term results and effects.

The follow-up of a few projects that we have made in this report shows that there have been a number of positive effects once project activities were discontinued. Both NUEVO in Örebro and the Navigator Centre in Östersund, managed by the municipalities concerned, have been implemented and still exist within the framework of regular municipal operations. What is worth noting is that operations function well according to those in charge. They even argue that operations function better now that they are able to avoid compulsory collaboration. This raises the question of whether collaboration is always necessary in order to achieve results. The Theme Group Young People in Working Life showed, in a report, that the interaction is sometimes unreasonable in terms of implementing the

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<sup>36</sup> See, for example: The theme group for inclusion in working life report *På jakt efter framgångsrik arbetslivsintegrering (Looking for Successful Working Life Orientation)* [http://www.iffs.se/wp-content/uploads/2013/03/pajaktefterframgangsrik\\_webb.pdf](http://www.iffs.se/wp-content/uploads/2013/03/pajaktefterframgangsrik_webb.pdf)

results. Collaboration risks becoming an objective in itself instead of being a medium.

Success factors for the implementation of the results after the funding comes to an end seem to be very diverse, implementation being made possible because of factors that could be influenced by the project along with favourable circumstances. Clear requirements, good results and a steering committee that is fully aware of all aspects of the project are well-known prerequisites for a successful implementation to ordinary activities. An obstacle to implementation in the public sector is the divide that exists between a project and ordinary activities. To some extent, the divide is necessary because of administrative and financial regulations as well as the Social Fund's operations as an experimental workshop. At the same time, studies show that the project's position in relation to ordinary activities must be well thought through in order to achieve implementation in the long term<sup>37</sup>. A criterion for successful projects, with regard to implementation and the dissemination of results, is that they are located close to the relevant authorities and the participating organisations' day-to-day activities. Both of the above-mentioned projects seem to have fulfilled these criteria. It is interesting to note that in the case of Örebro the project has worked with socio-economic calculations and this meant that the municipal governors could more easily accept the initial cost because these could be retrieved over the long term. Today, Örebro municipality has a social investment fund to cover such initial costs, which can be regarded as long-term investments.

In addition to the above-mentioned factors, the project examples indicate that there also seems to have been a lot of fortuitous events and good timing which determined the outcome of the implementation. In the case of NUEVO, the determining factor seems to have been poorly functioning activities which could be replaced with a well-considered ESF project. In the case of the Navigator Centre, the politicians surprised the project management by allocating funds for the project's continued operation before the project had been completed.

In the projects we visited in Priority 1, it has been more difficult to create a long-term nature with regard to project investments. Nevertheless, there are interesting and long-term effects that are traceable, such as making people aware of the need for skills development. Another interesting observation is that the Social Fund's requirements regarding accessibility

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<sup>37</sup> See the report from the Theme Group *Young People in Working Life*, Temporary Organisations for Permanent Problems. 2012:1. See also: 'Managing Sustainable Development Programmes – A Learning Approach to Change' by Brulin and Svensson, Gower 2012.”.

have meant that companies have opened their eyes to this and have also taken action.

Some reflections based on these projects are that the current programme design makes it difficult to capture the long-term effects because the projects come to an end and operations are wound down when the project period has expired. A systematic long-term follow-up would perhaps indicate that more of the project results are implemented.

# APPENDIX 1.

## FACTS ABOUT THE STATISTICS

The details which form the basis of the report in Chapters 2 and 3 are based partly on documentation from the Swedish ESF Council and partly on information which was already available in various registers at SCB.

The ESF Council administrates and decides on the support given to the different projects. When a decision arrives that funding has been authorised for an implementation project, each project owner must register and report set details regarding the project and its participants. The registered information is used to produce quarterly and annual indicators which are reported, among others, to the government and the European Commission. This information is also used to create the population that this report is based on.

### **Included in the statistics**

The population consists of all of the individuals who participate, or have participated, in the Social Fund's implementation projects within Priority 1 and Priority 2 from the start of the project in 2008 until 31 March 2013. It is important to note that an individual can be included several times if he or she has participated in many projects.

### **Definitions and explanations**

There are a number of people in the population for whom gender information is missing. In total, there are:

- 812 people in Priority 1
- 4,281 people in Priority 2

The reason why information is missing in certain cases is because the civic registration number given could not be found in SCB's population register (RTB). Possible explanations could be that the participant has written down their civic registration number incorrectly; the participant is not officially registered in Sweden; or that there are people, for one reason or another, whose identities are protected.

## Definitions

*Dominance:* Female, male, age and youth dominance arise when at least 75 per cent of the participants fulfil a certain criterion.

*Income from gainful employment and work-related remunerations:* These consist of total gross salary, income from a business activity, sickness benefit, pregnancy benefit, disease carrier's allowance, sickness benefit guarantee, taxable industrial injuries benefit, parental benefit when a child is born or adopted, temporary parental benefit for the care of a child, benefit to look after a relative or rehabilitation compensation.

*Region:* Complies with the division in accordance with NUTS 2 (National areas).

*Educational level:* Specifies the level of each individual's highest level of formal education, in this case the highest educational level at the start of the project or the latest available information. The information related to educational level is reported in accordance with the educational classification SUN 2000. Comparisons with the nation as a whole are carried out for Priority 1 using data from Register-based labour market statistics, RAMS, for 2011, for people gainfully employed in the 25–64-year-old age group. This is to acquire a comparative group which is similar to that of Priority 1.

For Priority 2, comparisons have been made with the nation as a whole using data from the 2012 register of the educational level of the population. The comparison group consists of people in the 16–74-year-old age group. For Priority 2, comparisons are also made with people who are not gainfully employed in accordance with the Register-based labour market statistics, RAMS; for this, data relating to 2011 is used.

*Foreign background:* This includes people who are either born abroad or born in Sweden with two foreign-born parents.

*Age:* The participants have been classified according to their age at the beginning of the project.

*Establishment:* To provide an indication of an individual's establishment in accordance with RAKS, data on gender, age and education is used to create groups which are used in the classification of the degree of establishment. For an individual to be Established, his/her yearly income must exceed 60 per cent of the median income for the subgroup within each group with the lowest level of education.

*Primary source of income:* An individual is classified under a primary source of income during the year based on revenue from, among other things, gainful employment, studies, unemployment, sickness or activity compensation. The source of income which accounts for the highest proportion of the total amount represents an individual's primary source of income.

## Sources

- Besides the ESF Council's own data about the participants, the registers below at SCB have been used:
- The educational level of the population – information related to the highest educational level.
- The Longitudinal Integration Database for Health Insurance and Labour Market Studies (LISA).
- RTB – civic registration number, gender, foreign/Swedish background, country of birth and municipality the individual is registered in.
- RAMS (Register-based labour market statistics – Registerbaserad arbetsmarknadsstatistik) – income statements, information regarding where a person works, industry classification and sector code.
- Trade Register – profession according to SSYK1.
- RAKS (Registry-based activity statistics) – establishment to the labour market and the primary source of income.

Besides SCB's own registers, data has also been collected from:

- The Employment Service – data collected from the table 'Unemployed and in programmes, share of population'.
- Transfer statistics (assignment from the Finance department) – data regarding the participants' activity before and after the project started.



## APPENDIX 2. QUANTIFIED TARGETS AND INDICATORS FOR THE SOCIAL FUND'S PROGRAMME

The Social Fund's programme indicators are reported to the government three times a year. You will find the latest report at: [www.esf.se/deltagare](http://www.esf.se/deltagare).

### **Quantified objectives – Priority 1**

1. *a.* At least 205,000 employed individuals will receive skills development, excluding those individuals included in the quantified objectives 2 and 3 below.  
*b.* At least 75 per cent of projects with support in the feasibility study phase will continue to the implementation phase.
2. The number of individuals who have participated in projects in order to increase the understanding of how discrimination can be counteracted and equal treatment can be promoted will amount to at least 20,000.
3. The number of individuals who participated in a project to prevent long-term absenteeism will amount to at least 15,000.

The quantified targets reported below are based on the government's proposal which was noted by the European Commission.

### **Indicators – Priority 1**

#### *Results and effect indicators*

All indicators will, where possible, be divided according to gender.

1. The number of participants who feel that the efforts made to develop skills has resulted in:
  - a.* them being given the opportunity to undertake more complicated work assignments or to broaden their work area.
  - b.* them having received more complicated or more diversified work assignments.

2. The number of participating companies that have had positive experiences regarding the efforts made to develop skills in the workplace. These companies have seen that the efforts have resulted:
  - a. in its staff developing a more in-depth knowledge of the actual work area.
  - b. in an expansion of operations, which will lead to/has led to the need for new or changed 'at work' assignments being carried out.
3. The number of participating workplaces that experience, following the end of the project, that they are better equipped to prevent long-term absenteeism.
4. The number of participating workplaces that experience, following the end of the project, that they have received increased knowledge regarding how discrimination is combated and how well equal treatment is promoted

#### *Financial and physical indicators*

All indicators will, where possible, be divided according to gender.

1. Number of workplaces that have begun to participate in projects in the programme, per year and total, according to number of employees, industry and labour market sector.
2. The number of individuals who have begun to participate in a project in the programme, per year and total, according to the 15–24-year-old age groups, 55–64-year-old age groups and others.
3. The number of self-employed people who have begun to participate in a project in the programme, per year and total.
4. Average amount of support paid out per participating workplace, distributed by ESF support and national co-financing.
5. Average amount of ESF support paid out and national co-financing per participant, divided between the feasibility study stage and implementation.
6. Number of participant hours per project.
7. Number of participants in projects which address the different grounds of discrimination.
8. Number of projects agreed from the feasibility study phase to the implementation phase, with support from the Social Fund.

9. Number of participants in the project dedicated to the prevention of long-term sickness absenteeism.

### **Quantified objectives – Priority 2**

1. At least 75,000 participants – a minimum of 15,000 foreign born, 15,000 young people and 10,000 who are on long-term sick.
2. The proportion of participants who, after they have completed their projects, have received a job offer or feel that their ability to get a job has increased will amount to at least 70 per cent.
3. The proportion of participants who have found work 90 days after the end of a project will be at least 10 percentage points higher than the weighted average score for Special employment support (Särskilt anställningsstöd) and Preparatory training (Förberedande utbildning) or another regular measure for the corresponding target group, divided, respectively, according to each year and for the whole programme period.

### **Indicators – Priority 2**

#### *Results and effect indicators*

All indicators will, where possible, be divided according to gender.

1. Number of participants who are working 90 days after the end of a project. Participants in the 15–24-year-old age group, foreign-born participants and the long-term sick are reported separately.
2. Number of participants who are undergoing a regular education 90 days after the end of a project. Participants in the 15–24-year-old age group, the foreign-born participants and the long-term sick are reported separately.
3. Number of participants who, after 90 days of completing a project, have moved on to another labour market policy activity. Participants in the 15–24-year-old age group and the foreign born are reported separately
4. Number of participants who feel that the possibilities of finding employment following the end of a project has increased. Participants in the 15–24-year-old age group, the foreign born and the long-term sick are reported separately.

### *Financial and physical indicators*

All indicators will, where possible, be divided according to gender.

1. Number of participants who began participation in a project, broken down by the different target groups.
2. Number of individuals who began participation, per year and in total, divided into the 15–24-year-old age groups, 55–64-year-old age groups and others.
3. Amount of support paid out and verified co-financing per project.
4. Number of foreign-born participants.
5. Number of participants with disabilities that lead to a reduced capacity to work.
6. Number of participant hours per project.

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## The Social Fund in Figures 2013

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The Social Fund is an extensive investment in skills development for employees and support for those who are distanced from the labour market. The total amount in question is 12 billion SEK over seven years. Many people are keen to know what all these projects have led to.

This report, which is based on statistics and practical examples, tries to answer the following questions:

- How many projects are there and how many individuals have taken part?
- Have the right groups been reached?
- What are the identifiable results?
- Can long-term effects of the projects be identified?

In the concluding section a number of difficulties and problems are addressed. Some ideas are suggested as to how the venture might be improved.