

Contribution to the Focus chapter of the Fundamental Rights Report 2022: Social rights and equality in light of the recovery from the COVID- 19 pandemic.

Sweden

January 2022

**Contractor: Raoul Wallenberg Institute of Human Rights
and Humanitarian Law**

Authors: Frida Wall and Anna Bruce

DISCLAIMER: This document was commissioned under contract as background material for comparative analysis by the European Union Agency for Fundamental Rights (FRA) for the project '*Social rights and equality in light of the recovery from the COVID-19 pandemic*'. The information and views contained in the document do not necessarily reflect the views or the official position of the FRA. The document is made publicly available for transparency and information purposes only and does not constitute legal advice or legal opinion.

Contents

1	Measures implemented to foster social rights and equal treatment in the recovery from the pandemic	3
2	Tools or mechanisms to monitor the effectiveness of national schemes to foster social rights and equal treatment in the recovery from the pandemic.....	19

1 Measures implemented to foster social rights and equal treatment in the recovery from the pandemic

1.a

Name of the measure in English	Investment: More spaces in regional vocational adult education (<i>yrkesvux</i>)
Name of the measure in the national language(s)	Investering: Fler platser i regional yrkesinriktad vuxenutbildning (<i>yrkesvux</i>)
Reference document for the measure <i>Include an url, where available</i>	Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Sweden's recovery and resilience plan (Sveriges återhämtningsplan) , 28 May 2021 (revised 23 September 2021) Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Technical Annex to Sweden's recovery and resilience plan (Teknisk bilaga till den Svenska återhämtningsplanen) , 17 June 2021
Social rights covered by the measure <i>Delete as appropriate</i> <i>Multiple answers possible, but preference should be given to measures that apply to one discrete right</i>	<ul style="list-style-type: none"> - Right to education (Article 14) - Equality between women and men (Article 23)
Population group(s) covered by the measure <i>Delete as appropriate</i>	Regional "yrkesvux" is vocational education for adults at upper secondary level (<i>gymnasial nivå</i>). The measure is specifically designed to admit persons who have not completed an upper secondary education (<i>gymnasieutbildning</i>). The measure targets specific groups in vulnerable situations among persons without an upper secondary education. ¹

¹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

<p>Multiple answers possible, but preference should be given to measures that apply to discrete population groups</p>	<p>Unemployed persons (without an upper secondary education) Young adults (without an upper secondary education) Foreign born persons (without an upper secondary education) Foreign born women (without an upper secondary education)</p>
<p>Summary description of how the measure applies to the population group(s)</p>	<p>“Yrkesvux” is open to all adults who meet the eligibility criteria for the education. The starting point for the selection of an individual student shall be the student's needs and eligibility.² Certain groups are given priority in the selection for the education. At admission, priority is given to those with a short previous education. By short previous education means adults who have not completed education at upper secondary level. On 1 July 2021, the selection criteria were modified in order for adults who are most in need of education to be given priority. Focus is still on persons with a short previous education, but also, for example, adults who have lost their employment and who need the education to strengthen their position in the labour market. Still, the rules for eligibility are primarily designed to admit persons who have never entered the labour market to the education.³</p> <p>A large proportion of persons admitted to “yrkesvux” are newly arrived persons and young persons. More women than men are studying in vocational adult education. Healthcare is the largest area of education, followed by children and leisure. In both professions, there are more women than men and a majority of the women are foreign-born.⁴ To summarise, the measure particularly supports the right to education for those without an upper secondary education. Among those, the right to education of unemployed persons, young adults and foreign born persons (in particular women) is supported.</p>

² Sweden, [Education Act \(Skollag \[2010: 800\]\)](#), 26 June 2010, chapter 20, section 2. The Discrimination Act (*Diskrimineringslagen [2008: 567]*) also applies to education within municipal adult education. This means i.e. that the education provider must take reasonable measures to adapt its premises if a student needs it, see Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden’s recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

³ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden’s recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

⁴ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden’s recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

<p>Summary description of how the measure will impact (positively or negatively) social rights and equal treatment in the recovery</p>	<p>The measure will impact the right to education by increasing access to education and thereby enhancing access to the labour market for individuals who have not completed education at upper secondary level.</p> <p>Population groups that are far from the labour market need to be matched with education that leads directly to employment. A completed upper secondary education is one of the main success factors for entry to and establishment in the labour market. Even before the outbreak of COVID-19, unemployment was significantly higher among persons without upper secondary education. For this population group, the situation became even more difficult during the crisis.⁵</p> <p>A large proportion of those lacking education at upper secondary level consists of foreign-born persons and young persons. The measure is expected to contribute to enhanced labour market opportunities for these population group.⁶ In order to further enable education in these population groups, the financial compensation level to municipalities for combining the education with Swedish for immigrants (<i>Svenska för invandrare</i>) is raised. According to the government, such measure will improve the financial incentives for the municipalities to arrange combination educations.⁷</p> <p>One group that has particularly benefited from "yrkesvux" is foreign-born women, who are trained for professions in health care. This is the largest educational area in professional adult education, and for many newly arrived persons, education in health care has been a way into the labour market. Since more women than men are studying in regional vocational adult education, an increase in the number of places in these areas of educations</p>
---	---

⁵ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 77-78.

⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 76-77.

⁷ See section 1(c) below.

	<p>strengthen in particular women's opportunities for education, jobs and self-sufficiency.⁸ The measure will in this way also have an impact on the equality between women and men.</p> <p>Overall, the government emphasises that the measure is expected to have a positive impact on the increase of opportunities for education and retraining which improves the opportunities for adjustment for those who are unemployed. Increased opportunities for education means that more persons can raise their level of education and thus improve their opportunities for establishment at the labour market.⁹ This is line with the requirements in the European Pillar of Social Rights as it contributes to equal opportunities and access to the labour market. The increase in opportunities for education and retraining together with improved opportunities for financial compensation for students is also in line with the Youth Guarantee.¹⁰</p>
Summary description of the extent to which the measure foresees the provision of enabling social services	n/a
Entity or organisation responsible to implement the measure	Swedish municipalities (<i>kommuner</i>) are responsible for vocational education "yrkesvux". The Swedish National Agency for Education (<i>Skolverket</i>) distributes the government subsidy (<i>statsbidraget</i>) to the municipalities. In order to receive funding, at least three municipalities need to submit a joint application and demonstrate a regional labour market need for the planned education offer. In addition, the municipalities must plan the education in collaboration with other actors to ensure that the education meets the needs

⁸ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

⁹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 12.

¹⁰ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 16.

	of the labour market, for example representatives of the business community and the Swedish Public Employment Service (<i>Arbetsförmedlingen</i>). ¹¹
Duration of the measure	The investment was initiated in June 2020 and continues until December 2023. ¹²
Budget allocated to implement the measure	<p>The total cost for 2020–2023 amounts to 930 million SEK (around € 90,756,352) from the Recovery and Resilience Facility. The amount constitutes approximately 30 per cent of the total extra funds for 2020–2023 that were added to the Amendment Budget Bill for 2020 and the Budget Bill for 2021. As of 2024, the increase is financed entirely by national funds.</p> <p>The following division is estimated;</p> <ul style="list-style-type: none"> - 55 million SEK (€ 5,343,625) for 2020, used for financing annual study spaces (<i>årsstudieplatser</i>); - 374 million SEK (€ 36,336,650) for 2021, used for financing annual study spaces; - 435 million SEK (€ 42,263,216) for 2022, used for financing annual study spaces; - 66 million SEK (€ 6,412,350) for 2023 used for financing annual study spaces.¹³
Summary description of how any foreseen impact assessment of the measure will be carried out	<p><i>Current national regulation</i></p> <p>The government subsidy for regional vocational adult education is regulated in Regulation (2016:937) on Government Subsidies to Regional Vocational Adult Education (<i>Förordningen (2016:937) om statsbidrag för regional yrkesinriktad vuxenutbildning</i>)¹⁴ and Regulation (2020:592) on Additional Government Subsidies to Regional Vocational Adult</p>

¹¹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

¹² Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 79.

¹³ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 79.

¹⁴ Sweden, [Regulation \(2016:937\) on Government Subsidies to Regional Vocational Adult Education](#) (*Förordningen (2016:937) om statsbidrag för regional yrkesinriktad vuxenutbildning*), 27 October 2016.

Education (*Förordningen (2020:592) om extra statsbidrag för regional yrkesinriktad vuxenutbildning 2020*).¹⁵

The Swedish National Agency for Education examine the municipalities applications for government subsidies (*statsbidraget*). The agency shall follow up which educations the government subsidy has been used for and how the subsidy has been used, disaggregated by gender, age, previous level of education, number of foreign-born and domestic-born and, for foreign-born, length of stay in Sweden. The follow-up must also state the extent to which students in regional vocational adult education subsequently become employed.

Municipalities that have received government subsidies must participate in the follow-up of the educational activities determined by the National Agency for Education and must provide the information requested by the agency. In connection with its annual report to the Government Offices (*Regeringskansliet*), the National Agency for Education shall report on how this subsidy has been used. Municipalities that have received state subsidies must submit such financial and other reports to the National Agency for Education as the agency requests.¹⁶

Need for further measures due to the requirements in the Recovery and Resilience Facility Regulation

The national Regulation on Government Subsidies to Regional Vocational Adult Education (*Förordningen om statsbidrag för regional yrkesinriktad vuxenutbildning*) will be complemented by provisions in accordance with Article 22 (2) (e) of the Recovery and Resilience Facility Regulation. In addition, the regulation will be amended in line with the government assignment to the Swedish National Financial Management Authority (*Ekonomistyrningsverket*), to enable the authority to audit the subsidies included in the recovery plan and request necessary information from the beneficiaries (the

¹⁵ Sweden, [Regulation \(2020:592\) on Additional Government Subsidies to Regional Vocational Adult Education](#) (*Förordningen (2020:592) om extra statsbidrag för regional yrkesinriktad vuxenutbildning 2020*), 25 June 2020.

¹⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan](#) (*Teknisk bilaga till den Svenska återhämtningsplanen*), 17 June 2021, p.p. 18-19.

	municipalities). ¹⁷ The government also intends to take the necessary decisions to ensure that the provisions of Article 22 (2) (f) and Article 34 (2) of the Recovery and Resilience Facility Regulation are complied with when implementing the measure. ¹⁸
--	---

1.b

Name of the measure in English	Reform: Boosting the care sector for older persons
Name of the measure in the national language(s)	Reform: Äldreomsorgslyftet
Reference document for the measure <i>Include an url, where available</i>	Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Sweden's recovery and resilience plan (Sveriges återhämtningsplan) , 28 May 2021 (revised 23 September 2021) Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Technical Annex to Sweden's recovery and resilience plan (Teknisk bilaga till den Svenska återhämtningsplanen) , 17 June 2021
Social rights covered by the measure <i>Delete as appropriate</i>	- Right to education (Article 14)

¹⁷ See chapter 2.a below.

¹⁸ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan \(Teknisk bilaga till den Svenska återhämtningsplanen\)](#), 17 June 2021, p.p. 18-19.

<p>Multiple answers possible, but preference should be given to measures that apply to one discrete right</p>	<ul style="list-style-type: none"> - The rights of the elderly (Article 25)¹⁹ - Equality between women and men (Article 23)
<p>Population group(s) covered by the measure</p> <p><i>Delete as appropriate</i></p> <p>Multiple answers possible, but preference should be given to measures that apply to discrete population groups</p>	<p>The main target group for the reform is current employees of the municipally (<i>kommunalt</i>) funded sector for the care of older persons and potential employees of that sector.²⁰ Among these groups, the following groups are overrepresented:</p> <p>Foreign born persons Women Foreign born women</p> <p>Another population group impacted by the measure are older persons, as the measure will lead to them receiving improved care.</p>
<p>Summary description of how the measure applies to the population group(s)</p>	<p>The reform applies to employees in the care sector for older persons by giving them the opportunity to study during working hours with retained salary.²¹ This means that the government finances the cost of the time an employee is absent due to studies in order to become a care assistant (<i>vårdbiträde</i>) or assistant nurse (<i>undersköterska</i>). From 2021 onwards, in addition to training as an assistant nurse or care assistant, employees will also have the opportunity to enhance their education through other skills-enhancing</p>

¹⁹ The outbreak of COVID-19 highlighted the difficult staffing situation in the care sector for older persons in Sweden. The government considered it particularly important to support the municipalities through competence-enhancing initiatives in order to enhance the quality of care for older persons, see Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 97.

²⁰ In Sweden, responsibility for the health and care of the older population group is divided between 21 regions and 290 municipalities. Among these, there are private health and care providers. In addition, a number of central government agencies have a national responsibility over certain areas of health and care for older person, for example the National Board of Health and Welfare (*Socialstyrelsen*).

²¹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 98-99.

	<p>training/education in health and care for older persons.²² A large proportion of the employees in the care sector for older persons are foreign-born and newly arrived in Sweden.²³ In addition, the majority of the employees in municipally care are women (around 92%).²⁴</p> <p>The measure is also relevant to older persons and persons in need of care (homecare or care in residential settings).²⁵ The outbreak of COVID-19 highlighted the difficult staffing situation in the care sector for older persons. The government considered it particularly important to support the municipalities through competence-enhancing initiatives in order to enhance the quality of care for older persons.</p>
<p>Summary description of how the measure will impact (positively or negatively) social rights and equal treatment in the recovery</p>	<p>The measure will impact the right to education by increasing the opportunities for education for both currently employed and potential employees in the care sector for older persons. The measure will also have a positive impact on the economic equality between women and men.</p> <p>Given that a large proportion of employees in the care sector for older persons are foreign-born persons, the measure can be important for this population group's opportunities for a rapid labour market establishment and thus also for economic and social cohesion in the long run.²⁶ The reform is expected to contribute to increased social cohesion, since it is focusing on advancement in professions that often have low wages and where foreign-born women are overrepresented.²⁷ About 92 percent of all assistant nurses (<i>undersköterskor</i>) and assistants (<i>skötare</i>) who are employed in municipal care are women</p>

²² Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 98-99.

²³ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 98-99.

²⁴ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 98-99.

²⁵ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 97.

²⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 98-99 and p. 199.

²⁷ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 199.

and about 8 percent are men. Thus, the economic equality between women and men is expected to be positively affected given that employees in health and care, of which a large majority are women, receive higher education and thus have increased opportunities for permanent employment and an increased salary.

The reform can also contribute to broadening the target group for recruitment to the care sector for older persons, since it is more attractive to apply for the profession if it is possible to study during working hours. This is particularly relevant as employment has decreased in other industries.²⁸ Overall, the government emphasises that the reform contributes to the implementation of the European Pillar of Social Rights on equal opportunities and access to the labour market by promoting a sustainable working life in health and care and contributing to more equal conditions in the labour market.²⁹

The measure is also expected to positively impact the rights of the older persons as they will receive improved care. Following the outbreak of COVID-19, the government emphasised that it is important to manage both the short-term and long-term supply of skills in care sector for older persons. There is a need to create conditions for retaining existing employees, attracting employees with relevant professional experience and recruiting new employees. The opportunity to study with a retained salary can increase interest, open up new career paths and reach a broader target group for recruitment, which is favourable for the sector.³⁰ The investment in more spaces in regional vocational education is a precondition to implement the reform.³¹ The measure is thus in line with the country specific recommendation to contribute to increased resilience in the healthcare system since it promotes a sustainable working life in health and care, exchange of knowledge and experience in the care sector for older persons

²⁸ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 99.

²⁹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 13.

³⁰ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p.p. 97-98.

³¹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 99.

	and increased knowledge and competence in the sector. ³² Overall, the reform contributes to increased welfare of older persons. ³³
Summary description of the extent to which the measure foresees the provision of enabling social services	The purpose of the measure is the provision of social services (care for older persons) and it is initiated to address the constrained staffing situation in the care sector for older persons. The point of the measure is thus to provide enabling social services for older persons.
Entity or organisation responsible to implement the measure	<p>The National Board of Health and Welfare (<i>Socialstyrelsen</i>) has been assigned to distribute the government subsidy (<i>statsbidrag</i>) to municipalities. The government subsidy is provided as compensation for employees in municipally funded health and care for older persons who will be able to study during working hours. The National Board of Health and Welfare shall inform the municipalities about how the reform is to be implemented, including which educations are entitled support. The municipalities are responsible for ensuring that both their own activities and private health care providers have the opportunity to benefit from the funds.</p> <p>Within the framework of the assignment, the National Board of Health and Welfare may determine conditions for the use of the government subsidy, such as requirements for accounting for used funds, repayment of unused or incorrectly used funds, etc.³⁴</p> <p>In parallel with the reform, the Swedish Association of Local Authorities and Regions (SALAR) (<i>Sveriges kommuner och regioner</i>) and the trade union <i>Kommunal</i> entered into an agreement about the reform (<i>Äldreomsorgslyftet</i>), aiming to increase opportunities for full-time and permanent employment positions.³⁵</p>

³² Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 19.

³³ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 199.

³⁴ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 98.

³⁵ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 99.

Duration of the measure	The reform was initiated in May 2020 and is expected to continue to December 2023. ³⁶
Budget allocated to implement the measure	<p>The total cost for the reform under 2020-2023 amounts to 4,58 billions SEK (around € 444,978,231) from the Recovery and Resilience Facility. The funding will cover the cost of the working hours when the employees study (salaries and employers' contributions). The total funds are estimated to be sufficient for approximately 8,300 full-time participants, based on salary statistics for the target groups and given the distribution between the various occupations among the employees.³⁷</p> <p>The following division is estimated;</p> <ul style="list-style-type: none"> - 462 million SEK (€ 44,886,450) for 2020, used for salaries and employers' contributions; - 3 394 million SEK (€ 329,750,244) for 2021, used for salaries and employers' contributions; - 510 million SEK (€ 49,549,977) for 2022, used for salaries and employers' contributions; - 210 million SEK (€ 20,402,932)for 2023, used for salaries and employers' contributions.
Summary description of how any foreseen impact assessment of the measure will be carried out	<p><i>Current national regulation</i></p> <p>The municipality requisitions funds according to a decided distribution key (<i>fördelningsnyckel</i>) in its capacity as principal for its own operations and for the activities of private contractors. The use of the government subsidy (<i>statsbidraget</i>) must be reported to the National Board of Health and Welfare on a date specified by the board. The report shall contain an inventory of the number of persons who initiated training, the</p>

³⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 99.

³⁷ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 99.

number of persons who completed training with a passing grade, how many are new versus existing employees and whether the employees are employed by the municipality or privately. From 2021 onwards, it is also required to report participants disaggregated by gender.³⁸

Government subsidies that have not been used must be repaid.³⁹

The National Board of Health and Welfare has on 15 June 2020 and 25 January 2021 decided on instructions to municipalities for requisitioning government subsidies for costs as a result of the reform for 2020 and 2021. Each municipality must, no later than 15 March 2021 and 15 March 2022, report back on how the government subsidy has been used. Prior to the reporting, the National Board of Health and Welfare sends out a web-based reporting form to a contact person at the municipality. Funds that have not been used or that have not been used in accordance with the conditions specified in the government's decision or the agency's instructions must be repaid. A condition for the use of the funds is that the feedback takes place within the specified time frame.⁴⁰

Need for further measures due to the requirements in the Recovery and Resilience Facility Regulation

In the forthcoming assignments for 2022 and 2023 on government subsidies to municipalities for costs as a result of the reform the government intends to, as far as possible, decide on provisions in accordance with Article 22 (2) (e-f) and Article 34 (2) of the Recovery and Resilience Facility Regulation. In addition, the regulation will be amended in line with the government assignment to the Swedish National Financial Management Authority (*Ekonomistyrningsverket*), to enable the authority to audit the subsidies included in the recovery plan and request necessary information from the beneficiaries (the

³⁸ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 98.

³⁹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan \(Teknisk bilaga till den Svenska återhämtningsplanen\)](#), 17 June 2021, p.p. 17-18.

⁴⁰ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan \(Teknisk bilaga till den Svenska återhämtningsplanen\)](#), 17 June 2021, p.p. 17-18.

	municipalities). ⁴¹ The government also intends to take the necessary decisions to ensure that the provisions of Article 22 (2) (f) and Article 34 (2) of the Recovery and Resilience Facility Regulation are complied with in the implementation of the measure. ⁴²
--	--

1.c

Name of the measure in English	Reform: Raised compensation level to municipalities for vocational education when combined with courses in Swedish for immigrants (SFI)
Name of the measure in the national language(s)	Reform: Ersättningsnivån höjs för yrkesutbildningar som kombineras med kurser i svenska för invandrare (SFI)
Reference document for the measure <i>Include an url, where available</i>	Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Sweden's recovery and resilience plan (Sveriges återhämtningsplan) , 28 May 2021 (revised 23 September 2021) Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Technical Annex to Sweden's recovery and resilience plan (<i>Teknisk bilaga till den Svenska återhämtningsplanen</i>), 17 June 2021
Social rights covered by the measure <i>Delete as appropriate</i> <i>Multiple answers possible, but preference should be given to</i>	<ul style="list-style-type: none"> - Right to education (Article 14) - Equality between women and men (Article 23)

⁴¹ See chapter 2.a below.

⁴² Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan](#) (*Teknisk bilaga till den Svenska återhämtningsplanen*), 17 June 2021, p.p. 17-18.

measures that apply to one discrete right	
Population group(s) covered by the measure <i>Delete as appropriate</i> Multiple answers possible, but preference should be given to measures that apply to discrete population groups	<p>The main target group are foreign born persons without upper secondary level education (<i>gymnasieutbildning</i>).</p>
Summary description of how the measure applies to the population group(s)	<p>A large proportion of persons admitted to vocational education are foreign born persons. More women than men are studying within regional vocational adult education and a large proportion of the students are foreign-born with weak knowledge of the Swedish language.⁴³</p>
Summary description of how the measure will impact (positively or negatively) social rights and equal treatment in the recovery	<p>The measure will impact the right to education by increasing opportunities for education and thereby enhancing access to the labour market for individuals who do not have a completed education at upper secondary level and who have weak knowledge of the Swedish language.</p> <p>Unemployment is high for individuals who have neither an upper secondary level education nor sufficient language skills. The government emphasizes that for individuals to be able to work in health and care requires both professional knowledge and an ability to speak the Swedish language. Education in health and care is the most common type of education in vocational adult education. In order to shorten the time in education and enhance the establishment in the labour market for the participants, vocational education in health and care can be combined with education in Swedish for immigrants (<i>Svenska för invandrare</i>) or Swedish as a second language</p>

⁴³ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 81.

	<p>(<i>Svenska som andraspråk</i>). The total time in education can be shortened when combining vocational adult education and language education.⁴⁴</p> <p>Since a large proportion of persons admitted to vocational education are foreign born women the reform seeks to strengthen foreign born, in particular newly arrived women's opportunities for integration, jobs and self-sufficiency.⁴⁵</p> <p>In addition, the increase in opportunities for education and retraining in terms of more education spaces and improved opportunities for student compensation is in line with the European Pillar of Social Rights and the Youth Guarantee.⁴⁶</p>
Summary description of the extent to which the measure foresees the provision of enabling social services	n/a
Entity or organisation responsible to implement the measure	Swedish municipalities (<i>kommuner</i>) are responsible for the vocational education. The Swedish National Agency for Education (<i>Skolverket</i>) pays the government subsidy (<i>statsbidraget</i>) for "yrkesvux" to the municipalities. ⁴⁷ In order to improve the financial incentives for the municipalities to arrange combination educations, the compensation for such educations is increased. ⁴⁸
Duration of the measure	The reform was initiated 1 July 2020. No end date is set. ⁴⁹

⁴⁴ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(*Sveriges återhämtningsplan*\)](#), 28 May 2021 (revised 23 September 2021), p. 81.

⁴⁵ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(*Sveriges återhämtningsplan*\)](#), 28 May 2021 (revised 23 September 2021), p. 81.

⁴⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(*Sveriges återhämtningsplan*\)](#), 28 May 2021 (revised 23 September 2021), p. 16.

⁴⁷ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(*Sveriges återhämtningsplan*\)](#), 28 May 2021 (revised 23 September 2021), p. 78.

⁴⁸ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(*Sveriges återhämtningsplan*\)](#), 28 May 2021 (revised 23 September 2021), p. 81.

⁴⁹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(*Sveriges återhämtningsplan*\)](#), 28 May 2021 (revised 23 September 2021), p. 81.

Budget allocated to implement the measure	The reform is part of investment "More places in regional vocational adult education (yrkesvux)" and the cost is included in that measure. ⁵⁰
Summary description of how any foreseen impact assessment of the measure will be carried out	n/a

2 Tools or mechanisms to monitor the effectiveness of national schemes to foster social rights and equal treatment in the recovery from the pandemic

2.a

Name of the monitoring tool or mechanism in English	External audit: Government assignment to the National Financial Management Authority
Name of the monitoring tool or mechanism in the national language(s)	Extern revision: Regeringsuppdrag till Ekonomistyrningsverket (ESV)

⁵⁰ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 81.

<p>Reference document for the monitoring tool or mechanism</p> <p><i>Include an url, where available</i></p>	<p>Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Sweden's recovery and resilience plan (<i>Sveriges återhämtningsplan</i>), 28 May 2021 (revised 23 September 2021)</p> <p>Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Technical Annex to Sweden's recovery and resilience plan (<i>Teknisk bilaga till den Svenska återhämtningsplanen</i>), 17 June 2021</p>
<p>Organisation(s) involved in the monitoring tool or mechanism</p> <p><i>Delete as appropriate</i></p> <p><i>Multiple answers possible</i></p>	<p>National authority: The Swedish National Financial Management Authority (<i>Ekonomistyrningsverket</i>)</p>
<p>Summary description of how these organisation(s) are involved in the monitoring tool or mechanism</p>	<p>The implementation of Sweden's recovery and resilience plan (<i>Sveriges återhämtningsplan</i>), will be based on Sweden's regular system for budget management and government control. There are already existing ordinances and decisions that regulate the government agencies responsibility to follow up and control that the funds in the recovery and resilience plan are used correctly.⁵¹ The main part of the reporting of the</p>

⁵¹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan](#) (*Teknisk bilaga till den Svenska återhämtningsplanen*), 17 June 2021, p. 2.

	<p>implementation of the recovery plan will be carried out by the responsible government agencies themselves.⁵²</p> <p>In addition, the government intends to implement certain constitutional and organizational changes which, together with the existing system, will create robust processes and structures to protect EU's economic interests.⁵³</p> <p>The government intends to assign the Swedish National Financial Management Authority (<i>Ekonomistyrningsverket</i>) to:</p> <ul style="list-style-type: none"> - Audit the funds received from of the Recovery and Resilience Facility, and; - Obtain information on achieved results (sub-goals and objectives) and administration declarations (<i>förvaltningsförklaringar</i>) from the government agencies⁵⁴ responsible for measures in the recovery plan.⁵⁵
<p>Summary description of the functioning of the tool or mechanism used to monitor the effectiveness of schemes adopted to foster social rights and equal treatment in the recovery</p>	<p>There is no specific information in the recovery and resilience plan on how the monitoring will be done.</p> <p>The National Financial Management Authority bases its work on good auditing practice (<i>god revisionssed</i>). In their audit work, the agency may benefit from audits performed by others, e.g. by the Swedish National Audit Office and the government agencies' internal audit sections.</p>

⁵² Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan](#) (*Teknisk bilaga till den Svenska återhämtningsplanen*), 17 June 2021, p. 2.

⁵³ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan](#) (*Teknisk bilaga till den Svenska återhämtningsplanen*), 17 June 2021, p. 2.

⁵⁴ With regard to the measures included in section 1, the responsible agencies is the Swedish National Agency for Education (*Skolverket*) and the Swedish National Board of Health and Welfare (*Socialstyrelsen*).

⁵⁵ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Technical Annex to Sweden's recovery and resilience plan](#) (*Teknisk bilaga till den Svenska återhämtningsplanen*), 17 June 2021, p. 6.

	<p>The National Financial Management Authority will carry out audits of the processes involved in the management and control of the Recovery and Resilience Facility Regulation, with the aim of providing a reasonable assurance as to whether the reporting of results is reliable and assessing whether the administration complies with applicable EU law as well as national law.⁵⁶</p> <p>The National Financial Management Authority is the national audit agency for EU funds in Sweden. The responsibility as an EU audit authority is organized in a special department separate from the authority's other areas of responsibility. According to the Ordinance (2016: 1023) with Instructions for the Swedish Financial Management Authority (<i>Förordningen (2016:1023) med instruktion för Ekonomistyrningsverket</i>),⁵⁷ the authority shall, among other things, carry out audits of Sweden's management of EU funds and promote efficient and correct management of these funds.⁵⁸</p> <p>The auditors have in-depth expertise in auditing EU programs as well as organized systems to carry out these audits.⁵⁹</p>
--	---

⁵⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 186.

⁵⁷ Sweden, [Ordinance \(2016: 1023\) with Instructions for the Swedish Financial Management Authority](#) (*Förordningen (2016:1023) med instruktion för Ekonomistyrningsverket*), 17 November 2016.

⁵⁸ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 185.

⁵⁹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 186.

<p>Summary description of the obligations, standards and benchmarks against which the effectiveness will be evaluated</p>	<p>The National Financial Management Authority will, based on an assessment of risk and significance, decide which areas are to be examined, as well as the time and scope of the audit. The National Financial Management Authority will have the right to access and review relevant information from all government agencies⁶⁰ involved in the administration as well as from the final beneficiaries.⁶¹</p> <p>The National Financial Management Authority will develop an audit strategy in accordance with the forthcoming assignment from the government. The strategy will be implemented in accordance with international auditing standards and is based on previous expertise as an audit body for EU funds. The audit strategy will include the role and responsibilities of the responsible audit body, its independence and the reporting processes for audit results to the responsible authorities and the government. It will also include the audit method for system audits and random thematic review of implemented measures, the selection method, the risk assessment, the audit plan for the coming years and the relevant resources.</p> <p>The system audits must ensure compliance with rules as well as the functionality and efficiency of existing control systems. The system audits will be based on a risk assessment in order to find and reduce risks in high risk areas. Thematic audits based on risk assessments may be relevant, e.g. if a certain systemic risks were to be identified.</p> <p>Audits of the responsible authorities and final beneficiaries will be sample-based and designed to verify that payments have been made in accordance with applicable rules. The selection method will be described in the audit strategy and will be based on existing methods introduced by the Commission for the European structural and investment (ESI) Funds.⁶²</p>
--	---

⁶⁰ With regard to the measures included in section 1, the responsible agencies is the Swedish National Agency for Education (*Skolverket*) and the Swedish National Board of Health and Welfare (*Socialstyrelsen*).

⁶¹ Regarding the measures included in chapter 1, the final beneficiaries is the municipalities.

⁶² Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 186.

	<ul style="list-style-type: none"> - There are no references in the national recovery and resilience plan relating the National Financial Management Authority's assignment to other relevant EU instruments. However, as indicated above, different measures in the recovery and resilience plan concerning groups in vulnerable situations in the labour market refer to the Youth Guarantee and the European Pillar of Social Rights. - There are no references found in the national recovery and resilience plan relating the National Financial Management Authority's assignment to the UN Convention on the Rights of Persons with Disabilities. However, the recovery and resilience plan mentions the UN Convention on the Rights of Persons with Disabilities with regard to all government agencies responsibility to implement the national disability policy. The national disability policy objective is based on the UN Convention on the Rights of Persons with Disabilities and the responsibility for its implementation is regulated in the Ordinance on the Government Agencies' Responsibility for the Implementation of the Disability Policy.⁶³ Every sector in society has a responsibility for the implementation of the disability policy.⁶⁴
<p>Summary description of what the tool or mechanism foresees when non-compliance with obligations and standards is identified, with a particular emphasis on enforcement and remedial action</p>	<p>The National Financial Management Authority's audit must ensure compliance with regulations and reliable reporting.⁶⁵ All observations and recommendations to responsible government agencies will be followed up by the authority. Both reporting and follow-up are included in the agencies regular audit process. The National Financial Management Authority shall compile an annual summary of all audits carried out in the form of an annual audit report in accordance with Article 22 of the Recovery and Resilience Facility Regulation. The report will be an annex to the annual payment application submitted to the Commission.</p>

⁶³ Sweden, [Ordinance on the Government Agencies' Responsibility for the Implementation of the Disability Policy \(Förordningen \(2001:526\) om de statliga myndigheternas ansvar för genomförandet av funktionshinderspolitiken\)](#), 14 June 2001.

⁶⁴ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 178.

⁶⁵ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 185.

	Any deviations from the audit strategy that may become necessary during the year must be explained in the annual summary reported to the government. ⁶⁶
--	--

2.b

Name of the monitoring tool or mechanism in English	External audit: Swedish National Audit Office's annual audit of government agencies
Name of the monitoring tool or mechanism in the national language(s)	Extern revision: Riksrevisionens årliga revision av statliga myndigheter
Reference document for the monitoring tool or mechanism <i>Include an url, where available</i>	Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Sweden's recovery and resilience plan (Sveriges återhämtningsplan) , 28 May 2021 (revised 23 September 2021) Sweden, Ministry of Finance (<i>Finansdepartementet</i>) (2021) Technical Annex to Sweden's recovery and resilience plan (Teknisk bilaga till den Svenska återhämtningsplanen) , 17 June 2021

⁶⁶ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden's recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 186.

<p>Organisation(s) involved in the monitoring tool or mechanism</p> <p><i>Delete as appropriate</i></p> <p><i>Multiple answers possible</i></p>	<p>National authority: Swedish National Audit Office (<i>Riksrevisionen</i>)</p>
<p>Summary description of how these organisation(s) are involved in the monitoring tool or mechanism</p>	<p>The National Audit Office reports to the Parliament's (<i>Riksdagens</i>) Committee on the Constitution (<i>konstitutionsutskott</i>) and is independent from the government. The tasks of the National Audit Office are established in the Act on Audit of State Activities (<i>Lagen (2002:1022) om revision av statlig verksamhet</i>).⁶⁷ The government can therefore not give instructions to the National Audit Office.</p>
<p>Summary description of the functioning of the tool or mechanism used to monitor the effectiveness of schemes adopted to foster social rights and equal treatment in the recovery</p>	<p>There is no specific information in the recovery and resilience plan on how the monitoring will be done. However, each year the National Audit Office audits the annual reports of all government agencies. In addition, the office examines whether the administration has been carried out in accordance with relevant regulations and specific decisions.</p> <p>The National Audit Office also performs efficiency audits (<i>effektivitetsrevisioner</i>), in which the agency examines conditions relating to the central government budget and the</p>

⁶⁷ Sweden, [Act on Audit of State Activities \(*Lagen \(2002:1022\) om revision av statlig verksamhet m.m.*\)](#), 5 December 2002.⁶⁷

	<p>implementation and results of government operations. The efficiency audit shall mainly focus on resource utilization and goal fulfilment.</p>
<p>Summary description of the obligations, standards and benchmarks against which the effectiveness will be evaluated</p>	<p>Every year, the National Audit Office examines the annual report of each government agency to determine whether it has been prepared in accordance with current regulations, whether it gives a true and fair view of the activities, and whether the resources have been used in accordance with current conditions and regulations.</p> <ul style="list-style-type: none"> - There are no references in the national recovery and resilience plan relating the National Audit Office’s work to other relevant EU instruments. However, as indicated above, different measures in the recovery and resilience plan concerning groups in vulnerable situations in the labour market refer to the Youth Guarantee and the European Pillar of Social Rights. - There are no references found in the national recovery and resilience plan relating the National Audit Office’s work to the UN Convention on the Rights of Persons with Disabilities. However, the recovery and resilience plan generally mentions the UN Convention on the Rights of Persons with Disabilities with regard to all government agencies responsibility to implement the national disability policy. The national disability policy objective is based on the UN Convention on the Rights of Persons with Disabilities and the responsibility for its implementation is regulated in the Ordinance on the Government Agencies’ Responsibility for the Implementation of the Disability Policy.⁶⁸ Every sector in society has a responsibility for the implementation of the disability policy.⁶⁹

⁶⁸ Sweden, [Ordinance on the Government Agencies’ Responsibility for the Implementation of the Disability Policy \(Förordningen \(2001:526\) om de statliga myndigheternas ansvar för genomförandet av funktionshinderspolitiken\)](#), 14 June 2001.

⁶⁹ Sweden, Ministry of Finance (*Finansdepartementet*) (2021) [Sweden’s recovery and resilience plan \(Sveriges återhämtningsplan\)](#), 28 May 2021 (revised 23 September 2021), p. 178.

Summary description of what the tool or mechanism foresees when non-compliance with obligations and standards is identified, with a particular emphasis on enforcement and remedial action

n/a