

Employment and traumatised refugees

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Anja Weber Stendal and Lisbeth Mørk Iversen

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Contents

1. Summary.....	7
2. Introduction.....	9
2.1 Refugees, trauma and work.....	9
2.2 Trauma, conditions of exile and complex situations.....	10
2.3 Learning from Nordic neighbours.....	10
2.4 Reading guide.....	11
2.5 Knowledge Center for Vulnerable Refugees.....	11
3. The study's sources of data and analysis.....	13
3.1 Sources of data.....	13
3.2 Definition of 4 categories of initiatives.....	21
4. Work first initiatives.....	25
4.1 Working methods in Work first initiatives.....	25
4.2 Knowledge base in the literature study for Work first initiatives.....	27
4.3 Examples of Work first initiatives.....	27
Practice example 1: Arbeid fra dag én (Work from Day One).....	29
Practice example 2: Arba Inkludering.....	34
Practice example 3: IPS Integration.....	39
5. Vocational assessment initiatives.....	43
5.1 Working methods in Vocational assessment initiatives.....	43
5.2 Knowledge base in the literature study for Vocational assessment initiatives.....	44
5.3 Examples of Vocational assessment initiatives.....	45
Practice example 4: Framsteget (Progress).....	46
Practice example 5: Business Training.....	50
6. Holistic and interdisciplinary initiatives.....	55
6.1 Working methods in Holistic and interdisciplinary initiatives.....	55
6.2 Knowledge base in the literature study for Holistic and interdisciplinary initiatives.....	56
6.3 Examples of Holistic and interdisciplinary initiatives.....	59
Practice example 6: Hela Familjen 2.0 (The Entire Family 2.0).....	60
Practice example 7: Avanti.....	65
7. Initiatives based on an empowerment approach.....	71
7.1 Working methods in Initiatives based on an empowerment approach.....	71
7.2 Knowledge base in the literature study for Initiatives based on an empowerment approach.....	72
7.3 Examples of Initiatives based on an empowerment approach.....	72
Practice example 8: VAMOS – Trail of Involvement of Immigrant Youth.....	73
8. Conclusion.....	77
8.1 Prerequisites for effective employment initiatives.....	78
8.2 Perspectives and potential for reliable knowledge.....	79
9. References.....	81
9.1 Materials from the practice examples.....	83
10. Resume.....	85
Appendix 1: How the study was conducted.....	87
Appendix 2: Employment efforts for refugees in Reykjavik, Iceland.....	109

1. Summary

This report presents the results of a study of effective employment initiatives for refugees and reunited refugee family members who are psychologically vulnerable, have symptoms of trauma or are traumatised. The study consists of a literature study and an exploratory investigation of existing practices for the target group in Denmark, Finland, Iceland, Norway, and Sweden. The study was carried out in 2018 and includes literature from the period 2012 to 2018.

The study shows that there is a limited knowledge base about effective employment initiatives for the target group. Few studies of specific initiatives exist and the robustness of the studies in relation to measuring outcomes is low. Nevertheless, several best practices have been identified in Denmark, Finland, Norway, and Sweden that have a good probability of showing positive employment outcomes for the target group. Employees and/or managers who work with these best practices have been interviewed over several rounds. There are comprehensive descriptions of eight examples of practice in the report.

Based on the study, four categories of effective employment initiatives for the target group have been defined. The categories are defined based on the elements that have been identified as particularly effective in the literature and the practice examples. These categories are not mutually exclusive and elements from the different categories may exist side by side in a single initiative. However, there are clear differences between the main focus of the respective categories.

Work first initiatives emphasise the start of regular working hours as quickly as possible with parallel training, support, and, in some cases, treatment. Efforts are made toward a reduced and more strategic use of work placement than in the regular employment initiatives in the Nordic countries. Work first initiatives are based on the methods of Supported Employment and Individual Placement and Support, where there is a high degree of evidence of the employment effects for other target groups. The initiative is based on participants' own motivation and goals.

Vocational assessment initiatives explore the resources, challenges and motivation of participants and use the assessment as the starting point of an individually tailored process, with employment and health-oriented support. These initiatives have a holistic approach and use both specific tools and work placement for the assessment.

Holistic and interdisciplinary initiatives work with coordinated and broad-spectrum support. The initiatives in this category are often directed toward participants with complex challenges. The methods largely deal with supporting participants through labour market-oriented, healthcare and social activities running parallel to one another. The focus is structure and coordination and keeping the entire life situation of the individual in mind.

Initiatives based on an empowerment approach are based on a mindset where participants are seen to be, and supported as, decisive actors in their own lives. Through methods such as coaching, participants are strengthened in defining their own goals and needs and in being active in relation to handling their own health and employment situation. This category also appears as a sub-element in the other categories of initiatives.

There are some key prerequisites for creating effective employment initiatives for the target group which are common to the studies and practices included in this study.

- *Investment is necessary and pays off.* All the examples of practice in the study were based on additional investment.
- *The initiative must meet the individual needs of the participants.* Individually adapted processes are possible because employees in the initiatives have fewer cases and more time available for the individual participant.
- *There is a need for long-term efforts and subsequent support.* The literature and practice examples illustrate the need for the process to be relatively prolonged and continuous – even after employment has been achieved.
- *The work demands a fundamental belief in the potentials of the target group.* Method is not everything. A key finding is that successful initiatives require employees who believe that the target group has a place in the labour market.

This study reveals an evolving field of knowledge. Several of the practice examples work actively and purposefully to highlight that investment in their initiatives bears fruit and to document their results.

The employment results for the practice examples in the Work first category are very good. This may be because the target group has less complex challenges, but it also reveals that very stringent methods with a focus on the regular job market and a reduced use of work placement may be effective. Within the Work first category there is also the potential to generate solid knowledge about the employment outcomes for the target group. Currently, there is a randomised controlled trial of the method underway for refugees (with and without trauma) in Bergen.

2. Introduction

This report presents information about effective employment initiatives for refugees and reunited refugee family members who are characterised as psychologically vulnerable, who have symptoms of trauma, or are traumatised. It is based on a study that consists of an extensive study of literature and an investigation of effective employment practices for the target group in Denmark, Finland, Iceland, Norway, and Sweden. The study is limited to the period 2012 to 2018. For an in-depth description of the study's execution and method, see Appendix 1.

The target audience for this report are decision-makers, managers and employees who work with employment-oriented initiatives for refugees.

The report provides an overview of existing knowledge and practices within the area of employment initiatives for refugees who are psychologically vulnerable or who suffers from trauma. In the study, the effectiveness and the documentation of the employment initiatives investigated are systematically evaluated. Our wish is that this study will contribute to refine and strengthen existing and new initiatives for the target group.

The study describes several examples of how refugees and reunited family members with symptoms of trauma may be integrated into a Nordic labour market. As a reader, you may choose to delve into the descriptions of approaches and/or standalone examples of practice in the Nordic countries and learn from their specific experiences.

2.1 Refugees, trauma and work

There are solid reasons to take an interest in effective methods to increase the participation of psychologically vulnerable and traumatised refugees in the Nordic labour market. Firstly, trauma symptoms and poor psychological health occur more frequently among refugees in exile. Secondly, research shows clear links between unemployment and trauma symptoms as well as poor mental health.

Approximately one in every three refugees in exile is traumatised (LG Insight, 2013). In a study of newly arrived refugees from Syria, Eritrea, and Somalia to Sweden, Röda Korsets Högskola describes how approximately 30% suffer from significant PTSD symptoms and one third from anxiety symptoms (Tinghög, P., Arwidson, C. and Sigvardsdotter, E. et al., 2016).

For refugees who have trauma symptoms, employment can contribute to increasing their well-being. For refugees with trauma, there is a link between being in employment and exhibiting a lower symptom level (Johansen, 2008). Across ethnicity and gender, lack of employment has a major negative impact on experiences of

“psychological distress” (Sidorchuk A., Engström K. and Johnson CM et al., 2017). In the previously mentioned study from Röda Korsets Högskola, one of the conclusions is that those who: “have often been frustrated because of problems with finding for themselves [ed. translated from Swedish to English]” have a greater incidence of depression, anxiety and poor psychological well-being (Tinghög, P., Arwidson, C. and Sigvardsdotter, E. et al., 2016, p. 34). The above-named studies emphasise that a focus on day to day life with economic self-reliance as an important component can reduce trauma symptoms and contribute to improved mental health.

2.2 Trauma, conditions of exile and complex situations

The studies also add to an understanding of traumatising in which there does not exist 1:1 correspondence between having experienced traumatic events and suffering from PTSD or having symptoms of traumatising. Many researchers point out that a refugee’s life situation in exile has great significance for the degree to which they suffer lasting symptoms of traumatising.

Various factors in exile influence the level of trauma symptoms, including specific legal insecurity regarding residence and family reunification, but also disappointed ambition, loss of status, lack of relations with family and lack of access to local communities (Warfa et al., 2012, Sveriges Kommuner och Landsting, 2015 and Shapiro, 2017). In exile, employment interacts with the above-mentioned factors and can affect self-understanding, status and social relations.

The effective initiatives described in this report work with various sub-target groups, various approaches and emphasise different elements. They all share, however, an understanding that the individual refugee and their family are in a complex situation where the conditions of exile and trauma symptoms mutually affect one another.

2.3 Learning from Nordic neighbours

The Nordic countries included in this study do not share identical frameworks for integration and employment efforts. Therefore, it will rarely be possible to create initiatives which are, relative to actors, duration, financing and specific elements, completely identical in two separate Nordic countries.

The study focuses on the key effective elements in the initiatives. Hence, the descriptions of practices focus less on the organisational frameworks and context, and more on specific elements and actions. This reinforces the possibility of learning from the examples, even though one may be working in another organisational context.

2.4 Reading guide

Section 3 gives a comprehensive overview of the study's sources of data and the analysis of the collected knowledge from the literature study as well as the practice examples.

Sections 4-7 present four categories of initiatives that have been defined from the study.

- Section 4 deals with *Work-first initiatives*
- Section 5 deals with *Vocational assessment initiatives*
- Section 6 deals with *Holistic and interdisciplinary initiatives*
- Section 7 deals with *Initiatives based on an empowerment approach*

Each section outlines the working methods of the initiatives in the category, the knowledge base in the literature study, and practice examples from the Nordic region are presented.

Section 8 is the conclusion of the study and sums up the key elements in effective employment initiatives for psychologically vulnerable and traumatised refugees

Appendix 1 presents the study's execution and methodological basis.

Appendix 2 presents employment initiatives for refugees in Iceland using Reykjavik as an example.

2.5 Knowledge Center for Vulnerable Refugees

This study is made by the Knowledge Center for Vulnerable Refugees that is part of the Danish Refugee Council. Knowledge Center for Vulnerable Refugees has collected and distributed knowledge about refugees with trauma and other vulnerable refugees since 1999. This study is partly funded by The Nordic Council of Ministers. Knowledge Center for Vulnerable refugees has been advised on the methodological design of the study by Didde Cramer Jensen from VIVE – Det Nationale Forsknings- og Analysecenter for Velfærd.

The study has a home page where videos and shorter texts about the practice examples can be found: <http://workandtrauma.org/>

Questions on the publication or on effective employment efforts for vulnerable refugees can be directed to:

Knowledge Center for Vulnerable Refugees, telephone: +45 33 75 53 39, e-mail: udsatte@drc.ngo



3. The study's sources of data and analysis

This section provides an overview of the study's sources of data and how the knowledge base in the literature and the effectiveness of the practice examples has been evaluated. Finally, the definitions of the 4 categories of initiatives, as presented in sections 4-7, are introduced.

3.1 Sources of data

Overall, the study shows that there are very few existing initiatives and very few studies in the literature of initiatives that are both employment-oriented and deal with the target group of traumatised refugees.

A systematic search of the literature covering the period 2012-2018 was carried out. The search of the literature encompassed both research data bases and grey literature, primarily in the form of reports and public authority publications.

The exploratory investigation of practices was done through a search for relevant initiatives in the Nordic region and via structured telephone interviews combined with visits to, and in-depth interviews with, the selected practice examples. Some of the initiatives are represented in both the examples of practices and the literature study.

3.1.1 *The literature study*

The literature search covered 1668 references of which 16 were relevant for the study. The 16 selected references consist mainly of grey literature and have been thoroughly studied. Their robustness in relation to evaluating the employment effects of their methods has also been assessed.

There are 6 studies which describe specific interventions for the target group, of which 4 describe the same intervention. The robustness of the 6 studies' methods to document the employment effects have been evaluated using The National Board of Social Services' Vidensdeklaration (knowledge declaration): Knowledge of effect classification C-A. (Socialstyrelsen, 2017).

The studies of the 3 specific interventions for the target group are all evaluated as C, that is, the robustness of the studies in relation to the measurement of effect is low. We can thereby conclude that there is a low level of evidence in the field.

The intervention studies are supplemented with references consisting of reports with more general recommendations for employment approaches, either based on a comparison of several projects, expert recommendations or, in one instance, on the

basis of randomised controlled trials of initiatives for comparable target groups. In addition, two published qualitative studies of the target group's experience of employment-oriented initiatives are included as references. These experiences and recommendations are included, because they are assessed to be able to contribute to the refinement of future initiatives in the area.

Below is an overview of the selected literature and the evaluation of the design's robustness in relation to assessing effects (C-A) in the individual publication.

Table 1: Overview of selected literature and evaluation of knowledge of effect

Reference	Country	Description of methodological design	Nature of the study	Level of knowledge of effect
Amilon, Anna (2017). IPS til flygtninge med traumerelaterede psykiske symptomer. Estimat af det forventede økonomiske udbytte. VIVE – Det Nationale Forsknings- og Analysecenter for Velfærd.	DK	Business Case calculation of an IPS initiative for refugees with trauma symptoms based on a project proposal and existing evidence for the IPS method for comparable target groups.	Grey literature (Paper)	
Boll, Joachim, Damgaard, Pia and Høeberg, Lars (2014). Brug for alle. Kvalitativ evaluering. Rambøll for Styrelsen for Arbejdsmarked og Rekruttering.	DK	Qualitative final evaluation of "Brug for alle (Use for All)" initiative. The initiative is aimed at 30,000 persons. Evaluation based on change theory carried out, through case visits, study with 913 participants and 396 case workers. Traumatized refugees are a sub group in the initiative and the results for the group are not separated from the general results.	Grey literature (Evaluation report)	
Bylin, Anna (2017). Slutrapportering till Finsam Sydnärke Projekt Framsteget.	SE	Evaluation of a specific project with refugees with PTSD as a sub-group. Result measurement after the project as well as evaluation of implementation.	Grey literature (Evaluation report)	C
Bylin, Anna (2015). Slutrapport Förstudien "Första Steget". Samordningsförbundet Sydnärke.	SE	Exploratory study of the needs of refugees with PTSD and/or reduced functional capacity through interviews with professionals and mapping of previous project results.	Grey literature (report)	
COWI (2018): Business Training. Midtvejsevaluering. Den Europæiske Union, Den Europæiske Socialfond. Den Europæiske Fond for Regionaludvikling.	DK	Mid-point evaluation of a project in which refugees with trauma are a sub-group. Implementation study with qualitative interviews and performance review.	Grey literature (Evaluation report)	C

Reference	Country	Description of methodological design	Nature of the study	Level of knowledge of effect
Eastmond, Maria (2014). Refugee Trauma as mobilizing metaphor: Policy and practice in the integration and care of refugees in Sweden. In: Overland, Gwyneth et al. Nordic Work with Traumatised refugees: Do We Really Care. Cambridge Scholars Publishing. 2014	SE	Ethnographic study. Data obtained from 300 Bosnians and professionals in municipalities and health centres. Deals with experiences of integration process and employment initiatives but is not initiative-specific.	Research. (Book chapter)	
Eriksson Sjöö, Tina (2014). Samverkansteam för personer med PTSD-liknande symtom. Vid Arbetsmarknad- och vuxenutbildningsförvaltningen, Göteborg. Slutrapport. Samordningsförbundet Göteborg Nordost.	SE	Report on a project dealing with needs, opportunities and obstacles in working with persons with PTSD in labour market-oriented initiatives and language teaching. Based on qualitative interviews with professionals and the target groups.	Grey literature (Report)	
FINSAM (2014). PTSD-Center. Rapport Juni 2014.	SE	Evaluation of PTSD-Centret (the PTSD Centre) which is a specific project for refugees with PTSD and migration-related stress. The evaluation is based on results measurement as well as focus group interviews.	Grey literature (Evaluation report)	C
Försäkringskassan och Arbetsförmedlingen (2016). Nyanländas rehabiliteringsbehov. Arbetsätt och verktyg för att identifiera behov och förslag till utvecklingsområden. ESF-projekt. Förstudie. 2016	SE	Preliminary study. Mapping of existing tools to assess recently arrived refugees' poor health as well as methods that can facilitate their entry into the labour market. The report is based on focus group interviews, study visits and questionnaires.	Grey literature (Report)	
Gullers group (2015). Utvärdering av Finsamprojektet PTSD-Center.	SE	Qualitative evaluation of PTSD-Centret which is a specific project for refugees with PTSD and migration-related stress. Evaluation is based on questionnaires and focus group and individual interviews with employees and participants.	Grey literature (Evaluation report)	C
Jansson, Björn and Wiren, Mårten (2016). Utvärdering av Finsamprojektet PTSD-Center. TJP Analys och Utveckling	SE	Evaluation of the PTSD Centre which is a specific project for refugees with PTSD and migration-related stress. The evaluation is based on results measurement and a qualitative study.	Grey literature (Evaluation report)	C
LG Insight (2013). Traumeundersøgelse. Undersøgelse af indsatsen for flygtninge med traumer i Danmark. September 2013. Social-, Børne- og Integrationsministeriet	DK	Study of initiatives for traumatised refugees, including employment-oriented initiatives. Based on a study of 96 municipalities and qualitative interviews with 45 municipal actors and selected experts and professionals.	Grey literature (Report)	

Reference	Country	Description of methodological design	Nature of the study	Level of knowledge of effect
Norling, Urban (2015). Samverkande Framgångsfaktorer. Fremgångsrika insatser och organiseringar kring utlantsfödda med omfattande samordnade rehabiliteringsbehov. Föreningen NNS Rapportserie 2015:3	SE	Mapping of effective initiatives in relation to supporting foreign-born persons with complex problems, for example, poor mental health, to come into, or closer to, the labour market. The study is based on the identification of solutions in existing and former initiatives through snowball sampling.	Grey literature (Report)	
Pooremamali, P., Persson, D., Östman, M. og Eklund, M. (2015). Facing Challenges during Occupation: Middle Eastern Immigrants' Paths to Occupational Well-Being in Sweden. <i>Journal of Occupational Science</i> , 2015, 22:2, 228-241.	SE	Qualitative study of a group of Middle Eastern refugees with psychological issues experience of labour market initiatives in Sweden. Based on grounded theory.	Research (Published article)	
Vilhelmsson, A., Östergren PO., Bjåongren Cuandra, Carin (2015). Hälsa i Centrum för Etableringsprocessen. Bedömning av arbets- och prestationformåga inom etableringen av nyanlända. FOU-rapport 2015. Malmö Högskola	SE	Final report based on a sub-project in MILSA 2. The report is based on a series of lectures and seminars and follow-up research related to the development of practices of "arbetsformidlingen" employment offices in 4 municipalities.	Grey literature (Report)	
Widerberg, Tobias (ansvarlig). Slutrapport Finsam.PTSD-Center 2015-2017. Arbetsmarknads- och socialförvaltningen.	SE	Final report on the PTSD Centre which is a specific project for refugees with PTSD and migration-related stress. The evaluation consists of a performance review and description of qualitative experiences.	Grey literature (Evaluation report)	C

Source: Our own description of the knowledge base in the sampled literature. Levels of knowledge of effects have been evaluated using *The National Board of Social Services Vidensdeklaration (knowledge declaration)*: knowledge of effect classification A-C. (Socialstyrelsen. 2017).

3.1.2 Exploratory investigation of best practice

The initiatives visited were selected because they (wholly or partially) are directed towards psychologically vulnerable and/or traumatised refugees, because they are employment-oriented, and because they, through an interview based on a measurement tool (structured questionnaire) were shown to have a best practice.

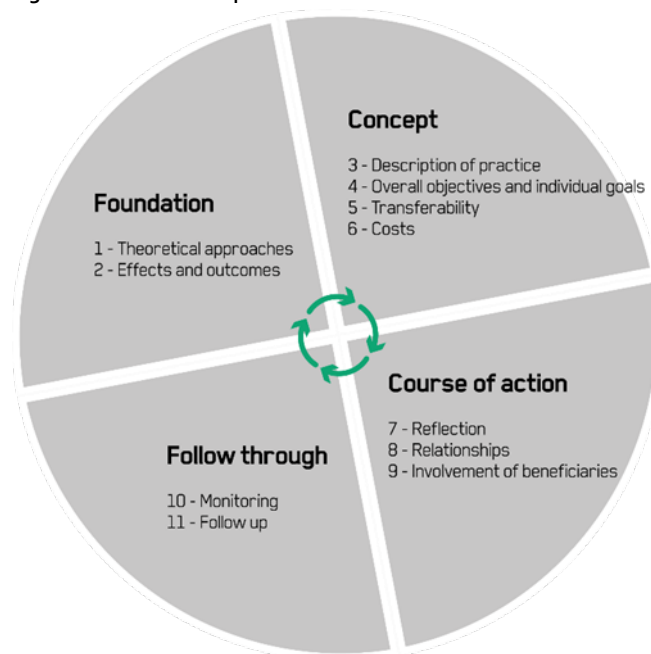
Examples of practice have been chosen from all the participating countries with the exception of Iceland, which did not have an employment initiative directed specifically at traumatised refugees. There is a description of Iceland's general employment initiatives for refugees in Appendix 2, illustrated by the initiative in Reykjavik.

The Tool for Identifying Best Practice applied in the study is titled "Lovende Praxis". It was developed by SFI – The Danish National Centre for Social Research for the

specialised social area and enquires about 11 elements which research shows influence whether a practice is effective. It has been adapted slightly for this context but is judged as relevant as a measurement tool for employment-oriented practices too.

The purpose of interviews based on the Tool for identifying Best Practice is to evaluate how well-founded and knowledge-based an initiative is in order to determine the probability that the initiative is effective and can increase employment for the target group. To say that an initiative is a best practice is to say that the initiative has a range of elements and characteristics that increase the probability that the practice has the expected employment outcomes for the target group. The figure below shows the 11 elements that can advance an effective practice, divided into four main areas.

Figure 1: Model for best practice



Source: Cramer Jensen, D., Jinn Pedersen, M., Hyld Pejtersen, J. and Amilon A., 2016, p. 36.

Based on the interviews, a score was calculated for each of the practices that were visited (see table 2). The maximum score an initiative can obtain is 11. All the visited practices had a relatively high score and therefore a high probability of having an employment effect for the target group.

Table 2: Initiatives evaluated using the Tool for Identifying Best Practice

Name of initiative	Best practice score (11 is maximum)
Arba Inkludering (NO)	7.98
Arbeid fra dag én (NO)	8.21
Avanti (SWE)	9.04
Business Training (DK)	9.21
Framsteget (SWE)	8.18
Hela Familjen 2.0 (SWE)	9.14
IPS Integration (DK)	9.79
VAMOS – Trail of Involvement for Immigrant Youth (FI)	6.78

Source: Own calculations using the measurement tool “Lovende Praksis” developed by the former SFI.

Scores vary, however, from less than 7 to almost 10 so there are significant differences as to how well the initiatives were evaluated. This variation is due in part to consciously different approaches in the studied practices. For example, the Finnish initiative, “VAMOS – Trail of Involvement for Immigrant Youth” actively chooses to reduce the amount of documentation and follow-up on progress in order to create space for personal encounters. This gives them a lower score in relation to monitoring and follow-up, among other things.

The variation is also due to the initiatives being based on various theories and knowledge. Several of the initiatives that scored highest are based on evidence-based employment methods, though tested among other target groups. This boosts their score – both in relation to description of theory and knowledge base but also of outcomes and the concept for the initiative itself. This is the case, for example, with the Danish initiative “IPS Integration”.

3.1.3 Best practice, target groups and results

The best practice score of the initiatives, provides a good insight into the initiatives but not the whole picture. This section illustrates what we know of the employment results of the initiatives visited, the target groups of the initiatives and their duration. The information about the practices is summed up in table 3.

Most of the practices visited are not concluded and, therefore, final documentation for the results does not yet exist. Nor is the documentation uniform: Some have carried out internal or external evaluations, others have applied own status measurements. In addition, some of the initiatives have measured results for a target group where vulnerable refugees only constitute a subset, while other initiatives have measured results specifically for vulnerable refugees. Finally, the number of participants in the initiatives varies from around 20 to several hundred.

There are also large differences in the exact nature of the target groups for the initiatives. One significant difference is the *unemployment duration* of the target groups. Some initiatives are aimed at newly arrived refugees, while others are aimed at long-term unemployed. For example, the Norwegian initiative, "Arbeid fra dag én" is aimed at newly arrived refugees, while the Swedish "Hela Familjen 2.0" is an offer for long-term unemployed families, where the refugee group has been in Sweden for a minimum of 4 years.

The requirements for the target groups' *language skills* also varies between the initiatives. Some initiatives work explicitly with target groups who need tailored language teaching because of difficulties in learning the host country's language, for example, the Swedish "Avanti". Other initiatives require a minimum of language proficiency to participate in the initiative, for example, the Norwegian "Arba Inkludering".

There are differences in how pronounced and how many *trauma symptoms* participants have. In the Danish "Business Training" the most severely traumatised are not part of the target group. In the Swedish "Avanti" and "Hela Familjen 2.0" there are participants with PTSD who receive interdisciplinary treatments.

Finally, there are also marked differences in the *duration* of the initiatives, which is both defined by the frameworks and possibilities in the country in question and in some cases adjusted to time-limited project funding. The duration of the initiatives has, in some cases, an influence on the employment results that can be achieved. In other cases, it may influence the duration of the initiative, if participants have previously been through other, more preparatory initiatives.

Table 3: Initiatives, target groups, duration and employment outcomes

Initiatives	Target group	Duration	Employment results
Arba Inkluderer (NO)	30 refugees and immigrants with non-western background (of which 20 have psychological difficulties) in okay physical shape and with some Norwegian language skills. Ongoing initiative.	Varies depending on when the objective of work is achieved or whether the participant needs to be referred to another initiative.	57% (17 out of 30 in employment)
Arbeid fra dag én (NO)	Newly arrived refugees in the establishment phase, with and without psychological difficulties, and with some Norwegian language skills. Ongoing initiative. Status is 18 participants.	In principle, no time limits. From 6 months and up.	67% (12 out of 18 in employment)
Avanti (SWE)	SFI students*, job-seekers and enrolled at the Employment offices who cannot benefit from regular language teaching and labour market initiatives due to war-related trauma symptoms and/or migration-related stress. Ongoing initiative. Avanti has 120 places.	18 months with the possibility of extension.	50% 14 in work and 14 studying as of 20/6/2018 (of which 7 are studying regular Swedish for Immigrants)
Business Training (DK)	Refugees and reunited family members arrived after 2014 who have trauma symptoms or physical challenges and who do not profit from existing offers. Severely traumatised are excluded from the target group. Ongoing initiative. The status is 86 participants, of which 46 have finished.	26 weeks with the possibility to extend for a further 26 weeks.	28% (13 of the 46 who finished are in employment, employed with wage subsidy (løntilskud) or education)
Framsteget (SWE)	25 people of non-Swedish ethnic background with reduced functional capacity or PTSD, or suspected reduced functional capacity. Completed initiative.	1 year	28% 7 of 25 who completed are in work or studying at the end of the initiative
Hela Familjen 2.0 (SWE)	817 adults in families with children who have received welfare benefits for more than 24 months ** approx. 70% come from refugee-producing countries and approx. 30% are assessed as having trauma related problems. Ongoing initiative.	No time limit (Only the project period)	24% of all included participants (167 in work and 30 studying out of 817 included participants (and 315 completed) as of 31/10/2018)
IPS Integration (DK)	Refugees and immigrants with psychological difficulties receiving different types of social benefits. (integrationsydelse, kontanthjælp eller ressourceforløbsydelse). Ongoing initiative. Current status is that approx. 80 participants have finished the initiative.	Varies. The average for participants who find work is 44-45 weeks.	65% in work or education for the part of the target group that is motivated towards employment and who have completed the process.
VAMOS -Trail of Involvement for Immigrant Youth (FI)	16-29-year-olds with migrant backgrounds and integration-related challenges. Ongoing initiative. Current status is 300 included participants, of which 179 are completed.	Varies. The service is not time limited.	54% 96 of 179 young people that have completed the service have continued on to education or work.

Note: *Students who study Swedish for Immigrants (SFI)

** For refugees this would actually be 4 years as the 24 months only counts after an initial integration period of 2 years.

Source: Based on the initiatives' own descriptions

3.2 Definition of 4 categories of initiatives

Sections 4 to 7 present the results of the study. The studied literature and the Nordic best practices are divided into 4 categories based on their key elements. The key element is the sub-element in the initiative that is considered to be most decisive for the initiative having an effect for the target group. For some of the studies, it has not been possible to discern a key element because all elements in the applied methods have been judged to be equally important.

On basis of the collected data the following four categories have been identified:

- Work first initiatives
- Vocational assessment initiatives
- Holistic and interdisciplinary initiatives
- Initiatives based on an empowerment approach

The categories are not necessarily mutually exclusive. There are, however, clear differences:

Work first initiatives emphasise the start of regular working hours as quickly as possible. The initiatives focus on the value of restoring a “normal” day to day life through economic self-reliance, and on the ways in which work and participation in social life have in themselves a rehabilitative effect for traumatised persons. In some of the initiatives there is coordination with the public health treatment system, but in others there are no systematic coordination with health-oriented initiatives.

Vocational assessment initiatives emphasise a thorough mapping of resources, skills and challenges as the starting point for individually adapted programmes, with labour market-oriented support and possible treatment. There is a focus on how this assessment ought to encompass refugees’ health circumstances and overall life situation.

Holistic and interdisciplinary initiatives emphasise interdisciplinarity, coordination and parallel offers, including both labour market-oriented, healthcare and social activities. These initiatives focus on the treatment of trauma as part of the journey toward being able to function in the workplace and in social life.

Initiatives based on an empowerment approach focus on the individual’s wishes and needs as defined by the individuals themselves in order to actively counter the initiatives turning the participants into victims or clients (clientisation). Empowerment may be included as an element in other types of initiatives. However, one best practice has also been selected for this category which offers an alternative to the offers that are grounded in the public system.

In table 4 – 7 can be seen an overview of the categories and the key elements from literature and examples of practice on the basis of which they have been defined.

Sections 4 to 7 describe each category, the knowledge base in the selected literature and how to work specifically within the individual category by way of the practice examples from the Nordic countries.

Table 4: Category, Work first initiatives – Overview of categories, key elements, literature and initiatives

Key element	Initiatives	Literature
Systematic use of SE*	Arbeid fra dag én	
Systematic use of IPS* and bicultural employees	IPS Integration	
Close and binding business collaboration	Arba Inkludering	
IPS rather than standard employment services can yield results*		Amilon, 2017

Note: *Systematic use of SE and IPS is not to be considered as a key element but as the application of an entire method. In both initiatives and in one study, it has been impossible to separate individual parts of the method that are more effective than others.

Source: Based on own analysis of the key elements in initiatives and literature.

Table 5: Category, Vocational assessment initiatives – Overview of categories, key elements, literature and initiatives

Key element	Initiatives	Literature
Thorough mapping of resources, needs of support, and interests of the individual participant	Framsteget	Bylin, 2017
Need for individually tailored support and programme		Bylin, 2015
Holistic assessments through individually tailored work placement	Business Training	COWI, 2018
Need for early detection of health issues		Vilhelmson, Östergren and Cuadra, 2015 and Norling, 2015
Need for comprehensive mapping of life and family situation (in the establishment phase)		Eriksson Sjöö, 2014

Source: Based on own analysis of the key elements in initiatives and literature.

Table 6: Category, Holistic and interdisciplinary initiatives – Overview of categories, key elements, literature and initiatives

Key element	Initiatives	Litterature
Coordination and holistic view	Hela Familjen 2.0	
Holistic view and interdisciplinary cooperation on the participants' individual plans	Avanti	Finsam, 2014, Gullers Group, 2015, Jansson and Wiren, 2016, Widerberg, 2017
Interdisciplinarity can enhance quality and outcomes		Boll, Damgaard and Høeberg, 2014
Cross-sectoral initiatives should build on existing structures		Norling, 2015
Increased need for cooperation between healthcare and labour market actors		Försäkringskassan och Arbetsförmedlingen (Swedish Social Insurance Agency and Public Employment Service, 2016)
Wish for increased interdisciplinary cooperation		LG Insight, 2013
Need for a broader conceptualisation of work as meaningful activities and the involvement of civil society		Vilhelmson, Östergren and Cuadra, 2015

Source: Based on own analysis of the key elements in initiatives and literature.

Table 7: Category, Initiatives based on an empowerment approach – Overview of categories, key elements, literature and initiatives

Key element	Initiatives	Litterature
Influence on personal goals and plans		Norling, 2015 Boll, Damgaard and Høeberg, 2014
Coaching based on the young individual's self-defined needs	VAMOS – Trail of Involvement for Immigrant Youth	
Need to base the service upon the refugee's own experiences and self-understanding		Eastmond, 2014
Perceptions of what empowerment is are influenced by cultural background		Pooremamali, Östman, and Eklund, 2015

Source: Based on own analysis of the key elements in initiatives and literature.

4. Work first initiatives

The category of Work first initiatives consists primarily of ongoing initiatives based on the methods of Supported Employment and Individual Placement and Support. The category is defined on the basis of the following practice examples and literature:

Table 8: Category, Work first initiatives

Key element/ Entire method(s)	Practice examples	Literature
Systematic use of SE*	Arbeid fra dag én (NO)	
Systematic use of IPS and bicultural employees*	IPS Integration	
Close and binding business collaboration	Arba Inkludering	
IPS rather than standard employment initiatives can yield results*		Amilon, 2017

Source: *Systematic use of SE and IPS is not to be considered as a key element but as the application of an entire method. In both initiatives and in one study, it has been impossible to separate individual parts of the method which are more effective than others.

Source: Own analysis of the key elements in initiatives and literature.

4.1 Working methods in Work first initiatives

Supported Employment and Individual Placement and Support are methods for labour market integration that focus on participants quickly entering competitive jobs without the use of pre-employment training but with close and individualised parallel support. The key principle is that participants should first begin work and then be trained – described as “place then train”. In this context, work is exclusively understood as regular full or part-time work. The methods take the individual participant’s own motivation and desire for work as their point of departure.

The Supported Employment method is traditionally used for the integration of people with handicaps or reduced functional capacity into the labour market. Individual Placement and Support is a variant of Supported Employment aimed at participants with mental health problems. There is a high level of evidence (in the form of numerous randomised controlled trials) for the positive employment effects of Individual Placement and Support for people with severe mental health disorders such as schizophrenia and depression (Drake RE, Bond GR, Becker DR, 2012). An overview of research from Norway concludes, based on the existing research, that Individual Placement and Support has the same positive employment impact in the European

labour market (Nøkleby H., Blaasvær N. and Berg R.C., 2017). There exists a single randomised controlled trial of Individual Placement and Support for people with PTSD (but without a refugee background) which has produced positive employment results compared to regular initiatives (Davis et al., 2012)

Supported Employment is a method that has been practiced in Europe since the late 1980s. Under EU auspices, work has been done with Supported Employment via the European Union of Supported Employment, which was founded in 1993 (European Union of Supported Employment, 2010). In Norway, Supported Employment is a major political initiative by NAV (Nye Arbeids- og Velferdsetaten), the Norwegian Labour and Welfare Administration. Supported Employment is based on 5 stages.

Box 1: Supported Employment

Five stages in Supported Employment:

- Engagement – Underpinned by the core values of accessibility to ensure informed choices are made;
- Vocational Profiling – Ensuring empowerment to the individual throughout the process;
- Job Finding – Self-determination and informed choice are key values in Supported Employment;
- Employer Engagement – Accessibility, flexibility and confidentiality are key values to be nurtured through this process;
- On/Off Job Support – Flexibility, confidentiality and respect are the key components to successful support measures. Support measures particularly refer to when the individual is in paid employment and are delivered through the provision of an Employment Support Worker/Job Coach.

Source: European Union of Supported Employment, 2010b.

Individual Placement and Support is a manual-based method based on eight principles. One of the selected examples of practice works with the eight principles and the manual. Others work with some of the principles but combined with other methods and/or adapt the principles.

Box 2: Individual Placement and Support

IPS principles:

- Eligibility is based upon client choice;
- Competitive jobs are the goal;
- IPS programmes are integrated with mental health treatment;
- Personalised Benefits Counselling is provided;
- Rapid Job search;
- Employment specialists build relationships with employers based upon client job interests;
- Time-Unlimited and Individualised Support;
- Consumer preferences are honoured.

Source: IPS Employment Center.

4.2 Knowledge base in the literature study for Work first initiatives

There are, as yet, no completed studies of the effects of Work first initiatives for traumatised refugees. A single reference in the literature study underscores the relevance of work first initiatives, also for this specific target group. A business case calculation shows that there may be economic benefits in initiating IPS initiatives for the target group.

Amilon 2017 is a calculation of the benefits to be gained by initiating IPS initiatives for traumatised refugees rather than standard employment services as offered by municipalities in Denmark. The calculation is based on existing evidence-based studies of IPS for those target groups that most resemble traumatised refugees, and in contexts that are comparable with the Danish labour market. The result of the calculation is that if the initiative is offered to 50 people, the public purse will see a saving of DKK 4.8 to 5.3 million over 36 months by offering IPS rather than the standard employment service (Amilon, 2017).

Box 3: Randomised controlled trial of Supported Employment for refugees in Bergen

A trial running until 2020

An exploratory investigation of existing practice also revealed a randomised controlled trial in Bergen, Norway where Supported Employment is systematically tested for refugees – with and without trauma symptoms. The trial runs from 2017 to 2020 and can be followed here:

<https://clinicaltrials.gov/ct2/show/record/NCT03629366>

4.3 Examples of Work first initiatives

Three of the study's best practices belong to this category: The Danish initiative "IPS Integration", run by Human Recovery and the two Norwegian initiatives "Arba Inkluderung" and "Arbeid fra dag én" in Bærum Municipality.

The employment results from the selected practice examples are good (between 57% and 67%). The measurement of results is based on the initiatives' own reports.

The examples of practices in this category are based on methods for which there is evidence of effects for other target groups. "Arbeid fra dag én" and "IPS Integration" exemplify how one can work with an intense focus on methods – based on manuals or through ongoing supervision in relation to methodological fidelity. The two projects work with the entire Supported Employment method and the entire Individual Placement and Support method, respectively, and they have not been able to separate a single effective element as the other initiatives have done. The description therefore focuses on the totality of their efforts.

Because of the intensified focus on competitive work in the initiatives, inspiration can also be found on how to build relationships with companies. Furthermore, there is

advice on how to reduce and be more conscious about the use of work placement and on how to do relevant follow-up and training at the company.

Practice example 1: Arbeid fra dag én (Work from Day One)

Arbeid fra dag én

Work from Day One



Norway

Actors

Refugee Office in Bærum Municipality and NAV (Labour and Welfare Administration)

Contact person

Camilla Bildsten, Bærum Municipality, Refugee Office, email:
camilla.bildsten@baerum.kommune.no, telephone: +47 915 98 591

Purpose

Participants start regular work or education.

Target group for initiative

All refugees in the Introductory Program in Bærum Municipality who have a minimum of Norwegian language skills and are motivated (see assessment/approval requirements below)

Number of participants with trauma in the initiative

18 participants, of which an unspecified number have psychological difficulties.

Duration of initiative

The initiative is not time limited but limited by the duration of the introductory program. The introductory program can last up to two years but may be extended by another year if this will, for example, strengthen the individual's potential to enter into work or ordinary education.



Background and results

Arbeid fra dag én is an integral part of the introductory programme for refugees in Bærum Municipality. The introductory programme is aimed at refugees between 18 and 55 years of age and its purposes include strengthening their economic self-reliance. Arbeid fra dag én started in August 2017 with the intention of offering SE to refugees and thereby boosting their potential to achieve and maintain regular employment. The project has no end date but is evaluated on an ongoing basis and shows positive results. How long it continues will depend on documented results, municipal and state funding and political goodwill.

The key principle in the project is that everyone who wishes to work must be offered support. There is a belief that if you want a job, you can get one. The project is not about getting everyone into work as quickly as possible but about thinking long-

term and finding something jobseekers are passionate about. They will thus stand on more solid ground should problems arise with maintaining the job later on. Using SE in the introductory programme for refugees helps to challenge the more traditional mindset that refugees should spend two years on vocational assessment and language training before they can begin work (train then place). Now the focus changes to seeing the various initiatives as parallel processes (place then train). This is a change of focus that entails a change in mindset for the personnel in the municipality.

In order to be approved for the project, refugees must have language skills at a level where they, at minimum, are able to understand and exchange information on familiar matters (minimum A2), motivation to find work and the ability to work independently. Ideally approval for the SE initiative can be granted after nine months in the introductory programme, but refugees are typically accepted only after one to one and a half years.

Arbeid fra dag én is carried out as an interdisciplinary cooperation between the Refugee Office and the Labour and Welfare Administration but is primarily financed by Bærum Municipality that initiated the project.

Cooperation and roles between the various stakeholders are continuously evolving as the project develops and the need for adjustments becomes visible. From September 1, 2018 the project standard was upgraded.

The result after the first year is that 67% of refugees who received the SE initiative and are assessed to belong to the target group, are in work (12 out of 18). At the start of the project period, some refugees were referred to the project who were subsequently seen not to have sufficient health or linguistic prerequisites to complete the programme (seven out of 25). These were approved for other offers and are not counted in the statistic. The project has subsequently narrowed the target group and refugees who do not fulfil the acceptance criteria receive other offers that match their individual needs.



Work with the key element

Arbeid fra dag én works stringently with the SE method and cannot point out a single key element that is more effective than others. They work systematically with the five stages in SE and the SE toolbox (European Union 2010a). The work is carried out by job specialists from the Labour and Welfare Administration (NAV). They have a very conscious use of work placement and receive supervision on the method from a method guidance officer at NAV. The project describes its work with the five SE principles in the following way:

1. A cooperation agreement with the jobseeker: Based on a shared understanding, the future process and the way the cooperation should take place is planned.
2. Vocational guidance: A shared understanding of career path, the participant's wishes and potentials is developed. A vocational profile is drawn up containing information about work wishes, geographical area, expected working hours, health, education and job experience, possible interim goals and progression. The participant's CV is reviewed and updated.
3. Contact with employers and job-seeking: Here, a company that matches the participant is identified. The essence of *Arbeid fra dag én* is to support the refugee in finding regular work, preferably in the local area. Commercial activity is currently experiencing growth, which means that employers require qualified candidates. This increases the likelihood of finding a good job match. The opportunities in the regular job market are investigated and the participant is made aware of the requirements. Subsequently, it may be necessary to adjust the work goals in the vocational profile. It is the candidate's responsibility to find companies, but the participant and the job specialist will often visit companies together the first time. They can also visit separately, to scout the company and the branch/industry. The initial contact is about clarifying whether a job match exists.
4. Cooperation with employer: The cooperation with companies is based on knowledge and understanding of their needs and depends to a great extent on establishing good relations with the companies. When an agreement has been reached with an employer, the job specialist is available to the company and follows up closely. The cooperation requires good knowledge of the participant and access to supportive measures, if there should be a need for these.
5. Follow-up over time (approx. 6 months): Follow-up takes place within the first period of employment and is aimed at both the job seeker and the employer. If a company feels that a participant has not lived up to the requirements, work is done to resolve the problems. If the participants experience problems at the workplace that affect their commitment, they are encouraged to be open about this. Ideally, they themselves discuss this with their employer, but the job specialist can also do this if it is agreed with the participant in advance. In many instances a solution to the challenges can be found. The time during which follow-up can take place is not unlimited and even though an exact timeline has not been established, follow-up rarely takes place after six months. Companies and participants are, however, informed that they are always welcome to consult with the job specialist, even if the specialist is no longer signed on to the project.

The job specialists work purposely with work placement. As a general principle, they aim to keep work placements as brief as possible and only use these if there are clear objectives related to the vocational profile. For participants who lack knowledge of specific work areas, work placement can function as a "job taster" that lasts between one day and one week at the most. Participants who would like to qualify for a specific

area of work that they do not have prior experience of will typically also be able to do work placement for around a month. If the gap between the job requirements and the candidate's skills is too wide for the candidate to achieve employment within a reasonable period, wage subsidies may be considered.

Several companies expect to have participants in prolonged work placements (often based on prior experience). The job specialist can oppose these expectations by having a dialogue with the company if they find that the participant in question is at a level equal to other jobseekers who achieve employment directly. They can also discuss the possibility of a shorter period of work placement. Dialogue and negotiation are key when considering both how large a risk the company is taking, and how important it is to not prolong the participant's path to regular work if there is no need for further qualification. Sometimes the job specialist is forced to dismiss collaboration with a company if the company insists on an initial 6-week work placement.

The job specialist must have a close relationship with the company so he or she is able to help develop the job and help the participant in adapting to the new job. This close relationship also allows the job specialist to keep an eye on new needs in the company, and if any opportunities that suit the candidate better arise, these can be brought up. In such cases, the relationship contributes to new opportunities for the job candidate and perhaps even for growth in the company.

An integrated part of the work with SE is to ensure ongoing follow-up on how the method is applied. This follow-up takes place via meetings between the method guidance officer and the job specialist where they discuss the job specialist's work: The method guidance officer systematically follows up on the progress of the project and the quality of the job specialist's work with the method. Follow-up takes place every month; Calculations are made on the number of new participants, completed participants and what their completion of the initiative led to: a job, a course of education, a different initiative that is a better match, treatment or other. Every third month, the method is reviewed in-depth.

The dialogue between the method guidance officer and the job specialist is more about talks and discussion than control. One of the purposes for this dialogue is raising awareness about the processes that are significant in order for the participants to reach their goals. In SE, it is important to work according to the participant's wishes and the dialogue may revolve around next steps and if and when enough has been done.



Learning points

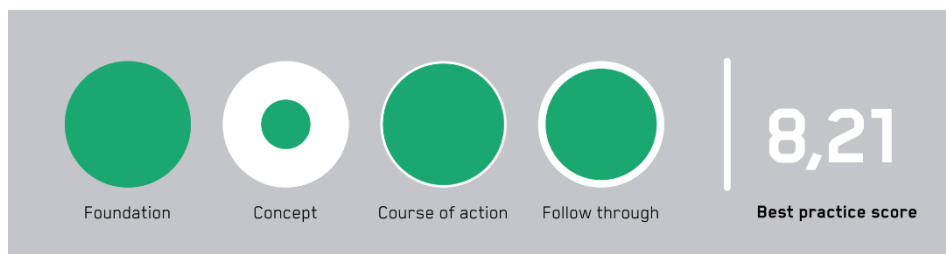
- The use of SE in the integration process produces documented results, which is a prerequisite for continued funding and political goodwill.

- The implementation of SE in the introductory programme for refugees is a change that can be felt across the entire organisation. It demands a shift in mindset among all actors in public administration who are affected by the fact that refugees need to be included in companies at an earlier stage.
- It varies when an individual is ready to start a SE process. For example, a refugee needs a certain linguistic competence and there may, for instance, be health-related issues that need to be dealt with first.
- The collaboration with companies requires the same amount of resources as the collaboration with the participant.



Prerequisites

- Systematic implementation of SE for refugees requires political support and necessary funding.
- Clarity in relation to ownership, objectives, frameworks, roles and skills for all involved parties and a focus on change management.
- Frameworks that support close interdisciplinary cooperation between the affected actors.
- Recruitment of employees with knowledge of the method/training of employees in the method.
- Suitable standard workload that takes into account the need for close cooperation with both participants and companies.
- Job specialists with a good knowledge of local companies and their needs as well as versatile consultancy skills in relation to empowerment, relationship-based sales, negotiation etc.
- Access to internal networks in the administration that can handle non-job-related problems that the participants have so that these do not take time from the job-oriented initiative.



Practice example 2: Arba Inkludering

Arba Inkludering



Norway

Actors

Arba Inkludering, Ikea Slependen

Contact person

Lise Markant Kølbel, work-preparatory training, Arba Inkludering AS, telephone: +47 953 65 527, email: lko@arba.no, www.arba.no | www.arbaformidling.no

Purpose

Permanent employment for participants that need support to obtain and maintain a job

Target group for initiative

Unemployed participants with reduced functional capacity, including 30 refugees and immigrants who are motivated to work in Ikea. Reasonable Norwegian skills and satisfactory physical health is required.

Number of participants with trauma in the initiative

The initiative has included 20 refugees/immigrants with psychological challenges, including trauma.



Background and results

The practice example describes the collaboration between Arba Inkludering and Ikea Slependen. Arba Inkludering's work is based on a Supported Employment approach. The purpose of the cooperation with Ikea is to test and include unemployed persons with reduced functional capacity and help them to achieve and maintain permanent employment. An inclusion process contains the following phases: clarification, work placement, employment – often part-time with a view to gradually increasing to full-time – and after-care. The goal is employment and the counsellor at Arba facilitates the route to employment in close cooperation with the participant and the company.

Arba Inkludering is a leading actor in the employment area in the West Region of Akershus County, which consists of Bærum and Asker Municipalities. Arba Inkludering is owned by Bærum Municipality. The initiative is financed by NAV (The Labour and Welfare Administration) who make referrals to Arba Inkludering on the basis of an evaluation of individual needs or work capacity.

Since 2010, 104 unemployed persons with reduced functional capacity have participated in an inclusion process at Ikea Slependen. 67 of these have been in the programme for more than four weeks. Of these, 52 have received various contracts, e.g. full-time, part-time, extra assistance or substitute, and 16 have moved on to another job or course of education. Of the 30 newly arrived refugees that have participated in the process, 20 had psychological challenges. 17 of the 30 have obtained employment in Ikea.



Work with the key element

The key element of the initiative is a close and committed company collaboration. This work is carried out by a single contact person who provides support and follow-up. Follow-up takes place before, during and after the inclusion process.

All inclusion processes at Ikea are coordinated by a counsellor at Arba who is also the permanent contact person for the company. Successful inclusion requires close cooperation between participant, counsellor and the company during the entire process. For the counsellor, this demands ongoing work in relation to both participant and company. The counsellor supplies guidance for participants during induction, consults with Ikea and supports the dialogue between participant and company in the individualised process. The participant may take part in parallel support programmes according to need – e.g. language or healthcare classes – and weekly working hours can be adjusted according to these activities. If the participant needs further clarification during the process, the counsellor may refer to this. Initially, the counsellor will assess the participant's Norwegian language skills, motivation and expectations in relation to handling and completing an inclusion process that leads to employment. The counsellor will also assess whether the participant can manage the job from a health perspective. If the participant has the potential to be employed at Ikea, the process is initiated and the participants begin their placement at Ikea. If it becomes clear during the process that the participant cannot live up to the demands of employment despite support, the process will be terminated.

The counsellor's role in relation to the participant is to introduce the company and its values and explain what the company requires and expects from its employees. The counsellor supports the participant in seeking a job at Ikea based on a specific vacancy, "translates" information from the company to employees into a language the participant understands – including oral information given at staff meetings and position descriptions – performs specific individual follow-up and arranges relevant training activities as and when they are needed.

The counsellor has an in-depth knowledge of the company, work assignments, demands and values. This means that training and development of the participant can

be more specific and work-relevant. The introductory work includes developing the participant's awareness of Ikea's values. For example, the participant will be asked to choose one value that particularly interests them and to examine its importance in relation to their own actions at the workplace. The counsellor is present at the workplace twice a week, which allows her to coach the participants on specific issues such as resolving work assignments. For example, this might involve discussions on how to signal openness to customers or how to maintain the necessary work rate. For participants with physical challenges, this guidance can revolve around dealing with these at the workplace. Specifically, it can be assistance regarding how much one can talk about challenges or exercises in "playing the role" of a happy employee, even though this can be difficult at times. Those who need to train their linguistic skills receive a glossary and, depending on need, may also work on their language skills during the follow-up. Others receive a notebook for questions or user instructions.

The process is individually adapted as to working time, work content and follow-up. Forms are not used in the follow-up because it might hinder a good relationship with the participant. The close follow-up is predominantly oral and includes both participant and company. It takes two key questions as a point of departure: What works well, and what could work better? The follow-up takes place in various ways: in brief ad hoc conversations, in scheduled meetings with both parties, in separate meetings with the participant, by way of telephone conversations and emails. The follow-up is used to evaluate, ensure the quality of and, if necessary, adjust the participant's plan of action, training activities, working hours and need for supplementary measures. Participants who have psychological challenges are followed up on through interviews that focus particularly on what is needed for them to remain in work. This target group also gets professional treatment.

Ikea places great importance on dealing with a single counsellor for all work placement participants. This counsellor participates in staff meetings and may be contacted via mobile phone outside of office hours. The precondition for Ikea's engagement is that they need workers, have specific jobs to offer and that they focus on diversity. Many vacant jobs are announced internally and the route to a job is to seek a specific job and attend an interview to obtain it. The counsellor supports the application process and follows up on what went well or badly at the interview from the employer's perspective.



Learning points

- A close and committed cooperation between employment actors, company and participant can function as a recruitment channel for the company and secure jobs for participants with reduced functional capacity.
- The counsellor must focus at least as much on the company as the individual participant. In practice, the counsellor must function both as a partner for the company and take care of the greater part of introducing the company to potential new employees in the introductory process.
- As the counsellor is closely connected with the company in the form of scheduled meetings, own office at the company and participation in staff meetings, the counsellor has better conditions for maintaining flexible contact with both participants and partners in the company.
- When the process is aimed at employment in the company it becomes easier to make skills training and workplace accommodations more specific and relevant. This boosts the participant's motivation to acquire the necessary knowledge to be able to handle the job.



Prerequisites

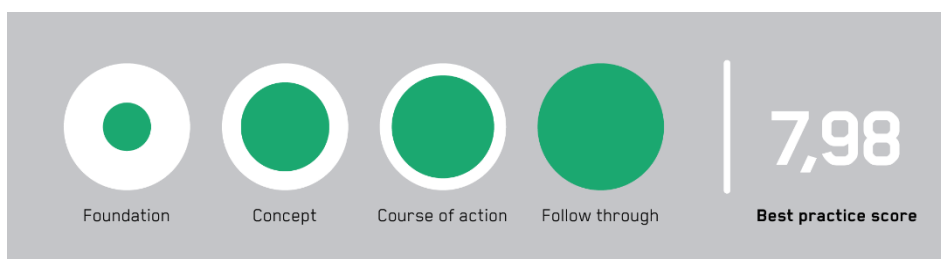
- Participants who are motivated towards a job in the company must be able to manage it physically and linguistically – or quickly become able to.
- The model presupposes that the participant is relatively clear about their choice of industry in advance. For many, this will mean that they have completed a process with career guidance and perhaps a “taster” work placement beforehand.
- Counsellors, ideally with knowledge of the industry, who are able to identify with the company and its needs – and who have the skills to work with both participants and companies.
- Companies who wish to enter into a committed collaboration with an employment actor to continuously recruit and include employees with reduced functional capacity.

- A labour administration that refers to and supports the flexible and handheld kind of initiative that Arba Inkludering exemplifies – and a collaboration with other actors regarding supplementary efforts.



Prerequisites

- Participants who are motivated towards a job in the company must be able to manage it physically and linguistically – or quickly become able to.
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- A labour administration that refers to and supports the flexible and handheld kind of initiative that Arba Inkludering exemplifies – and a collaboration with other actors regarding supplementary efforts.



Practice example 3: IPS Integration

IPS Integration



Denmark

Actors

Human Recovery, a consulting company specializing in the IPS method.

Contact person

Lars Olaf Nielsen, email: lars@humanrecovery.dk, telephone: +45 51 90 56 06

Purpose

To assist participants with mental health diagnoses and psychological vulnerability to find work or begin education and thereby become wholly or partially economic self-reliant and achieve a significantly better quality of life.

Target group for initiative

Refugees and immigrants receiving different types of social benefits (integrationsydelse, kontanthjælp eller ressourceforløbsydelse). The primary obstacle to finding work must be psychological.

Number of participants with trauma in the initiative

Approximately 80 participants have completed the process.

Duration of initiative

Varies. The average duration for participants who find work is approximately 45 weeks.



Background and results

Human Recovery is a private consulting company in Odense that specialises in the Individual Placement and Support (IPS) method. They have developed the IPS Integration initiative aimed at unemployed participants with a refugee or immigrant background whose primary obstacle to gaining employment is psychological challenges. In many of these cases, there are also other parallel obstacles at play. Participants approved for the process are receiving different types of social benefits (integrationsydelse, kontanthjælp eller ressourceforløbsydelse) and have thus been residing in Denmark for a shorter or longer time.

The duration of an IPS process varies greatly. On average – across all target groups – it takes 44–45 weeks before a successful participant finds work. The success rate among motivated participants who complete the process is that 65% find work.



Work with the key element

In IPS Integration, a single key element in the IPS method cannot be isolated as being more effective than others. Key to this practice example is the systematic use of the whole IPS method combined with IPS consultants who have the same linguistic and cultural background as the participants. The participant can thus immediately feel seen and heard in their own native language by a consultant who has a deeper insight into the participant's own background and beliefs.

All consultants have been trained in the IPS method and work from an IPS manual translated into Danish. The eight IPS principles form the framework and basis for the initiative and, in accordance with the IPS method, ongoing testing of fidelity to the programme is conducted to ensure that the initiative lives up to the principles of the method (See page 26).

An IPS programme is an individualised process based on the eight principles. The initial meeting between the IPS consultant and participant is used to establish a functioning collaboration, to draft a career profile that can be continually updated, and to sketch a job-seeking plan. Work is based on the participant's motivation and wishes. The IPS consultants provide parallel support to the participant throughout the entire process and this continues for a period once the participant has found work. In IPS Integration, the extent of follow-up and support is wholly individual, depending on how the job-seeking plan has been shaped.

IPS consultants do not need a specific educational background or profound knowledge of PTSD or other mental disorders. They do, however, need to have professional skills and personal qualities that allow them to adopt the IPS method and work with the target group based on a recovery-oriented approach. Herein lies a belief that a person with psychological problems possesses skills and resources that can be used in the labour market and that regular work on normal terms can contribute to their recovery. The IPS consultant must be able to engage with the participant as the person they are, and not engage with their illness or diagnosis. It is important to be able to work in a resource-oriented manner so that the participant becomes conscious of their own resources and skills and is encouraged to cultivate them, irrespective of how difficult the participant's situation is. In that way, a foundation is also laid for the participant to be open and honest about their challenges, including at any future workplace. The collaboration between participant and IPS consultant takes place outside the office, at the participant's home, at the company or at other locations.

The initiative in IPS Integration is organised into teams with a team leader and number of consultants. The team leader is responsible for management and supervision of the method and performance. Human Recovery has chosen to partly hire consultants with the same linguistic background as the participants. Some of the consultants are themselves in the process of their own integration period. Human

Recovery is therefore a workplace characterised by diversity all the way down to the individual team level. Therefore, it is essential that the team leader has sound knowledge of the Danish system, legislation and workplace culture and can discuss this with employees. This helps to ensure the method, aim and direction of the initiative.

Even though the process is based on the participant's own wishes, some participants may resist somewhat at the start. It may be that they have accepted an IPS process at the job centre without actually being motivated. Different ideas about gender roles or illness might also create resistance. From this perspective, motivation can be seen as a process that must be allowed to evolve and this takes place through cooperation between the participant and consultant. Sometimes, very little is required for motivation to develop. One example of this is a man who had isolated himself completely. It was discovered that he had been an enthusiastic chess player in his home country, and a chess club was found for him. As he began to pursue this interest he flourished and progressed in his life. Other times, cases are more complex and take longer. The dialogue between consultant and participant can influence the participant to see things from another point of view and an implicit part of the programme is working with the participant's ownership of the process. The collaboration with companies is conditional on not entering into work placement agreements in the process when the goal is employment. The only circumstance in which this might be done is if a potential job is available. The question of when the participant should be paid for his/her work is continually asked. Placements are as brief as possible unless they are part of a "resource-building process" (ed.: *ressourceforløb*) where the objective is to shed light on and develop the participants resources. The objective of employment can be regular full-time, regular part-time, flex jobs and private wage subsidies. The collaboration with employers continues for a period after the participant has found work. Work is carried out both with support for the participant and in preparing the employer, as the objective is to facilitate the cooperation between these two parties.

There is an ongoing informal interdisciplinary cooperation with other bodies regarding participants, for example housing support, ATT (Department of Trauma and Torture Survivors, The Region of Southern Denmark), substance abuse counsellors, prison and probation after-care service or others. Cooperation is conducted on the basis of an alignment of expectations about who does what. The most important part in an IPS context is to ensure that other actors know that the participant is part of an employment initiative with the aim of helping the participant to find work and creating change based on their own preferences and choices. This can be done via a telephone call, a meeting or a three-way meeting. Other actors focus on other areas, for example in creating a feeling of calm around the participant or illness treatment. This encourages dialogue on the premise that employment is beneficial and that job rehabilitation is good for most people.



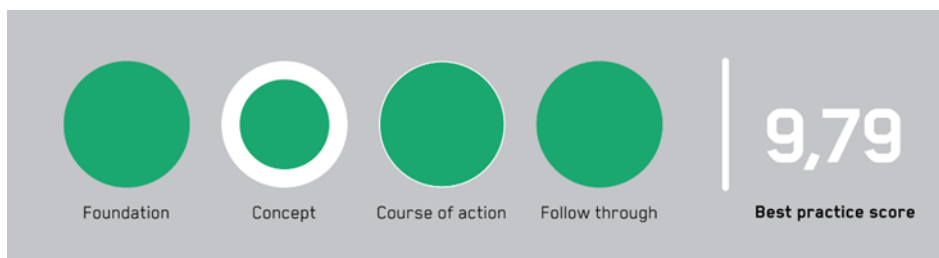
Learning points

- Hiring of IPS consultants with the same linguistic and cultural background as the participants strengthens the possibility of engaging with participants on familiar ground. Furthermore it ensures that they feel seen and heard in their own language. At the same time, management must be prepared to work purposefully toward implementing diversity in the workplace.
- In some cases, it soon becomes clear that the obstacles in relation to the labour market are very small and easily handled, perhaps in cooperation with an employer. In some cases, problems are resolved when the participant begins work.
- Stringent and methodical programmes that focus on regular work can generate positive employment results for refugees with trauma.
- Work with IPS requires an ongoing leadership focus on method and a continuous follow-up on methodological fidelity.



Prerequisites

- Municipalities referring participants for an IPS integration process must be prepared to accept individualised processes that take the participants' wishes and preferences as starting point and which aim at the participant's ownership of the process and autonomy over their own life.
- Bilingual consultants with little or no experience of the Danish labour market make it necessary to have a clear and unambiguous communication about demands and expectations. They also make it necessary to have a close management follow-up on goals, boundaries and direction to ensure a shared understanding.



5. Vocational assessment initiatives

The category of Vocational assessment initiatives is found in both the literature as well as in ongoing initiatives. The category is defined on the basis of the following key elements:

Table 6: Category: Vocational assessment initiatives

Key element	Initiatives	Literature
Thorough mapping of resources, needs of support, and interests of the individual participant	Framsteget	Bylin, 2017
Need for individually tailored support and programme		Bylin, 2015
Holistic assessments through individually tailored work placement	Business Training	COWI, 2018
Need for early detection of health issues		Vilhelmson, Östergren and Cuadra, 2015 and Norling, 2015
Need for comprehensive mapping of life and family situation (in the establishment phase)		Eriksson Sjöö, 2014

Source: Own analysis of the key elements in initiatives and literature.

5.1 Working methods in Vocational assessment initiatives

The methods in these initiatives are primarily specific tools, that is, e.g. questionnaires that can be used in the assessment work. These methods are primarily used with the purpose of exploring the resources and motivation of the individual.

Both in the practice examples and in the literature, there are several proposals for specific tools to uncover resources and challenges in relation to the labour market. The tools mentioned were not specifically developed for refugees and immigrants but for broader target groups. For reference to specific tools and materials see box 4.

The purpose of applying the methods – as also seen in the practice examples – is to design the correct plan for the participants and find their motivation and resources.

It is essential in the Vocational assessment initiatives to establish good relationships and trust between participants and employees. Relations and trust are primarily mentioned in the practice examples, where work is done on building relationships via interviews. The techniques in the process are resource-oriented and empathetic counselling methods.

Box 4

Specific tools for assessment

Assessment tools mentioned in the literature or used in the practice examples

- SASSAM – Strukturerad Arbetsmetodik för Sjukfalls utredningar och samordnad rehabilitering (Structured working methodology for assessing illness and coordinated rehabilitation), which was developed for assessing recipients of sick pay. SASSAM is mentioned in one report as a possible tool for the target group (Försäkringskassan och Arbetsförmedlingen, 2016).

Link to SASSAM map: https://www.forsakringskassan.se/wps/wcm/connect/713c62a9-e2c2-461b-a81a-63340d6368d2/SASSAM_karta.pdf?MOD=AJPERES

Link to SASSAM method guide: https://www.forsakringskassan.se/wps/wcm/connect/354c5618-023d-45c1-8aac-eaf69bob40a0/sassam_metodhafte_2011_08.pdf?MOD=AJPERES

- FIA – Förutsättningar Inför Arbete (Prerequisites for Work), which is a tool for assessing unemployed persons with unclear challenges, who have been on welfare benefits around 5 months or more. FIA is used in Hela Familjen 2.0, which is described on page 60.

Link to FIA interview guide:

<http://www.socialstyrelsen.se/SiteCollectionDocuments/2017-7-1-FIA-intervju-omraden.pdf>

Link to FIA manual:

<http://www.socialstyrelsen.se/Lists/Artikelkatalog/Attachments/20647/2017-7-1.pdf>

- DOA – Dialog om arbetsförmåga (Dialogue about Working Ability (DWA)), which is a questionnaire based on the participant's self assessment, observations and dialogue. Fremstegat use DOA in their practice (see page 46).

DOA can also be found in English and can be purchased from this website: <https://www.arbetsterapeuterna.se/Om-forbundet/Forbundets-forlag/Dialog-om-arbetsformaga-DOA/>

5.2 Knowledge base in the literature study for Vocational assessment initiatives

There are two studies of specific interventions that document the effectiveness of working with Vocational assessment initiatives. In addition, there are four references in the literature study that substantiate the relevance of working with Vocational assessment initiatives.

The two studies of specific interventions are, respectively, a concluding evaluation and a midway evaluation of the two practice examples, as presented in section 5.3. The concluding evaluation of the Framsteget project shows that 7 out of 25 participants found work or started education following the project consisting of vocational assessment and individually tailored support (Bylin, 2017). The midway evaluation of the Business Training project is primarily qualitative and based on interviews with the target group among other measures. The evaluation shows that the target group have

a need for individually adapted processes and that they, through the project's holistic assessment, experience increased self-confidence in relation to the labour market (COWI, 2018).

One main recommendation of the preliminary study for the Framsteget project is that the target group have a need for very individualised, adapted processes in order to achieve economic self-reliance. The preliminary study investigated the target group and its needs by way of qualitative interviews and mapping of project initiatives (Bylin, 2015).

Two mappings of effective initiatives recommend performing a vocational assessment early in the integration process. This early assessment is primarily focused on detection of refugees' health issues. Both reports conclude that early identification and efforts in relation to poor mental health contribute to the progress of the individual – both in relation to health and the labour market (Vilhelmsson et al., 2015 and Norling, 2015).

Based on qualitative interviews with professionals and the target group, Eriksson Sjöo states that a detailed and holistic mapping of the individual's life circumstances contributes to a better integration process and better labour-market directed initiatives. Following mapping, the initiatives are better able to take the individual's life circumstances and needs into account (Eriksson Sjöo, 2014).

5.3 Examples of Vocational assessment initiatives

Two of this study's practice examples belong in this category: The Swedish initiative, "Framsteget", and the Danish initiative, "Business Training".

"Framsteget" is the only concluded practice example in this study. The project has been included because the company, Inda.nu, continues to perform comparable initiatives which made it possible to visit project managers and employees from the project.

The employment results are 28% for both initiatives. The measurement of outcomes is based on an evaluation report for "Framsteget" and "Business Training's" own calculations.


These practice examples are both relatively short-lived and for a target group with relatively complex challenges. Both actors have pointed out in interviews that an expansion of the projects' duration would likely affect the results positively.

Both initiatives work with assessment methods that are based on trust between participant and professional. In both initiatives, the assessment takes place in companies and the process is seen as a way to highlight the resources of participants – not least for themselves.

Practice example 4: Framsteget (Progress)

Framsteget

Progress



Sweden

Actors
Inda.nu

Contact person
Anna Bylin, email: anna.bylin@inda.nu, telephone: +46 70 7884440, www.inda.nu

Purpose
Participants start regular work or education.

Target group for initiative
People with non-Swedish ethnic background with reduced functional capacity or PTSD, or suspected reduced functional capacity/PTSD.

Number of participants with trauma in the initiative
14 (out of 25).

Duration of initiative
1 year – 2016.



Background and results

Framsteget was a one-year project that was concluded in Sweden in 2016. The project was based on Supported Employment but with extra emphasis on mapping participants' resources and need for support. The project consisted of individual interviews focused on mapping participants' resources, group activities and work placement and/or work. In addition, a psychologist was attached to the project whom participants with trauma-related issues and need for support could be referred to.

The project was aimed at unemployed persons of non-Swedish ethnic background who had concluded the two-year establishment programme and who had reduced functional capacity and/or PTSD or suspected reduced functional capacity or PTSD.

The private actor Inda.nu carried out the project in cooperation with Askersund, Laxå, Hallsberg and Kumla municipalities, Försäkringskassan och Arbetsförmedlingen, Region Örebro County. The project was financed by FINSAM Sydnärke (Financial coordination of rehabilitation efforts between employment agencies, the social insurance fund, municipality and county council/region).

Before Framsteget was launched, Inda.nu conducted a preliminary study called “första steget (first step)” which estimated the size of the target group in the area and their need for a tailored labour market initiative (Bylin, 2015)

The purpose of the project was that participants should progress towards economic self-reliance. 25 people took part in the project and of these 7 were working or studied after the initiative was concluded.

In addition, an analysis of the socio-economic benefits of “Framsteget” was carried out. The analysis showed that Framsteget could be expected to pay for itself after 22 months and that after 5 years would provide a socio-economic saving of 4.5 million SEK. This calculation was based on the data about the 25 participants in the project and presupposes that they maintain the status they had at project’s end.



Work with the key element

The key element of Framsteget is a thorough assessment of resources, needs of support, and interests of the individual participant.

Framsteget used a specific method within Supported Employment called SATSA that was developed for persons with Asperger syndrome. SATSA stands for Samverkan, Asperger, Till, Sysselsättning, Arbete (ed. In English: Cooperation, Asperger Syndrome, for, activity, work). SATSA has three stages:

- Mapping of strengths, support needs and areas of interest to the participant;
- Contact with relevant workplaces;
- Work placement/work with ongoing follow-up with participant and employer.

The SATSA method has a more thorough and more comprehensive mapping phase than Supported Employment traditionally uses. The mapping phase lasted between 3 and 6 months and was primarily carried out via weekly individual interviews with job consultants employed on the project. The mapping dealt with participants’ work background, education, resources, wishes, health status, and support needs.

In order to benefit from the individual interviews, it was necessary to spend time and energy on building a secure relationship between participant and job consultant. Consultants typically used the first interviews to this end.

The individual interviews were based on an empathetic and a salutogenic approach where the focus is on participants’ strengths and the factors that contribute to the participant’s health, perception of meaningfulness and coherence in life. In the interviews the job consultants asked about values, resources and dreams. The method provided an insight into participants’ strengths and skills and contributed to a shift in focus among participants where they gradually gained greater focus on those things

that functioned well in their lives and the skills they could use in the labour market. In this context, it also made a difference that there was a psychologist attached to the project whom participants with trauma-related challenges could consult. The psychologist could work with trauma-related symptoms and coping in parallel with the more work-oriented efforts.

As support for the job consultants' mapping, interview forms were used, in particular the self assessment material, DOA/DWA (Dialog Om Arbejdsevne/Dialogue about Working Ability). The material consists of a series of questions posed to the participant within such areas as roles and habits, physical condition, cooperation and communication skills. For each question, participants had to assess themselves on a scale of 1 to 5. It was occasionally challenging for participants to answer the questions and understand the format as they had not previously filled out self-ratings. Despite which, DOA functioned as a relevant point of departure for interviews about labour-market oriented skills. In addition, the job consultant could use the tool to support the participant in discovering their own resources. The tool proved to be both relevant in relation to exploring resources and for having a dialogue on possible limitations.

For participants who had no labour market experience, education or who had limited language skills the form was less useful as several questions required prior knowledge of the labour market. The assessment also took place, therefore, via observation during team-based activities and individual interviews as well as via assessments during work placement.

The experience from Framsteget is that there is a need to spend a good deal of time and energy on mapping, both for participants to discover their own resources and to acquire sufficient knowledge about participants in order to make a correct match with companies.

Many of the participants had not previously considered their resources in this way. The mapping therefore gave participants a new self-insight and self-confidence as to which of their resources and skills could be of use in the labour market.

The job consultants experienced that a more thorough and systematic mapping made it easier for them to find relevant companies and prepare them, which resulted in more successful matches.



Learning points

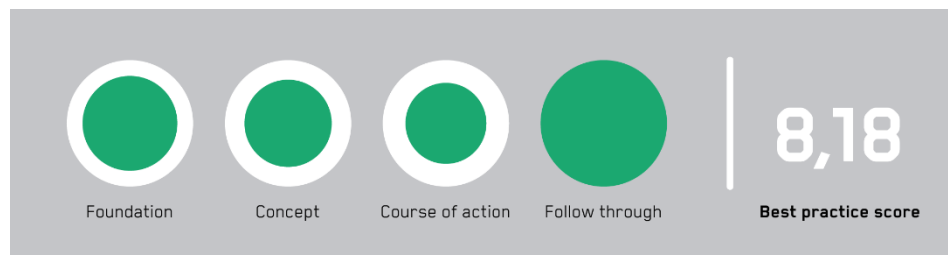
- Resource focus as well as time spent on thorough mapping of resources can boost participants' self-confidence and belief in a future in the labour market.
- Assessment forms can act as a point of departure for relevant dialogue around labour market-oriented skills.

- For participants without labour market experience and with few language skills the assessment is best achieved by way of observation during activities.
- Successful company matches requires participants who have been thoroughly assessed and who have gained an insight into their own resources and limitations.



Prerequisites

- Consultants who have been trained in using an empathic approach for interviewing and in applying DOA/DWA or an equivalent form for assessment.
- Resources and the time to work on building trust and focusing on what works.
- Access to psychological assistance when required.



Practice example 5: Business Training

Business Training



Actors

Integrationsnet (part of the Danish Refugee Council) own and run the project

Contact person

Maja Gammelgaard, Business Training, Integrationsnet, email: maja.gammelgaard@drc.ngo, telephone: +45 60202370

Purpose

To include socially marginalised refugees and traumatised refugees and reunited family members in the labour market of Southern Denmark.

Target group for initiative

The target group is refugees and reunited family members who received asylum in 2014 at the earliest and who do not benefit from the standard employment initiatives and who, for example, have physical, psychological or social challenges but not severe trauma or substance abuse.

Number of participants with trauma in the initiative

86 persons are or have been participating in the project. The project will accept 144 participants in total over a three-year period. The vast majority have trauma, and many have received or are receiving treatment for this.

Duration of initiative

The project period lasts from 01/10/2016 to 01/10/2019. An individual process in the project lasts 26 weeks with the possibility to extend up to 52 weeks.



Background and results

Business Training has been allocated funds from the European Social Fund under Growth Forum (*Vækstforum*), Southern Denmark. The purpose of the project is to include marginalised, newly arrived refugees and reunited family members in the regional labour market. The background to the project is partly the shortage of labour in the area and partly a wish to promote a more resource-oriented view of marginalised refugees. The starting point for the project is to develop the hidden labour reserve that exists in this target group. The project will provide an opportunity to assess and develop the target group's skills in relation to a future in the labour market.

A Business Training programme is individually tailored and consists of screening, training, individual interviews, a “place and train” process in a local company, support service for the company and a mentoring process should the refugee want this. To be accepted on the project, a participant must be assessed to have the potential, in the short or long term, to participate in the labour market and be able to take part in the project for a minimum of 15 hours a week. Referral to the project takes place via caseworkers in the participating municipalities.

The partners in the project are Kolding Municipality, Business Kolding and Integrationsnet. In addition to Kolding Municipality, the project has extended to include Odense, Haderslev and Vejen municipalities. Management of the project lies with Integrationsnet, a consulting firm under the auspices of the Danish Refugee Council.

Among the expected outcomes is that 100 of 144 participants complete a programme, that 12 find regular employment or become self-employed, that 23 find subsidised employment and that 30 actively start seeking a job immediately after completion. The status approximately two thirds of the way into the process is that 46 of 86 refugees have completed a programme in Business Training. Seven of these have obtained regular work, one has become self-employed and one has started on an SU-entitled course of education. An additional four have found jobs with subsidised wage and six are seeking work after completing the project. Some participants have left the project because of other challenges unrelated to unemployment. Based on the documented results in the midpoint review, Business Training has been allocated extra funding for one year, which means, among other things, an extension until 31/12/2020 and 100 extra places as well as an offer of after-care.



Work with the key element

The key element in Business Training is a holistic assessment through individually tailored work placement. This takes place via early work placement combined with efforts on mapping the group’s social and psychological challenges. The initiative is aimed at inclusion in the job market and the result may consist of regular work, subsidised employment or work placement.

The consultants in project have various professional skills to cover teaching and professionally qualified follow-up in relation to social, psychological, health-related and employment-oriented challenges. For example, a nurse is employed to support participants who need to cope with specific health issues in order to manage a job.

Business Training has developed a detailed screening tool for assessing the target group. This encompasses information on education, former employment, health, motivation and an evaluation from a case worker who referred the participant to the project. After this, Business Training invites the refugee to an interview with the

completed screening as a starting point. Based on this, an individual plan for the programme is drafted taking individual skills, needs and potentials into account.

A significant part of the target group proved to be quite undescribed in regard to qualifications, skills and health. In several instances, the municipal caseworkers and participants focused primarily on health obstacles and to a lesser degree on mapping educational qualifications and occupational skills. Just half of participants had been in work placement before being admitted to the project.

The challenges of the participants are sometimes greater or more complex than expected. For example, these may include illness or problems concerning children, which may necessitate sending the individual back to the municipality until these challenges have been resolved. It can also be the case that a participant has been incorrectly assessed as unmotivated even though the obstacle may be something entirely different and be easily taken care of.

Finding the right work placement is based on the participant's own wishes and potentials and a work placement is only established when a relevant match between company and refugee has been found. The participant is encouraged from the start to act as their own job consultant and the project helps them to define a series of sub-assignments on the way to their goals. In this way, the participant is given shared responsibility from the beginning and is led through a process in which they experience that they themselves can alter their situation. This cooperation with the refugee is largely conducted through individual interviews and continues throughout the process. The empowerment-oriented method in Business Training and the possibility to have one's skills acknowledged in a company have meant, for some participants, that they have regained motivation and a belief that they can find work.

The purpose of the training includes giving participants knowledge and understanding of the norms/standards and behaviour in a Danish workplace. According to need, the individual participant may have a mentor appointed. The criterion for being assigned a mentor is that there are obstacles that need to be taken care of. A mentoring assignment can have various purposes depending on which type of challenge it is aimed at.

Individual follow-up while the participant is in work placement can focus on progression in the placement. It can also be about conditions in other parts of the participant's life that might be important for being able to focus on getting a job. It can also consist of help for very specific issues such as handling doctor's appointments, job centre interviews or challenges in connection with children's illnesses.

The collaboration with companies is based on a continuous contact with the same contact person. Project follow-up is close – as a rule, weekly – but this can vary in line with needs and agreements. The follow-up deals with how things are going and whether something needs to be changed, for example, in connection with working hours or assignments. At tripartite meetings with the refugee and company a progress form is filled out based on the company's indications of how the participant is performing in the placement. The project also offers a 24/7 support service to companies which means they can always phone if they need support. This service is judged to be a decisive prerequisite for the involvement of companies in the process.

According to the midpoint evaluation, participants experience team sessions, work experience and relations with the project's employees as being especially valuable. Refugees gain more self-confidence when they have their skills assessed and experience that they can use and develop their skills at a workplace. It is worth drawing attention to the point that a time-limited programme may be less suited in such complex cases, just as there exists a risk that the participant's connection to the labour market may be too fragile if an after-care service is not established.



Learning points

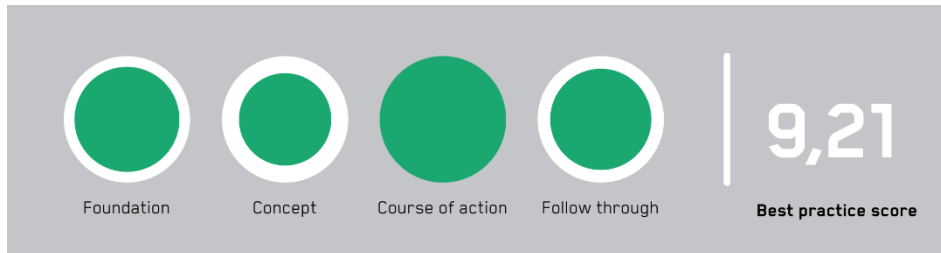
- If the municipality has not performed systematic documentation of the target group, their skills and challenges, the project must carry this out if it is to achieve results. This is especially relevant because many from the target group are traumatised or have complex challenges.
- A parallel focus on social, psychological and health challenges contributes to a holistic assessment, which forms a good basis for organising tailored support with the involvement of relevant professionals.
- Tripartite conversations between the company, participant and the project contact person are useful, among other reasons because the participant ascribes greater authority to the company's opinion concerning the possibility of getting a job.



Prerequisites

- Processes that ensure the quality of the municipality's assessments of participants when they are referred to the initiative.
- A broad range of employee skills so that the interdisciplinary initiative is built on professional insight in relation to integration, employment, health, social conditions as well as knowledge and experience of refugees with trauma.
- A holistic view of the target group's resources and challenges together with a resource-oriented approach to the process of assessing and developing skills is important to ensure as many as possible find work or are included in the labour market in other ways.

- Close follow-up and dialogue with both participants and companies, including joint follow-up on the participant's progress and on what is required to obtain employment.
- Access to relevant screening tools/instruments.



6. Holistic and interdisciplinary initiatives

The category Holistic and interdisciplinary initiatives is found both in ongoing initiatives and in the literature in particular. The category is defined on the basis of the key elements from the following initiatives and literature:

Table 7: Category: Holistic and interdisciplinary initiatives

Key element	Initiatives	Literature
Coordination and holistic view	Hela Familjen 2.0	
Holistic view and interdisciplinary cooperation on the participants' individual plans	Avanti	Finsam, 2014, Gullers Group, 2015, Jansson and Wiren, 2016, Widerberg, 2017
Interdisciplinarity can enhance quality and outcomes		Boll, Damgaard and Høeberg, 2014
Cross-sectoral initiatives should build on existing structures		Norling, 2015
Increased need for cooperation between healthcare and labour market actors		Försäkringskassan och Arbetsförmedlingen (Swedish Social Insurance Agency and Public Employment Service, 2016)
Wish for increased interdisciplinary cooperation		LG Insight, 2013
Need for a broader conceptualisation of work as meaningful activities and the involvement of civil society		Vilhelmson, Östergren and Cuadra, 2015

Source: Own analysis of the key elements in initiatives and literature

6.1 Working methods in Holistic and interdisciplinary initiatives

In this category there are methods that deal with organisation and coordination of the cooperation between various administrations and/or professional groups, especially healthcare and labour market actors, and there are methods that are focused on the individual participant in the process.

The methods of organisation and coordination describe, for example, how to arrange collaboration, which professional groups should take part and how to achieve respect for each other's professional viewpoints.

It can be effective to establish collaborations and efforts based on existing structures rather than project organizations. Permanent structures increase the potential to focus on the individual and acquire a more flexible collaborative process

(Norling, 2015). Time needs to be set aside to establish mutual understanding and communication when working across disciplines and there must be clear shared goals for the work (Boll, Damgaard and Høeberg, 2014).

The methods directed towards the individual participants have a holistic approach. In practice, this means that even though employment is the objective for initiatives in this category, the support might be given in relation to, for example, health and social networks. The methods seek to take account of the complexity of the individual's life situation and work on those factors that have led to, or keep, the individual in unemployment and in poor health. The holistic focus may be directed towards the family, as in the "Hela Familjen 2.0" example where there is a focus on how the well-being of a partner or children impacts on the individual's employment situation.

Box 5

New initiatives should build on existing structures

How to think of implementation when planning a project

Norling recommends, based on an analysis of various successful initiatives, that new initiatives should build on existing structures. He argues that permanent structures ensure the necessary preconditions for focusing energy on developing the collaboration rather than constructing and rebuilding temporary cooperative structures.

In keeping with this recommendation, "Hela Familjen 2.0" works toward improving processes within existing organisational structures. They change the flow of resources – and time and energy in the work – but not the fundamental organisational set-up. This may be a way to ensure more sustainable project initiatives.

Source: Norling, 2015

6.2 Knowledge base in the literature study for Holistic and interdisciplinary initiatives

There are four evaluations of the same intervention which document the effect of working holistically and interdisciplinary. In addition, there are five references in the literature study that substantiate the relevance of working holistically and across disciplines. The references deal both with newly arrived refugees and refugees who have been long-term unemployed. The target group in the publications all have complex occupational, health-related and social challenges.

The specific intervention evaluated is a project in Malmö called PTSD-Centret. PTSD-Centret's initiatives have been carried forward in Avanti which is described as a practice example in section 6.3. There are three evaluations of the PTSD-Centre, which include quantitative result measurements. The three reports state that between 35 and 70% of participants in the initiative have continued on to work or studies following the project, which is described as holistic and interdisciplinary. The final evaluation is qualitative and concludes, among other things, that interdisciplinary cooperation

contributes positively to the individual's rehabilitation and the project's results (Gullers Group, 2015).

In a study of the initiatives for refugees with trauma in Denmark, it was concluded that traumatised refugees have difficulties managing complex processes with many professionals involved. Therefore, it is recommended that someone manages and coordinate their contacts to different professionals. The report describes how the majority of Danish municipal employees who were questioned did not agree that efforts for traumatised refugees were coordinated, holistic and based on interdisciplinary collaboration (LG Insight, 2013).

Several of the reports underscore the need for a functioning collaboration between employment initiatives and healthcare actors (LG Insight, 2013, Försäkringskassan and Arbetsförmedlingen, 2016 and Boll, Damgaard and Høeberg, 2014). In evaluating "Brug for Alle (Use for All)", it was assessed that the participation of healthcare personnel in an interdisciplinary team helped participants with psychiatric disorders to feel they were taken seriously (Boll, Damgaard and Høeberg, 2014).

Based on a mapping of effective initiatives, Norling describes how an early focus on strengthening the individual's health can positively contribute to results in other life areas by enhancing, for example, the ability to learn and social skills. (Norling 2015).

A Swedish report that investigates existing tools and methods to make more newly arrived refugees enter into the labour market, points out that part of the explanation for why the target group does not receive a relevant and coordinated initiative is that the health issues of the target group are not identified due to structural barriers (Försäkringskassan och Arbetsförmedlingen, 2016).

For some refugees it may make sense to think of employment in less conventional ways and consider the possibility of involving civil society and associations to a greater degree. The argument is that participation in social contexts driven by interests can be the route to employment and entrepreneurship. The analysis is based on a project on refugee health in the establishment process (Vilhelmsson, Östergren and Cuadra, 2015).

Box 6

Working with integration and gender equality

Do refugee men and women receive the same employment services?

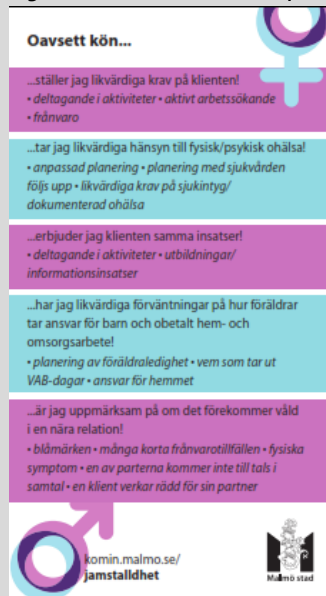
Employment statistics show that men with a refugee background fare better than women (Simic [ed], 2018). This is partly due to the women's lack of employment experience, but several studies also point out that it is due to men being offered more employment-oriented services (ibid. and Styrelsen for International Rekruttering og Integration, 2018).

In Sweden, a major project is underway to test gender equality initiatives for women with a non-Swedish ethnic background. Among other things, the project will test the effects on women's employment when women are offered services that are qualitatively the same as for men. The project will run from 2018 to 2021 and will also examine Supported Employment for women. Read more about the project here: <https://www.esf.se/sv/Resultat/Projektbanken-2014-2020/Alla-Projekt/Jamstalld-etablering/>

Working with gender equality does not necessitate rethinking the initiative itself, rather it requires a constant attention in all initiatives on ensuring equal treatment and on countering stereotypical conceptions of gender. In a report about the Swedish labour administration's efforts it is recommended, among other measures, to actively test for and ensure that women receive the same meetings, support offers and services as men. This recommendation also applies to women and men who receive a more trauma-specific initiative (Cheung, 2018, p. 33).

In Hela Familjen 2.0 a simple checklist is used to ensure attentiveness to equality. This list helps employees to remember to provide the same information to both men and women. The checklist can be issued as a sticker, for example, to be placed where the caseworker can see it when conducting interviews:

Figure 2: Checklist – Gender equality



Source: Reproduced with permission of Hela Familjen 2.0

6.3 Examples of Holistic and interdisciplinary initiatives

Two Swedish examples of practice have been chosen in this category, both of which are carried out in Malmö. The "Hela Familjen 2.0" initiative is a holistic initiative. This initiative is not only for refugees with trauma symptoms but for families who have been on welfare benefits for a longer period. "Avanti" is an interdisciplinary initiative aimed specifically at refugees with trauma and/or exile stress.

The employment results are between 24 and 38%. The measurement of outcomes is based on the initiatives' own reports.

Both practice examples are based on previous projects. "Avanti" continues a previous initiative called "PTSD Center" and before that "Exigo" and "Introrehab". "Hela Familjen 2.0" is based on the "Hela Familjen" project. All the earlier initiatives were evaluated and it was found to be relevant to continue the initiatives in an adapted form. It was decided that "Hela Familjen 2.0" should continue as part of normal services in Malmö, based on the good results of the initiative.

The target groups for these two initiatives have relatively complex challenges. In the two practice examples, inspiration can be found for how to work on motivation and readiness for change among refugees with long-term unemployment behind them, how to organise interdisciplinary collaboration and how to work holistically with parallel services.

Practice example 6: Hela Familjen 2.0 (The Entire Family 2.0)

Hela Familjen 2.0

The Entire Family 2.0



Sweden

Actors

Malmö Municipality, Social Services in all five areas.

Contact person

Magnus Sjöberg, Hela Familjen 2.0, email: magnus.sjoberg@malmo.se, telephone: +46 708 306 559

Purpose

To promote employment and prevent future labour-related problems and social exclusion.

Target group for initiative

Adults with children in Malmö who have received social benefits for at least 24 months.

Approximately 70% of participants come from refugee producing countries. They have been unemployed for at least 4 years, as the first 24 months is only counted after the two-year Swedish integration period.

Number of participants with trauma in the initiative

It is estimated that approx. 30% of participating refugees have trauma-related problems. This equates to approximately 151 participants out of 719 adults in total in Hela Familjen 2.0.

Duration of initiative

The average enrolment period is 18 months but there is no time limit as long as the project continues.



Background and results

The personnel at Hela Familjen 2.0 are municipal employees and the project's activities are integrated into the services of Malmö Municipality's five social services. The project receives referrals directly from the standard employment services. 15 caseworkers are employed, each with a caseload of 30 families, which is half as many as the standard services. A case encompasses an entire family and the task of the caseworker is to offer a hand-held and holistic service in a close and ongoing cooperation with the adults in the family and other actors around the family. The caseworker focuses both on the entire family and individual family members. He/she considers all factors that may impact the family's well-being and the parents' ability to find work. These may include health, housing, finances, network, children's schooling etc.

Hela Familjen 2.0 is financed by the European Social Fund and will run during the period 01/01/2017 to 31/01/2019. The project builds on experiences from a previous three-year project, Hela Familjen, which produced positive results for families on long-term public benefits. The target group for Hela Familjen 2.0 is parents in families with children who have been on public support for an extended period and who remain outside the labour market because of complex problems.

The goal of the project is that parents find work and, if not, that they have completed a process that brought them closer to economic self-reliance. The success criterion up to 31/10/2018 (end date before extension) is that 120 of at least 600 individuals have achieved economic self-reliance and that 380 women and men have come closer to self-reliance. As of 31/10/2018, 817 persons had been referred to the initiative and 195 persons out of 315 who completed had moved on to, respectively, a job or education (30 were studying). Halfway through the project, 328 out of 471 persons had moved closer to the labour market on one or more parameters.

In the mid-way report it is estimated that because of the project Malmö Municipality will save overall a minimum of SEK 16 million in 2018 and 2019 if project participants continue to move on to employment at the same rate as before and maintain their economic self-reliance in the period. Final economic calculations are expected to be carried out in connection with the project's final evaluation.



Work with the key element

The key element in Hela Familjen 2.0 is coordination and a holistic approach. The ability to maintain a holistic view of the family is facilitated by the caseworker having fewer cases and more resources to dedicate to the family. This creates a better flow in the initiative because problems are resolved when they are identified and without unnecessary delay due to a high workload.

The main activity of Hela Familjen 2.0 is interviews. The first interview is used to provide information to participants and create an overview of the family, including number of children, where they attend school, plans for economic self-reliance, language school affiliation, health challenges, etc.

By way of this close cooperation with the family and other actors, prerequisites are revealed and realistic plans for how the parents can find work are put in place. This demands an exploratory approach to the family's challenges, as it is not always obvious what the actual obstacle to the parents finding work is. The simultaneous focus on all members of the family and their individual needs – and the collaboration with relevant actors around the individual – ensures that each member of the family makes progress and thus increases their potential for self-reliance. This also applies, for example, to children and young people in the family, if they do better in school or start a course of

education. Thus, it is not just individual persons but the whole family that is making progress and has its resources strengthened.

In complex cases, where it is unclear what the participant needs help with, the FIA (Förutsättningar Inför Arbete) mapping tool is used. In practice, the caseworker performs an individual interview with the participant, that touches upon various life areas within the themes of social relations, goals and work, combined with labour market efforts and requirements. Factors that may constitute an obstacle to work are addressed and the caseworker subsequently drafts an overall assessment. This is shared and discussed with the participant, who then takes part in prioritising future efforts. The project considers this a good tool for clarifying challenges and what needs further work. The tool also functions well in relation to refugees. In families, an interview is conducted with both husband and wife so that the individual's support needs are clarified. Working with FIA is so extensive and time-consuming that there are insufficient resources to use it for all participants in the initiative.

During the process, there are individual interviews with all participants at least once a month. In these, the caseworker continually follows up on factors affecting the participant's situation and the other activities family members are involved in. Health-related challenges are consistently followed up on, and the caseworker helps with ensuring that a correct medical assessment is made, if this has not already been done. Refugees who are ill and know no Swedish need a great deal of help in getting their diagnoses and possibly in applying for early retirement (ed.: førtidspension). The caseworker can assist in this by engaging a doctor and involving the municipality's health and care administration in order for any needs of home support to be clarified.

Children are a secondary target group in the project and the caseworker always asks about them during interviews with parents. This may be regarding school, health, leisure activities, need for special funding for bus passes or excursions and guidance on how to find free activities for kids, of which there are many in Malmö.

In relation to specific services aimed at the labour market, the caseworker cannot provide the services themselves, but have a range of referral options. Referral can be made to Avanti (formerly PTSD-Centret) for refugees who suffer from trauma, to work placements, health examinations or other. Refugees will often be enrolled in language courses before starting the project. The point is that the participant remains in the Hela Familjen 2.0 initiative while participating in other activities – and that the project primarily consists of coordination and interviews with the participants.

For long-term unemployed participants who have not worked for many years or perhaps never, the route to a job may appear long. To make progress visible to the participants, the project attempts to measure sub-goals on the route to a job. This takes place at the start, midpoint and at the end of the process. The measurement is carried out by the caseworker who records to what extent the participant has fulfilled a series of fixed, defined sub-goals on the route to a job. If the participant has fulfilled a new sub-goal since the last measurement, progress has been made. The measurement is used as documentation, but also allows the project to take further interest in and explore possible explanations for participants who have not made any progress.

The project's work with entire families has helped to focus on gender equality. Male participants spend more time on the project than women, even though, in principle, the requirements are the same. This has led to the project now attempting to consciously set equal demands and have the same considerations, expectations and attention points regardless of gender. From an individual point of view, it need not be a problem in refugee families that a woman would like to work with children or that a man wants to be a mechanic or bus driver. But if this is a pattern for many, it may be because they do not see other possibilities and lack knowledge of what they might otherwise aim for. That is why information is a large part of the work and sometimes the participants see new opportunities (see page 58).



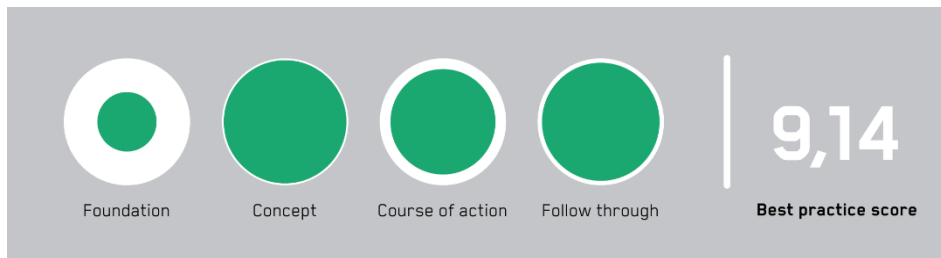
Learning points

- A holistic view and specific assessment tools can help to find the causes of long-term unemployment. Including the specific FIA tool (Förutsättningar Inför Arbete).
- Time taken to work on relationships and trust can overcome resistance in families with many less than positive experiences with the system.
- By applying a few principles, it is possible, via interviews with participants, to actively work on equality so that women and men in refugee families are given uniform demands, considerations and offers.
- Interdisciplinary coordination and cooperation on complex cases can lead to faster results and better conditions for the children in the future.
- Systematic documentation of steps on the way to the labour market creates an overview of the process.



Prerequisites

- Fewer cases per caseworker make it possible to work with the family in depth and to attend to the individual family member's needs.
- A holistic view of the family and the possibility of adapting employment-oriented efforts to individual wishes and needs.
- Standardised tools and procedures for assessment.
- Skills to explore complex problems in cooperation with participants and ability to involve and consider both adults and children.
- Documentation of processes and results as a precondition of funding.



Practice example 7: Avanti

Avanti



Sweden

Actors

Malmö Stad (Malmö Municipality) project owner, coordinating authority.

Komvux Södervärn – Swedish for Immigrants (Sfi). Six language teachers are involved in the project. Arbetsförmedlingen (Employment Service). Three job consultants are involved in the project. Röda Korset (Red Cross) – Treatment Centre for Victims of War and Torture; Avanti has 40 places at the centre.

Skåne Region, Refugee Health (Flyktinghälsan). Participates with a nurse and a doctor for guidance and information.

Contact person

Pia Werninge, email: pia.werninge@malmo.se, telephone: +46 709 442 605

Purpose

To enhance health, quality of life, language skills and knowledge of Swedish society and to support the target group in achieving economic self-reliance through work or education.

Target group for initiative

Participants from 18 years and older who are registered with the unemployment service, need Swedish language instruction and who – because of war-related trauma and/or migration-related stress – experience symptoms of, or have been diagnosed with, PTSD.

Number of participants with trauma in the initiative

102

Duration of initiative

It is possible to be enrolled for 18 months with the option of extension if progress has been made.



Background and results

Avanti (formerly PTSD Center until 31/12/2017) is a holistic and interdisciplinary labour market initiative in Malmö Municipality for refugees with trauma or migration-related stress. The initiative is an offer to unemployed participants in the target group who are not able to take part in the regular employment-oriented services or learn Swedish at the normal pace. The aim of the initiative is that as many participants as possible come

closer to the labour market and experience improvements in health. Avanti has 120 places and almost 20 employees.

PTSD Centret/Avanti has existed since 2012 when it came into being as a fusion of two different rehabilitation centres for refugees. Since the start of the year it has primarily been financed by Finsam (Financial coordination of rehabilitation initiatives between the employment service, social insurance fund, municipality and county/region). Malmö Municipality continues to be the project owner. The name change to Avanti was instigated by a desire to reach a broader target group than the former name signalled. With new funding from January 1, 2018, the initiative has been given an intensified labour market focus both in terms of content and personnel, though the outcome goal remains the same.

One of the criteria for success is that 40% of the participants start work or studies that qualify for educational grants. Avanti looks as though it will achieve its objectives, as the final report for PTSD Center 2015-2017 shows a result of 35% who have started work or studies. Furthermore, their own status measurement for the period 01/01/2018 to 12/11/2018 shows that 50% have started work or studies (38% excluding regular Swedish for Immigrants classes). The overall results for 2018 up to 12/11/2018 show that 84% have concluded the project with a "positive result". They have either started work, job-seeking, studies or had had their rehabilitation needs clarified.



Work with the key element

The key element in Avanti's initiative is a holistic view and interdisciplinary collaboration around the individual participant's plans. Key concepts of Avanti's work are a holistic perspective, working in parallel, cooperation and a strong focus on the goal being employment.

Coordination and cooperation take place via cooperation meetings with the involvement of all levels in the organisation as well as management from the respective partners: donors, the employment service, the region, SFI (Swedish For Immigrants) and the Red Cross. The meetings reinforce a shared direction, transparency and familiarity with each other's competencies and thus contribute to creating coherence in the initiative for participants. Participants are involved via a participant council consisting of two participants from each class and two employees.

Avanti offers four parallel tracks to all participants: work, language, health and treatment. All services share the same location which is crucial for maintaining the holistic perspective. Partly because participants have easy access to all activities without the need of transport from place to place, and partly because collaboration across professions happens on a daily basis.

When participants start in the initiative they take part in one or more assessment interviews where a psychologist and a caseworker or job specialist are present and work on the plan of action begins. Language, psychoeducation and labour market initiatives also begin early on, so the activities can run in parallel. Any necessary treatment is started later. Large demands are made of participants that they complete the process and that they keep up. Much of the follow-up takes place in groups where it is discussed what is going well and badly. In relation to individual plans of action, some of the most important work is to get participants to have a realistic picture of themselves in the process towards employment. In this, open and frank communication is strived for and the participant is encouraged to split their goal into stages.

The plan of action is drafted at the start of the process and needs to be renewed if changes occur. The process itself is documented in the journal. Work is also carried out on implementing a form of survey which the participant must fill out at the start and end of the process and which contains questions regarding the services. Extensive follow-ups also take place at least every third month. In general, this is a target group that needs various aspects of the initiative explained and clarified and who also need help with many other matters. A lot of time is spent on dialogue so that participants can gain a better understanding and ownership of the process. Activities are regulated by a weekly schedule.

Swedish language courses at Avanti are adapted to the target group and their typical challenges such as memory problems, concentration problems and stress. An official curriculum is followed but the pace is slower and classes have fewer attendees than in other SFI schools.

The work preparatory initiatives consist of labour market information, career guidance, CV writing, study visits to businesses or visits from companies to Avanti. The work aimed at companies consists of matching and coaching, adapted work training and work placement with close follow-up and employer contact. The participants who start to work after being in Avanti predominantly go on to subsidised employment that has been established as part of the initiative.

The health-related rehabilitative efforts consist of supportive interviews; advice and guidance, psychoeducation, health promotion and nature rehabilitation. Part of this service is undertaken by Region Skåne. In connection with new funding from January 1, 2018, health promotion and nature rehabilitation activities have, however, been cut back in favour of a more labour market-oriented approach. The treatment part consists of psychotherapeutic and physiotherapeutic efforts conducted by the Red Cross Treatment centre for victims of war and torture.

Avanti has 40 permanent treatment places at the treatment centre. This is not quite enough as at the time of interview there were 38 in treatment and 30 waiting for treatment. To increase the flow, group therapy is used to a greater degree than previously and only participants with a need for individual therapy receive it. Treatment takes place at the Red Cross centre but personnel from the centre are also visible at Avanti as they take care of physical activities and psychoeducation. The queue for treatment is shorter for participants affiliated with Avanti than others. But the queue nevertheless risks creating an imbalance in relation to the other services. The

psychologist at Avanti does not offer therapy but supportive interviews and supports participants in their contact with various authorities.



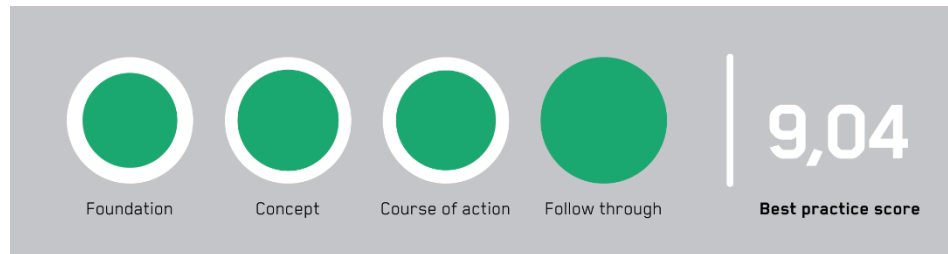
Learning points

- The interdisciplinary cooperation must be anchored at the management level of those actors who provide personnel for the project. This contributes positively to uniform messages from leaders to employees down through the lines in the organisations involved and allows each organisation to assume its share of the responsibility.
- A shared physical location supports the holistic perspective and the interdisciplinary cooperation and has decisive significance for the quality of the initiative.
- Close dialogue and follow-up are crucial for participants to understand the objective and meaning of the initiative and make them capable of taking ownership of their own process.
- Extra time and tailored language courses can eventually lead to the same results for refugees with trauma as in the regular language training system.
- The holistic perspective is challenged by the long waiting list for treatment by the Red Cross.



Prerequisites

- Funding of the initiative that makes possible spending necessary time on dialogue, follow-up, teaching and activities. A close and binding cross-sectoral collaboration between the actors based on knowledge sharing, uniform communication and clear allocation of roles.
- Qualitative and quantitative evaluation and documentation that can contribute to further developing interdisciplinary efforts to the benefit of the target group.



7. Initiatives based on an empowerment approach

The category of Initiatives based on an empowerment approach is defined on the basis of key elements from the following initiatives and literature:

Table 8: Category, Initiatives based on an empowerment approach

Key element	Initiatives	Literature
Influence on personal goals and plans		Norling, 2015 Boll, Damgaard and Høeberg, 2014
Coaching based on the young individuals' self-defined needs	VAMOS – Trail of Involvement for Immigrant Youth	
Need to base the service upon the refugee's own experiences and self-understanding		Eastmond, 2014
Perceptions of what empowerment is are influenced by cultural background		Pooremamali, Östman, and Eklund, 2015

Source: Own analysis of the key elements in initiatives and literature.

7.1 Working methods in Initiatives based on an empowerment approach

Empowerment can be described both as a goal and as a process that empowers individuals and/or groups to act for themselves, achieve their goals and to help themselves and others (Adams, 2008).

Empowerment is more a way of thinking than a specific method (Andersen, 2014). It is about focussing on individuals' strengths and resources and thereby supporting them to trust themselves and to act for themselves. Mobilising the power of groups who are socially marginalised and creating reflection on structural inequalities is also empowerment.

Methods of empowerment include, for example, coaching techniques where the person coached is involved in defining problems and identifying goals. Equality in the encounter is a focal point as it creates a point of departure for enhancing the individual's power to act.

As the goal is that the participant becomes independent of the employee, there is an active focus on the employee not resolving tasks for the participant but rather supporting them to find and execute solutions themselves.

7.2 Knowledge base in the literature study for Initiatives based on an empowerment approach

Four references in the literature study substantiate the value of working with empowerment as an approach for refugees with trauma. There are no intervention studies that directly document the employment outcomes of working with Initiatives based on an empowerment approach.

In the literature, empowerment is considered an instrument to avoid clientisation and passivity. In an ethnographic study of 300 Bosnian refugees in Sweden, Eastmond describes how representatives from the system, in their use of the term “trauma” and by considering refugees as traumatised, contribute to depriving them of the ability to act. The conclusion is that initiatives should deal with refugees’ own self-understanding and problem definitions in order to counteract clientisation (Eastmond, 2014).

In a qualitative study of Middle Eastern migrants who took part in various types of employment-oriented rehabilitation, several describe how they themselves were not party to decisions about their occupation, which gave them a feeling of powerlessness. The same study points out that it is necessary to adjust the conception of empowerment for persons with a more collectivist cultural background (Pooremali, P. et al., 2015, p.233).

A qualitative study of the specific intervention “Brug for Alle (Use for All)” documents that the involvement of participants with complex challenges can be difficult but creates increased value in the initiative, including by contributing to change in the participant’s service (Boll, Damgaard and Høeberg, 2014). A Swedish mapping of effective factors in rehabilitation initiatives for foreign born residents emphasises that the possibility of influencing personal goals and plans positively affects the individual’s motivation and development toward economic self-reliance (Norling, 2015).

7.3 Examples of Initiatives based on an empowerment approach

In this category, a Finnish example of practice has been chosen: “Trail of Involvement of Immigrant Youth”. The initiative is one of many in a larger project, “VAMOS” that is partly co-financed by the European Social Fund.


The results from the initiative are good: 54% have begun an education or started work following the initiative. The measurement of outcomes is based on the initiative’s own account.

This practice example differs from the others in this publication in that it is based on voluntary participation and run by an NGO. Inspiration can be found here for working in a way where participants themselves define their challenges and need for support.

Practice example 8: VAMOS – Trail of Involvement of Immigrant Youth

VAMOS

Trail of Involvement of Immigrant Youth



Finland

Actors
Helsinki Deaconess Institute

Purpose
To support social inclusion and the route to employment, education or other meaningful activities.

Target group for initiative
16-29-year-olds with an immigrant background who are not working or pursuing education. The target group encompasses newly arrived, second generation immigrants and unaccompanied young people.

Number of participants with trauma in the initiative
In total, 300 participants take part – or have taken part – in the project. It is not known how many of the migrants have a refugee background.

Duration of initiative
There is no time limit but the initiative usually lasts less than a half year. The project has been financed for the period 2016-2019.



Background and results

Trail of Involvement of Immigrant Youth is a social fund project that is run by the Deaconess Institute in Helsinki and which has activities in Helsinki, Kuopio and Turku. It is aimed at young people with an immigrant background who are unemployed, not currently studying or who experience social exclusion. The project's objective is to strengthen the young people's resources and support them in finding work, start education or other relevant activities on the route thereto.

Trail of Involvement of Immigrant Youth is a part of the umbrella concept, VAMOS – initiatives for youth well-being, which are aimed at young people who are in danger of social exclusion. All of VAMOS' activities offer intensive group coaching, individual coaching and youth-centred efforts. The initiatives rest on the same principles:

1) youth-centred 2) holistic 3) collaborative and 4) effective. Participation in VAMOS activities is voluntary and the young people are seen as active agents in their own lives.

Young people who enrol themselves in Trail of Involvement of Immigrant Youth are assigned an individual coach who has time to learn about them and their needs. What these young people seek help for varies greatly. For example, it may be that they lack a place to live, have social challenges or are in school and have problems there. A number of the young people have traumas. The coach strives to guide the young people on to relevant initiatives and accompanies them if there is a need for this.

Trail of Involvement of Immigrant Youth has had 300 young people enrolled in total. Of the 179 young people who completed a programme up to June 2018, 54% had begun an education or a job. At the time of the interview, 59 were taking part in an individual coaching process and all were 18 years of age or older.



Work with the key element

The key element in Trail of Involvement of Immigrant Youth is individual coaching based on the young person's self-defined needs. There are different ways to become a participant in Trail of Involvement of Immigrant Youth. It may be that the young person contacts the project themselves, but the process can also be initiated by family, friends, school, integration or employment initiatives, for example. In such cases, the project contacts the young person and sets up a meeting.

At the first meeting, there will typically be two project employees present. The young person is given the opportunity to talk about themselves and their need for help, and the staff inform the young person what the project can offer, including that they primarily help by supporting and guiding, not by resolving specific challenges for the young person.

In the subsequent process the focus will mainly be on individual coaching, whereas initially the focus is on creating trust. The frequency of meetings is individual but typically once or twice a week according to need. Meetings can be held anywhere the young person feels most comfortable. The process often takes as a point of departure a specific problem but it often happens that the coach observes a need for something else also, for example, an employment-directed, social or healthcare initiative. In these cases, the coach guides the young person to the relevant place. The coach is attentive to refraining from doing things for the young person but will accompany the person if needed, for example, to see a doctor. It may also be a help, for example, to be present when the young person phones a contact. Thus, work is purposefully done on the young person being active in their own process and achieving independence based on their own potentials and strengths. Parallel to this, the project networks with relevant service providers and assists the young person in contacting them.

If the goal is a job, coaching will be based on uncovering potentials, needs, dreams and wishes regarding work. More specifically, the clarification deals with whether the young person should study first or whether there are other things that need to be resolved, such as challenges with housing, health or sleep disorders before the young person is ready to take on a job. Young people who suffer from trauma typically begin to open up about it when trust has been established and the most pressing problems have been resolved. When this happens, the coach listens and attempts to be there for them. But at the same time they make the young person aware that they are not a psychologist and try to guide them to the right place where they can be referred to professional help.

The individual coaching can be combined with group activities if the young person wishes. Group activities vary in the three cities where Trail of Involvement of Immigrant Youth is present. In Helsinki there is an open day-room/lounge where young people can meet each other and participate on their own terms, for example in Finnish language courses.

The coach tries to make fewer appointments and to reinforce the young person's contacts with any other initiatives when they perceive that success is close and the young person is attempting to take care of himself/herself. The goal is ultimately to support the young person's independence and make Trail of Involvement of Immigrant Youth superfluous in the young person's life. The coach contacts the young person three and six months after the end of a programme to hear how things are progressing and if needed, the young person can resume his/her process.

No specific education is required to be employed as a coach in Trail of Involvement of Immigrant Youth, and the staff represent many different professional backgrounds. An important qualification is the ability to move away from the role as professional and speak to the young person on everyday topics. In addition, a coach must be able to talk to the young person on all aspects of their life. Here it's important to adhere to the VAMOS principles of not judging the young person and offering them good advice but supporting them in finding a direction themselves, and to be there for them as long as the process lasts. The personnel receive both internal and external supervision regularly but are not trained in a particular coaching method.

Trail of Involvement of Immigrant Youth does not take over any case files from other places. It is a principle that the young people must have the opportunity to tell their own story and not be weighed down by previous negative experiences with the public sector and various labels and diagnoses they might have been ascribed in school or the public system.

The project uses a tool to collect data from the young people when they start and end a process (Outcomes Star). The purpose is to follow how young people themselves perceive their lives to have evolved during the programme. The indicators deal with, among other things, well-being, health and sense of loneliness. However, it is not always the case that a coach judges it appropriate for trust-building to apply this tool at the start. Meetings and their content are documented in an electronic journal.



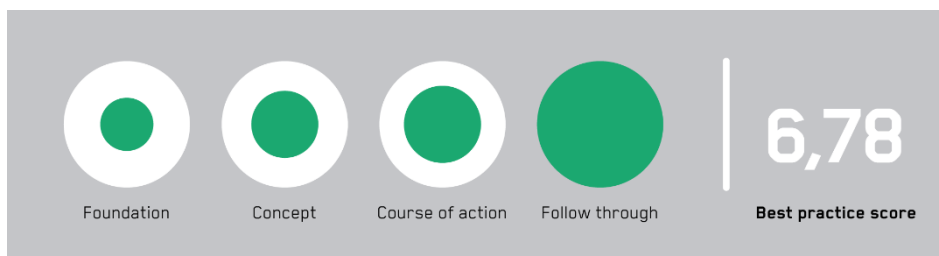
Learning points

- Young people often arrive with acute problems that they need help in resolving. Often there are underlying social or integration challenges.
- The trust-building process combined with offers of accompaniment to other relevant actors provides safety for the young person and can help generate trust in these systems and thereby facilitate the route to work or education.
- The trust that is created between the coach and young person can form the basis for the young person to open up about any traumas.
- The use of documentation tools, particularly at the start, can be experienced as counterproductive in relation to the trust-building process.



Prerequisites

- The coach must be able to talk to the young person about all aspects of life and listen without prejudice.
- The coach must listen, guide and support the young person in doing things for themselves.
- The number of coaching cases per employee must be kept at such a level that the employee has the time required to accompany the participant through each stage.
- The focus of the process must be on independence and self-reliance based on potentials and strengths.



8. Conclusion

The overall knowledge base about employment-directed initiatives for refugees who are psychologically vulnerable, have trauma symptoms or who are traumatised is limited. There are few studies of specific interventions for the target group and the robustness of the studies in terms of measuring effects is low.

Despite the limited knowledge base in the literature, this study also reveals a field in development. Several practices have been identified and score highly as “best practices” and therefore have a high probability for positive employment outcomes for the target group.

Based on an analysis of effective elements (key elements) in the literature and practice examples, four categories of effective initiative have been defined. A single initiative can have elements from various categories.

Work first initiatives are based on the Supported Employment and Individual Placement and Support methods. They stand out from the other initiatives by emphasising that the participants must start regular work/education as soon as possible and receive parallel support, rather than participate in work-preparatory efforts. The initiatives in this category work more strategically than the others with reducing the use of work placement and by spending just as much time on the relationship with the employer as with the participants in the initiative.

Vocational assessment initiatives use various specific assessment tools and tailored processes in companies to explore and reinforce the resources and motivation of participants. In some ways, these initiatives have a more preparatory nature than Work First initiatives and may also therefore precede a Work First Initiative, for example, for participants who lack self-confidence and employment-directed motivation.

Holistic and interdisciplinary initiatives use methods to strengthen coordination between various disciplines and on working with participants whose challenges are complex. The initiatives in this category work with a diverse and coordinated support. There is a focus on viewing participants as whole persons with multiple resources and challenges and not only viewing the individual but also their family and network. These initiatives focus on the target group’s need for structured and parallel efforts without themselves coordinating the initiatives.

Initiatives based on an empowerment approach are a category that describes a mindset where participants are viewed as and strengthened in being active architects of their own fate. All the practice examples work on strengthening equality in the encounter between employees and participants. Depending on the initiative, organisational anchoring and target group resources, in some instances it is more a case of co-involvement than empowerment of participants. The practice example in this category is purely founded on empowerment principles and may therefore provide inspiration for how to work on strengthening participants’ power of action in other

types of initiative. As mentioned, a single initiative can have elements from all four categories and several of the practice examples in the study have elements from various categories. For example, the empowerment approach is an element in all practice examples. In some ways, the Holistic and interdisciplinary and Work first initiatives may seem to be contradictory, as the former focuses on parallel efforts and the latter on work as an end and a means. In practice, a specific initiative could well aim for work-first and be holistic and interdisciplinary. For example, an initiative that works with Individual Placement and Support could cooperate with a coordinated family initiative under municipal auspices. The greatest difference between the two types of initiative is that Work First initiatives requires that participants are motivated to work (or in any case have agreed to want employment) while the Holistic and interdisciplinary initiatives can accommodate participants who are not motivated to work. In Hela Familjen 2.0 for example, they work on finding and strengthening the participant's motivation for economic self-reliance.

8.1 Prerequisites for effective employment initiatives

Across the studies and practices included in the study a number of essential prerequisites for effective employment initiatives for the target group can be found.

8.1.1 *Investment is necessary and pays off*

It is necessary to invest in the initiative for traumatised refugees to achieve results. There has been made additional investments beyond the investment in standard services in all the practice examples described.

Several of the practices have documented the value of the extra investment through calculations of the socio-economic gains. The available business case calculations show that it pays off to invest in vulnerable and/or traumatised refugees. The business case calculations can provide inspiration as to how to argue for first time investments in the initiatives and show what is required to argue for moving from the project phase to operative implementation of the initiative (Amilon, 2018 and Huldt, 2017).

8.1.2 *A nuanced view of the individual's resources*

More resources are the prerequisite for being able to spend time on individually tailored processes and support. Whether the initiative focuses on work first, vocational assessment, holistic orientation and interdisciplinarity or empowerment, investment and extra resources ensure that job consultants and/or caseworkers have fewer cases and more time for the individual. The practice examples show how more resources creates less waiting time and more flow in cases, allowing time to identify resources, skills and motivation of participants and to create better and lasting matches with workplaces.

8.1.3 Long term efforts and subsequent care

Resources ensure the possibility of long-lasting and continuous processes, which both the practice examples and literature in the study demonstrate the target group needs. The initiatives argue unanimously for a need for long-term support.

Most of the practices have lengthy processes and flexible options in relation to prolonging the process. In Business Training, which has one of the comparatively shorter processes, a midpoint evaluation concluded that the initiative would benefit from setting up an after-care system, for which funds have been allocated in a continuation of the project.

8.1.4 Complexity, misunderstandings and fundamental belief in the potentials of refugees

Several of the practice examples point out that standard services experience challenges when assessing resources and obstacles among the target group. Several of those interviewed in the study encounter refugees who were assessed to have significantly more, fewer or entirely different challenges than they in fact have. This indicates that the standard services sometimes meet the target group without a nuanced view of individual resources and challenges. It is not possible on the basis of this study to determine what these less nuanced assessments may be due to.

However, the practice examples can point out that a precondition for identifying resources and potential is the way their employees view the target group. A key element in all the practices described is that success is built on employees who have a fundamental belief in the possibility of traumatised refugees finding work. It is important for being able to identify resources and skills of the individual, it is important for cooperating with companies on job matching, and it is important for supporting participants in the initiatives to identify their own resources in their life in exile, which can be complex and difficult.

This investigation of practices reinforces, therefore, the conclusions of a research project undertaken by Væksthuset's research centre that demonstrated a correlation between caseworkers' belief in a marginalised jobseeker's work opportunities and the extent of participants' actual employment (Væksthusets Forskningscenter, 2017).

This highlights that even though methodological stringency is of great importance, it is not enough but must be combined with recruitment of employees who believe that traumatised refugees can find a place in the Nordic labour market.

8.2 Perspectives and potential for reliable knowledge

Even though the knowledge base is currently limited and actual studies of outcomes do not exist as yet, several of this study's practice examples work actively and purposefully to highlight that investments in their initiatives pay off. Many systematically document their participants' progress toward the labour market and do pre- and post- evaluations of their initiatives' employment effects.

Finally, some of the study's initiatives in the Work First category are distinguished by being based on methods where there is evidence of the employment effects for other target groups. Work on systematic follow-up on methodological fidelity in Supported Employment and with manual-based employment efforts in Individual Placement and Support are new tendencies in a professional area that traditionally emphasise the caseworker's professional latitude.

Work First initiatives have very good employment results compared to the other initiatives. This may be because the target groups in some instances are better assessed and have less complex problems but it also speaks to the relevance of working more stringently methodical with the target group.

One of the most important conceptions in Work First initiatives is a focused and reduced use of work placement. Experience from the individual practice examples indicates that a strategy that prioritise regular hours and have a consistent focus on reducing the amount and length of work placements through binding agreements with employers produces results.

It is also in the Work first category that the greatest potential lies for generating evidence of the effectiveness of a specific employment method for traumatised refugees. Here it is worthwhile following the ongoing randomised controlled trials with Supported Employment for refugees (with and without trauma) in Bergen.

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9.1 Materials from the practice examples

Arbeid fra dag én (Work from Day One)

European Union of Supported Employment, Verktøykasse,
<http://www.euse.org/content/supported-employment-toolkit/EUSE-Toolkit-2010-Norwegian.pdf>

IPS Integration

Swanson, Sarah J. og Becker, Deborah R. (2011): Supported employment: applying the individual placement and support (IPS) model to help clients compete in the workforce. Dartmouth PRC-Hazelden

Framsteget (Progress)

Bylin, Anna (2015): Sluttrapport Förstudien "Första steget", Samordningsförbundet Sydnärke

Bylin, Anna (2017): Slutrapportering til Finsam Sydnärke Projekt Framsteget, Samordningsförbundet Sydnärke

DOA – Dialog om arbetsförmåga, Fundet 17.10.2018 på:

<https://www.arbetssterapeuterna.se/Om-forbundet/Forbundets-forlag/Dialog-om-arbetsformaga-DOA/>

Huldt, Jonas (2017): Samhällsekonomisk utvärdering av projekt Framsteget. Samordningsförbundet Sydnärke. Payoff Utvärdering och Analys AB

Business Training

COWI (2018): Business Training. Midtvejsevaluering. Den Europæiske Union, Den Europæiske Socialfond. Den Europæiske Fond for Regionaludvikling.

Hela Familjen 2.0 (The Entire Family 2.0)

Socialstyrelsen (2017): FIA – förutsättningar inför arbete. Manual till bedömningsmetoden.

Fundet den 16.11.2018 på <http://www.socialstyrelsen.se/SiteCollectionDocuments/2017-7-1-FIA-intervju-omraden.pdf>

Arbetsmarknads- och socialförvaltningen (2018): Slutrapport Sociala investeringsfonden – Hela Familjen

Avanti

FINSAM (2014). PTSD-Center. Rapport Juni 2014.

Gullers group (2015). Utvärdering av Finsamprojektet PTSD-Center.

Jansson, Björn og Wiren, Mårten (2016). Utvärdering av Finsamprojektet PTSD-Center. TJP Analys och Utveckling

Widerberg, Tobias (ansvarlig). Slutrapport Finsam. PTSD-Center 2015-2017. Arbetsmarknads- och socialförvaltningen.



10. Resume

Rapporten formidler resultaterne af en undersøgelse af virkningsfulde beskæftigelsesindsatser for flygtninge og familiesammenførte til flygtninge, der er psykisk sårbare, har symptomer på traumer eller er traumatiserede. Undersøgelsen består af et litteraturstudie og en afdækning af eksisterende praksisser for målgruppen i Danmark, Finland, Island, Norge og Sverige. Undersøgelsen er gennemført i 2018 og omhandler litteratur fra perioden 2012 til 2018.

Undersøgelsen viser, at der er et begrænset vidensgrundlag om virkningsfulde beskæftigelsesindsatser for målgruppen. Der findes få studier af specifikke indsatser, og robustheden af studierne i forhold til at måle effekt er lav. Der er til gengæld identificeret en række lovende praksisser i Danmark, Finland, Norge og Sverige, der har god sandsynlighed for at have gode beskæftigelseseffekter for målgruppen. Medarbejdere og/eller ledere, der arbejder med de lovende praksisser, er interviewet af flere omgange. Der er fyldige beskrivelser af otte praksiseksempler i rapporten.

Ud fra undersøgelsen er der defineret fire kategorier af virkningsfulde beskæftigelsesindsatser for målgruppen. Kategorierne er defineret ud fra de elementer, der bliver udpeget som særligt virkningsfulde i litteraturen og i praksiseksemplerne. Kategorierne er ikke gensidigt udelukkende, og elementer fra de forskellige kategorier kan eksistere sideløbende i en indsats. Der er dog klare forskelle imellem kategoriernes hovedfokus.

Arbejde først-indsatser lægger vægt på opstart af ordinære timer så hurtigt som muligt og sideløbende træning, støtte og i nogle tilfælde behandling. Der arbejdes med reduceret og mere strategisk brug af praktik end i den normale beskæftigelsesindsats i de nordiske lande. Arbejde først-indsatser er baseret på metoderne Supported Employment og Individual Placement and Support, hvor der foreligger høj grad af evidens for beskæftigelseseffekter for andre målgrupper. Indsatsen er baseret på deltagerens egen motivation og egne mål.

Grundige afdækningsindsatser er orienteret imod at afdække ressourcer, udfordringer og motivation hos deltagerne som grundlag for individuelt tilrettelagt forløb med beskæftigelses- og sundhedsorienteret støtte. Indsatserne har fokus på helhedsorienteret afdækning, og der anvendes konkrete afdækningsredskaber og sammensatte forløb i virksomheder til indsatsen.

Helhedsorienterede og tværfaglige indsatser arbejder med en koordineret og bredspektret støtte. Indsatserne i denne kategori er ofte rettet mod deltagere med komplekse udfordringer. Metoderne handler i høj grad om at støtte deltagerne både med arbejdsmarkedsrettede, sundhedsfaglige og sociale aktiviteter parallelt. Fokus er struktur og koordination og et blik for hele mennesket i indsatsen.

Indsatser baseret på en empowerment-tilgang er baseret på et særligt mindset, hvor deltagerne ses som, og styrkes i at være, handlekraftige aktører i eget liv. Gennem

metoder, som eksempelvis coachende samtaler, styrkes deltagere i selv at definere egne mål og behov og i at blive aktive i forhold til at håndtere egen helbreds- og beskæftigelsessituation. Denne kategori indgår også som et delelement i de andre kategorier af indsatser.

På tværs af de inkluderede studier og praksisser i undersøgelsen er der nogle centrale forudsætninger for at lave virkningsfulde beskæftigelsesindsatser for målgruppen, der går igen.

- *Investering er nødvendig og betaler sig.* Alle praksiseksemplerne i undersøgelsen er funderet på en ekstra investering.
- *Der skal være et nuanceret blik for individuelle behov i indsatsen.* Individuelt tilrettelagte forløb er mulige, fordi at medarbejderne i indsatserne har lavere sagstal og mere tid til rådighed til den enkelte deltager.
- *Der er behov for længerevarende indsatser og efterværn.* Litteratur og praksiseksempler illustrerer behovet for, at forløbene er relativt lange og kontinuerlige – også efter opnået ansættelse.
- *Arbejdet kræver grundlæggende tro på målgruppens muligheder.* Metode er ikke alt. En tværgående konklusion er, at det er nødvendigt med medarbejdere i indsatsen, der tror på, at målgruppen har en plads på arbejdsmarkedet.

Undersøgelsen viser et felt i udvikling. Flere af undersøgelsens praksiseksempler arbejder aktivt og målrettet med at synliggøre, at investering i deres indsats betaler sig og med at dokumentere deres resultater.

Beskæftigelsesresultaterne for praksiseksemplerne i Arbejde først-kategorien er meget gode. Det kan blandt andet skyldes, at målgruppen har mindre komplekse udfordringer, men taler også for, at der med fordel kan arbejdes med meget stringente metoder med fokus på det ordinære arbejdsmarked og reduceret anvendelse af praktik. Indenfor kategorien Arbejde først-indsatser er der også potentiale for at skabe sikker viden om beskæftigelseseffekter for målgruppen. I øjeblikket er der et randomiseret kontrolleret forsøg med metoden i gang for flygtning (med og uden traumer) i Bergen.

Appendix 1: How the study was conducted

This appendix describes how the study was delimited and carried out. The appendix should be seen in conjunction with section 3, which presents the study's sources of data and analysis.

Delimitations and definitions

The *target group* for the study have a background as refugees or reunited family members of refugees and are "psychologically vulnerable, have trauma symptoms or are traumatised". The individual studies and examples of practices included in the study may have a broader target group but the above is a sub-target group in the studies and initiatives and the initiatives are deliberately designed to also accommodate the needs of this target group.

The study deals with effective initiatives that have as their *objective* that the target group find work or start an education. All types of initiatives or methods are relevant to the study if the objective of applying them is explicitly that the target group find work or begin in education.

The study is limited to only looking at studies and initiatives that are reported in the period 2012 to 2018. This limitation has been put in place to ensure that the initiatives identified have taken place in contexts that, in terms of political frameworks, are comparable with current conditions.

The initiative must have been carried out in Denmark, Finland, Iceland, Norway or Sweden.

Literature study

The literature search was performed from March to August of 2018 based on keywords linked to two facets of the study, namely

6. Target group – traumatised and psychologically vulnerable refugees, and
7. Objective for the initiative, i.e. initiatives with a focus on employment and secondarily education.

In addition, search terms have been used to find literature on initiatives rather than background analyses, for example. The search was conducted in English, Danish, Swedish and Norwegian.

Applied search terms

The literature study was carried out from searches based on the keywords illustrated in the table below. In the search phase, several keyword combinations have been tested to optimise the search so that all relevant material could be identified. On the basis of testing, it was assessed that it was not relevant to limit the search as the amount of studies that deal with employment or education-directed initiatives for vulnerable and traumatised refugees is very limited. The final search terms and search strings are shown in the table below.

Table A1: The study's facets and keywords in English, Danish, Swedish and Norwegian

Theme	Facets	English keyword	Danish keyword	Swedish keyword	Norwegian word
Target group	Traumatised and psychologically vulnerable refugees	Trauma Vulnerable PTSD	Traume Sårbar PTSD	Trauma Psykiske sårbarheder Psykiske hinder PTSD Posttraumatisk stress	Traumer Traumatisert Psykiske hinder Psykisk uhelse PTSD Posttraumatisk stress
		Refugee	Flygtning	Flykting	Flyktning
Outcome	Employment or education	Work Employment Job Education Labor market integration	Arbejde Job Uddannelse Beskæftigelse	Arbet Job Sysselsättning Utbildning Arbetsmarknaden	Yrke Arbeid Jobb Sysselsetting Okkupasjon
Indsats		Methods Approaches Initiatives Efforts Intervention Practice	Metode Tilgang Initiativ Project	Metod Tillvägagångssätt Initiative Projekt	Metode Innsats Praksis Prosjekt
Search string		(labo* OR job OR work OR employment OR education) AND (refugee) AND (trauma* OR vulnerable OR PTSD) AND (Denmark OR Sweden OR Norway OR Finland OR Iceland OR Nordic)	(metode* OR tilgang* OR Initiativ* OR projekt*)" AND "(traume* OR sårbar* OR PTSD)" AND "(arbejde* OR job* OR uddannelse OR beskæftigelse*)	(metod* OR projekt* OR initiativ OR tillvägagångssätt) AND (traum* OR "Psykiske sårbarheder" OR Psykiske hinder OR PTSD OR posttraumatisk stress) AND "flykting*" AND (arbet* OR job* OR sysselsättning* OR utbildning OR arbetsmarknaden)	(metode* OR prosjekt* OR innsats OR praksis) AND (traum* OR traumatisert OR "Psykiske hinder" OR "psykisk uhelse" OR PTSD OR posttraumatisk stress) AND "flyktning*" AND (yrke OR arbeid* OR jobb* OR sysselsetting* OR okkupasjon)

Source: Own compilation.

Search databases used

Initially, the search was performed in REX and Google Scholar. Afterwards the search was performed in SCOPUS and PsycInfo. The searches in the specific research databases gave no results. In addition, a search was performed in Dignity's online catalogue which contains references to books, reports and articles on torture and related topics. The search in this context was solely on the keyword "employment" as the entire database deals with the target group of this study. This search yielded results.

The amount of published research literature in the field is greatly limited, so the search also included what may be referred to as grey literature, in this case mainly reports and publications. In general, searches were performed in Google Scholar but also specifically on websites of relevant authorities and research institutions in Denmark, Norway and Sweden. In addition, this search also followed citations in already selected publications. Additionally, the search for existing practices led to the discovery of evaluation reports, that are included in the literature study. Below can be seen an overview of the websites and databases where literature has been searched for.

Table A2: Search for grey literature

Country	Website/database
Denmark	<p>Rockwoolfonden: https://www.rockwoolfonden.dk/publikationer/</p> <p>Center for Boligsocial Udvikling: https://www.cfbu.dk/udgivelser/</p> <p>Det Nationale Forsknings og Analysecenter for Velfærd: https://vive.dk/udgivelser/</p> <p>Det Nationale Institut for Kommuner og Regioners Analyse og Forskning: https://www.kora.dk/udgivelser/soeg-i-udgivelser/?relative=5177&knowledgeArea=0&author=0</p> <p>Det Nationale Forskningscenter for Velfærd: https://www.sfi.dk/publikationer/</p>
Finland	<p>National Institute for Health and Welfare: https://thl.fi/en/web/thlfi-en/research-and-expertwork/projects-and-programmes/previous-research-and-projects</p>
Norway	<p>Nasjonalt Kunnskapscenter om vold og traumatisk stress https://www.nkvt.no/?s&fw_p_publications=other-publication%2Cbook%2Creport%2Cacademic-article&fw_p_year=2018%2C2017%2C2016%2C2015%2C2014%2C2013%2C2012&fw_p_paged=8</p> <p>Regionalt ressurscenter om vold, traumatisk stress og selvmordsforebygging: http://rvts.no/</p> <p>Fafo – Institutt for arbeidslivs- og velferdsforskning: https://www.fafo.no/index.php/forskningstema</p> <p>Folkhelseinstituttet: https://fhi.no</p> <p>Den Norske Arbeidsformidling: https://nav.no</p> <p>Nasjonalt kompetansesenter for psykisk helsearbeid: https://www.napha.no/</p>
Sweden	<p>FINSAM – finansiell samordning: http://www.finsam.se/publikationer/ovrigarapporter</p> <p>Digitale Vetenskapliga Arkivet: http://www.diva-portal.org</p> <p>Svenska ESF-rådet: https://www.ESF.se</p>
Nordic	<p>https://www.norden.org/da/publications</p> <p>http://www.nordregio.org/publications/</p>

Source: Own compilation

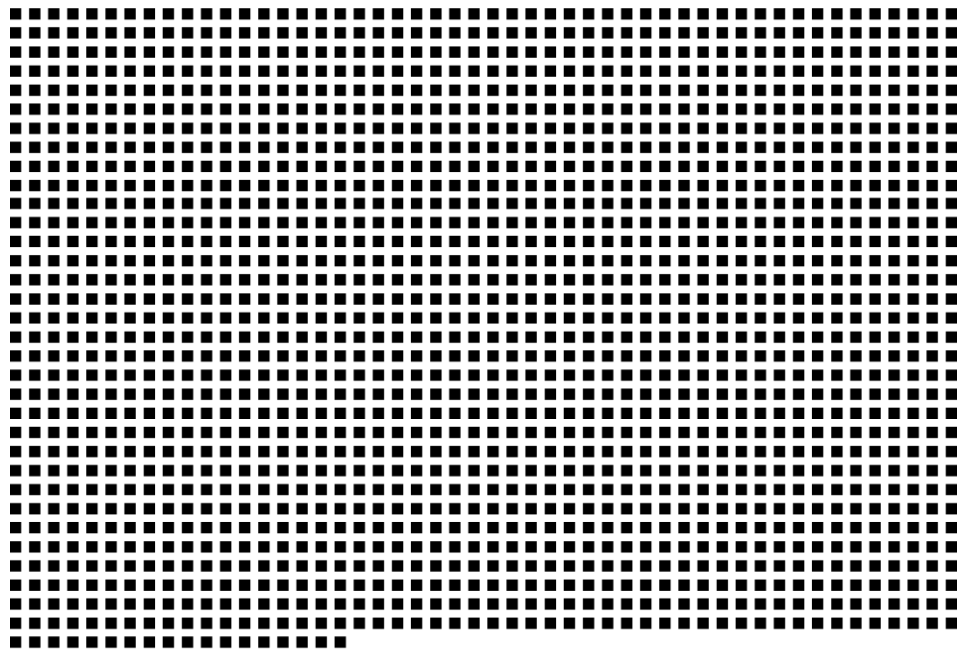
Scope of the search

Based on the initial literature search, a total of 1668 references were identified. The references have been found through systematic searches in Google Scholar, in the Dignity catalogue, at the National Knowledge Centre on violence and traumatic stress, at FHI and at Napha.no.

Figure A1: Overview of the literature study

1668

References identified
in database search



79

References selected based on
title and abstract/resumé



16

References selected
after reading full text



Source: Own compilation

Inclusion and exclusion criteria

Initially, all studies, reports, etc. have been included if, from the title and summary/abstract, they dealt with a relevant target group, initiative and took place in one of the participating Nordic countries. This resulted in a gross list of 79 publications, which were subsequently read in full and assessed in relation to the study's focus. After close reading, most of the literature found was discarded, as it did not refer to vulnerable and traumatised refugees or did not emphasise employment and education as an objective. Several references focusing on specific initiatives/projects were deselected because the objectives, method or results were unclear after a full textual reading. There are 16 references that matched the criteria for the study.

Selected literature

Out of the total volume of literature, 16 texts have been selected, 10 of which deal with the connection between refugees with trauma and employment, for example, qualitative studies of traumatised refugees' experience with the employment system and employment, but which do not deal with specific initiatives. In addition, there are 6 texts which deal with interventions with an employment focus for vulnerable/traumatised refugees.

The 16 texts included in the literature study were coded to systematically map target group, purpose of initiative, sub-elements in the initiative and documentation for conclusions (See code diagram in appendix 1A).

For the 6 studies which describe specific interventions for the target group the robustness of their methods to document effects has been assessed on the basis of The National Board of Social Services' Vidensdeklaration (knowledge declaration): knowledge of effect classification C-A (Socialstyrelsen, 2017). The robustness of the studies' measurement of effects has been evaluated as C in all 6 cases, as the studies are based on pre- and post-measurements, qualitative and quantitative assessments of participants' and professionals' evaluation of outcomes and effective mechanisms in the initiatives. For an overview of the 16 studies selected, see table 1 in section 3.

Investigation of practices

The work on exploring existing initiatives for the target group is based on a search for literature and on snowball sampling via contacts in the Nordic countries. Snowball sampling is a method in which those being studied and contacted refer onward to possible contacts in their network. In this way, contacts in the study are expanded in the same manner as a rolling snowball grows. The contacts were initially made via references from the project's steering group, through government contacts and through researchers in the field identified through the literature and area-specific conferences.

Initiatives that might be relevant to the study were investigated through available written materials and/or telephone interviews. Fourteen telephone interviews were

conducted in the period April to August 2018 and a larger number of initiatives were investigated based on written materials. The focus of this investigation was on whether the target group and initiative matched the purposes of the study. The ambition was to find best practice examples from all the Nordic countries included in the study. Some initiatives were deselected despite a good match with the study because they had yet to launch and therefore could not contribute with experiences from practice. In addition to which, one initiative declined to participate in the study due to lack of resources.

Figure A2: Overview of the investigation of practices



Nine initiatives that matched the study’s criteria were then sent a questionnaire and were subsequently interviewed by telephone for 1-1½ hours. The interviews were structured with the questionnaire as guide. The questionnaire, which can be found in Appendix 1.B, is an English version of the “Best Practice” measurement tool developed by the SFI – The Danish National Centre for Social Research (The translation was done by the Center for Vulnerable Refugees/Center for Udsatte Flygtninge). The purpose of using the questionnaire is to investigate how promising initiatives are in relation to achieving employment results for the target group (see section 3).

All initiatives have also been asked in the initial interview about preliminary results of their initiative and written material about the initiatives was obtained.

Subsequently, managers and/or key employees in the nine initiatives were further interviewed in depth on their methods. These interviews were conducted during visits to the initiatives and lasted on average 2 hours. The in depth interviews were carried out as semi-structured interviews based on the 11 elements in the Tool for identifying best practice. Focus was on obtaining comprehensive descriptions of the elements the initiatives themselves judge to be central (see more in section 3).

A single initiative has not been described in the publication even though a structured interview and in-depth interview were carried out. The initiative was not yet fully implemented and there were, therefore, insufficient experiences from practice that could be passed on.

Below is an overview of the 11 elements in The Tool for Identifying Best Practice.

Table A3: Elements in "Lovende praksis" – model of best practice

<i>1 Theoretical approach.</i> The practice is based on well-defined theory and best available knowledge.
<i>2 Effects and outcomes.</i> There are investigations which indicate that the practice has positive outcomes for the target group in one or more of the areas set as goal.
<i>3 Description of practice.</i> The practice is systematically described, e.g. its target group, its activities and its goals.
<i>4 Overall objectives and goals.</i> The practice has clear and relevant goals for the welfare or development of the target group.
<i>5 Transferability.</i> The practice can be transferred to other initiatives that have the same target group.
<i>6 Costs.</i> The practice is to some extent cost effective.
<i>7 Reflection.</i> The practice supports shared professional reflection.
<i>8 Relationships.</i> The practice entails that employees have the right professional relational competences to ensure constructive cooperation with the target group, colleagues and other professionals.
<i>9 Involvement of beneficiaries.</i> The practice takes as starting point the specific strengths, challenges and wishes of the target group – and involves the target group in the practice.
<i>10 Monitoring.</i> The practice entails a systematically monitoring of the progression of the target group's development or welfare compared to the goals.
<i>11 Follow-up.</i> There is an ongoing follow-up and adaption of the practice.

Source: Own translation of table from SFI for Socialstyrelsen 2016. Kort og Klart. Lovende praksis på det specialiserede socialområde. P. 9.

Analysis and identification of key elements

In the analysis of initiatives both in the literature study and investigation of practices, the focus has been on identifying the initiative's key elements. The key element is the sub-element in the initiative that is considered to be most decisive for the initiative's effectiveness for the target group. There may be several key elements in an initiative.

The managers and employees who were interviewed have themselves contributed to identifying the key element or elements in their initiative. In both interviews they were asked what they considered most central to their approach.

In two of the practice examples and one of the studies, it was not possible to separate a single key element, as they described systematic methods with several stages while they did not perceive one stage as more effective than others. These three were analysed based on their application of the overall method.

Appendix 1A. Code diagram

Information on publication

Full reference

Information

Method/initiative name

Method/initiative purpose

Description of method/initiative

Key element(s)

Which target group the method has been tested in relation to

Number of participants in the study (N)

Country where the intervention/study was performed?

(Physical) location where the intervention was performed

The methods' outcomes/effect (If possible indicate extent of effect + name of measurement tools)

Which methodological design forms the basis for documentation of the methods (qualitative study, before/after design, RCT)

Assessment of the design's robustness in relation to evaluating effects (The National Board of Social Services' Vidensdeklaration (knowledge declaration): knowledge of effect classification C-A p. 13 2017)

Is it realistic to transfer the method in question to another national context? Particular organizational/contextual assumptions/limitations?

Is there a manual for the method? (manual-based method)

Appendix 1B. Questionnaire on “Best Practice”

The questionnaire was translated into English and adapted to an employment-oriented context through a few adjustments. Including the omission of a single question specifically related to the specialised social area. All practice examples in the study received the questionnaire in English to ensure that the initiatives were given precisely the same questions. On the telephone, the questions were in some cases translated into Danish.

Introduction

The Danish Refugee Council is conducting a study of effective employment approaches for traumatized refugees and reunified spouses and partners in the Nordic countries.

The project consists of a desk study of existing literature on effective approaches and a study of best practice used in the Nordic countries.

As part of the study of best practice we interview practitioners in the Nordic countries to get detailed information about methods and professional approaches that are successful in this field.

To do this we use a newly developed systematic method, “lovende praksis” which has been developed in Denmark and is based on a thorough research review, as well as several rounds of empirical testing. It functions as an alternative to other often time-consuming and expensive evidence based methods, such as RCTs. The questions are designed to probe 11 separate areas, each of which being important in ensuring success for the citizens involved (additional information can be found here <http://www.sfi.dk/projekter/lovende-praksis-11620>).

This document includes a translation of the questions included in SFIs measurement tool for identifying “lovende praksis”. The interview with practitioners on phone or SKYPE will be based on these questions.

On the basis of our first interview we might wish to visit you in order to interview you more in depth on your methods.

Practice – central methods and professional approaches

The term “practice” is used in the questionnaire. Practice is a social service/intervention where one or more methods or professional approaches are used to achieve a professional objective.

When answering the questions you should think of your most used or most central method or professional approach.

For the purpose of our study it is useful if you think of the central practice for the target group of traumatized/vulnerable refugees. It is preferable if the practice has the goal of supporting the target group in gaining employment or education.

The results of the study will hopefully inspire further work with interventions for traumatized refugees in the Nordic countries as well as other European countries. The results from the study will be reported in the autumn 2018 in Danish and English and will be available at The Nordic Council of Ministers homepage.

Questions

1. What is the name of your most used or most central practice in national language and translated into English
 - a. *National language* _____, *English* _____
2. Which activities/elements does the practice consist of?
3. What is the main purpose of your practice? (We are thinking of which results you wish to accomplish by using the practice)
4. Which target group is the practice used for? (We are thinking of the target groups age, diagnosis or social challenges)
5. How many participants take part in the practice? (We are thinking of the overall number of people who at this moment in time takes part in the practice.)

If the practice is used for a broader target group than traumatized refugees, how large a group of participants suffer from trauma? (*this question is added, CUF*)

Questions on the theoretical approaches and knowledge behind the practice

1. Is practice based on one or more specific theories or methods? (I.e. systematic and structured approaches and/or approaches inspired by theory with a set focus and purpose).
 - a. *No*
 - b. *Yes*
 - c. *Do not know / do not want to answer*
2. Is the practice developed or recommended by experts in the field? (We think of persons external to the practice or national organizations with recognized knowledge in the field.)
 - a. *No*
 - b. *Yes*
 - c. *Do not know / do not want to answer*
3. Is the practice based on experience from your own intervention?
 - a. *No*
 - b. *Yes*
 - c. *Do not know / do not want to answer*
4. Is the practice based on experience from other national practices (regional, municipal or private)?

- a. *No*
 - b. *Yes*
 - c. *Do not know/want to answer*
5. Is practice based on experience from abroad?
- a. *No*
 - b. *Yes*
 - c. *Do not know/want to answer*
6. Is there a reason why this particular practice is expected to achieve good results (theory of change)? (We think of whether there is knowledge about how the practice contributes to achieve positive results for the participants)
- a. *No*
 - b. *Yes*
 - c. *Do not know / do not want to answer*

Questions about knowledge of effects and outcomes of the practice

1. Is the practice successful in meeting the needs of the participants? (We think of, whether or not the practice is useful for the target group that receives the service)
- a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
2. Is there any documented evidence that the practice works in supporting the needs of the participants?
- a. *Practice is very similar to another practice studied in a scientific trial (but the target group is a bit different)*
 - b. *Practice is very similar to another practice studied in a scientific trial (but the activities in the intervention are a bit different)*
 - c. *Yes, the effect is tested scientifically (By this we mean, there are studies that have shown a positive effect of practice. It will typically be the case where the effect is studied in a randomized trial (RCT) or via other methods that are well suited for effect studies)*
 - d. *Yes, they have made external investigations/evaluation*
 - e. *Yes, municipalities/organizations have gained general evidence from their own practice*
 - f. *Yes, they have made internal investigations/evaluation*
 - g. *No*
 - h. *Do not know/do not want answer*

3. Filter: If investigated externally, is the external study conducted by a *University, Research institute, Consultancy firm or Local municipal consultants?*
 - a. *No*
 - b. *Yes*
 - c. *Do not know / do not want to answer*

Questions about to what extent the practice is described

1. Is there a description of the practice available on a website, in an internal document or elsewhere?
 - d. *Not at all*
 - e. *To a very little extent*
 - f. *Somewhat*
 - g. *To a great extent*
 - h. *Do not know / do not want to answer*
2. Is the description so rich that other case workers/practitioners would be able to apply the practice on the basis of the description?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
3. Is there a description of the activities/elements/actions the practice consists of?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
4. Is there a description of the goals that practice must meet?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
5. Is there a description of who is the target group for this practice?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

6. Is there a description of the needs of the target group?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

7. Is there a description of which professional background is required in order to apply the practice?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

8. Is there a description of how practice should be organized?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

Questions about the objectives and goals of the practice

1. Is there a clear objective for using this practise for the target group?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

2. Are the goals for the individual participant made specific and applicable? (We think of whether or not it is obvious what the specific goals for the participants are)
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

3. Are the goals for the individual participants clearly stated?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*

- d. *To a great extent*
 - e. *Do not know / do not want to answer*
4. Are the goals for the individual participant put into writing?
- a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
5. Is there a deadline (time-frame) for when the specific goal for the individual participants must be met?
- a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
6. Are the goals made to meet the individual and specific needs of the participants?
- a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
7. Are the goals formulated in such a way that it is possible to evaluate whether they have been met? (e.g. it is easier to measure whether the participants is able to catch the bus on her/his own than whether the participants has become independent in taking public transport)
- a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
8. Have you specified an overall goal for the group of participants who receive the practice? (an aggregated goal)
- a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

Questions about whether the practice can be transferred to other settings

1. Is it possible to transfer this practice to other interventions?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

2. Are there any specific reasons that would make it difficult for others to implement the practise in their setting? (this could be due to certain requirements about environment, locations, technology or professional skills and competences which take time to acquire)
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

Questions about the relationship between costs and benefits of the practice

3. Are you aware of the costs related to the use of practice (this includes employee time, use of technology, tools, training and other costs)
 - a. *No*
 - b. *Yes*
 - c. *Do not know/or want to answer*

4. Are the related costs justified when considering the results? (I.e. is the practise cost-efficient?)
 - a. *No*
 - b. *Yes*
 - c. *Do not know/or want to answer*

5. Are the costs of the practice compared to the costs of alternative practices which could have been applied instead?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/or want to answer*

Questions about professional reflection on the practice

1. Is it part of the practice to systematically reflect upon professional activities and actions?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*

- d. *To a great extent*
 - e. *Do not know / do not want to answer*
2. Do the members of staff applying the practice receive supervision or professional coaching on the practise?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
 3. Do the members of staff have access to the latest scientific evidence and knowledge relevant for the application of this practice (e.g. through journals or newsletters)
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
 4. Filter: Do the members of staff apply the newest scientific knowledge in the practise?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

Questions on cooperation between participants and case workers and across sections and disciplines

1. Are there guidelines regarding the skills case workers require in order to work with this target group?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
2. Are there guidelines on how to organize cross-disciplinary and inter-disciplinary collaboration to support the practice?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*

- d. *To a great extent*
 - e. *Do not know / do not want to answer*
3. Are there guidelines on how to organize cross-sectoral collaboration in order to support the practice?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
 4. Are there guidelines on how to set up collaboration with public administration in order to support the practice?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

Questions on the involvement of the participants in the practice

1. Is practice organized on the basis of knowledge about the individual participants need for support (e.g. in the form of case files, investigations, communication between the participants and professionals)?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
2. Is practice organized on the basis of knowledge about the participants own resources (their competences, supportive networks, etc.)?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*
3. Are the participants or their relatives involved in the actual design and implementation of the intervention they receive?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

4. Does the practice support the participants feeling of 'ownership' of the intervention (i.e. feel interested, empowered and responsible for the successful implementation of the intervention)?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

5. Does the practice entail an evaluation of user satisfaction with the intervention?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

6. Are there clear inclusion criteria for when a participant is in the target group for the practice?
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

7. Are there supportive tools available to help determine whether an individual is part of the target group for this practice? (E.g. screening criteria and tools, standardised descriptions of the target group, and/or specific assessment criteria or methods).
 - a. *Not at all*
 - b. *To a very little extent*
 - c. *Somewhat*
 - d. *To a great extent*
 - e. *Do not know / do not want to answer*

Questions about monitoring. Do you document the progression of the participants in the practice

1. Does the practice entail a measurement of the participants development in relation to the objectives set for practice?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

2. Are the participants progression/development measured over time? (By this we mean, whether you compare the participants situation before, during and after applying the practice?)
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

3. Is the measurement taking place according to set procedures?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

4. Do you use a tool or IT system to collect documentation on the participants development?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

5. Are there set procedures for how often the measurement is made?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

6. Does the practise entails that outcomes for several participants are compared in order to get an overall picture of the target group's situation/development? (Aggregated data).
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

7. Is the measurement of the target group's situation/development put in to a report? (Aggregated documentation).
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

Questions on follow-up and learning based on measurements (documentation of performance)

1. As part of the practice, are the results of the measurements made available and discussed with the participants and/or their family?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

2. As part of the practise, are the results of the measurements discussed at formalized team meetings or seminars?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

3. Is the intervention for the individual participant adjusted if the measurements show the need for this?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

4. Are there established procedures for adjusting the intervention? (Here we think of whether the practise entails that you routinely assess whether the intervention for the individual participant should be adjusted?)
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

5. Is the practice adjusted if the aggregate measurements for the whole target group show the need for this?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

6. Are there established procedures for adjusting the practice? (Here we think of whether you routinely asses the need for changing the practice)
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

7. Are the aggregated results of the measurements for the entire target group discussed with relevant external partners?
 - a. *No*
 - b. *Yes*
 - c. *Do not know/do not want to answer*

Based on: Jensen, et al. (2016) Måleredskab til identifikation af lovende praksis. København: SFI.

Appendix 2: Employment efforts for refugees in Reykjavik, Iceland

Facts about employment efforts for refugees in Reykjavik

Country

Iceland.

Actors

Arbejdsdirektoratet (Directorate of Labour).

Contact person

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Purpose

To provide unemployed refugees with appropriate assistance to become active participants in the labour market.

Target group. for initiative

Refugees who indicate that they are ready to work.

Background and results

It has not been possible to uncover specific initiatives for refugees and reunited family members of refugees who are psychologically vulnerable, have symptoms of trauma or are traumatised, in Iceland. Therefore, a practice description from Iceland has not been done on work solely concerning the target group. Instead, a brief sketch is given of the labour market related initiatives for refugees in Iceland based on how efforts are carried out at the Directorate of Labour's employment office for the Reykjavik Metropolitan Area.

Compared to the other Nordic countries, relatively few refugees are granted asylum in Iceland. In 2016, 2017 and in the first ten months of 2018, 111, 135 and 148 refugees, respectively, received a positive decision on their asylum application in Iceland. The share of resettlement refugees is fairly high, as Iceland will receive up to 55 in 2018. There is wide distribution regarding where refugees originate. The largest proportion – about 40% – are Arabic-speaking and originate in Iraq or Syria.

Resettlement refugees in Iceland are offered an introductory programme of one year's duration, which is run by the municipalities on the basis of a contract with the Welfare Administration. Refugees who are granted asylum after reaching Iceland on their own efforts, and reunited family members of refugees are not offered an official introductory programme but are referred directly to the relevant local employment office under the Directorate of Labour, if they indicate that they are ready to work.

Refugees who are not immediately ready for work are referred to the municipal social services to receive a relevant offer. It may be the case, for example, that they lack housing or have health-related challenges or are traumatised. Resettlement refugees or refugees who are not initially ready to work are referred to the Directorate of Labour when they are ready. This typically takes place within a timeframe of maximum two years. There are no specific rehabilitation programmes for refugees with trauma. If it becomes clear that a refugee is traumatised and needs treatment but would nevertheless like to work, there are examples where such persons are granted psychological assistance alongside their job-seeking and work.

For young people under 25 there is a process that lasts 1-2 years where they study the Icelandic language and culture etc. There are examples of some refugees speaking fluent Icelandic after six months and thereby gaining easier access to the education system.

All refugees and reunited family members who are in need of social assistance can contact the municipal social services on an equal footing with everyone else. Any offers of assistance will depend on their situation and family status. All applicants receive offers of counselling and can apply for financial support, child benefits, support for purchase of furniture etc. Refugees who are reunited with their families can also seek assistance. Those who need it can receive psychological assistance.

Of those refugees who in 2018 were referred to the Directorate of Labour's employment office in Reykjavik, 54% came directly from the Immigration Directorate and 47% came from the municipal social services and are thereby either resettlement refugees or other refugees/reunited family members who had challenges that meant they were not ready to work from the start. The results are good: 73% of the refugees who participated in employment initiatives in the Reykjavik area between 2015 and 2017 are in employment or education.

The employment-oriented work

It is the job of the Directorate of Labour to maintain a list of job vacancies throughout the country, to communicate job vacancies to jobseekers, assist jobseekers in finding work and to help employers recruit staff and provide them with information on the supply of labour. The Icelandic labour market is characterised by very low unemployment and a large proportion of foreign labour. Companies are generally positive about taking on refugees despite the challenges that may exist.

Refugees who are referred to the employment office in Reykjavik are called to an interview and are assigned a counsellor. The first interview is conducted with an interpreter while all subsequent interviews are conducted in Icelandic or English, sometimes with the help of Google Translate. One of the counsellors is Arabic-speaking. He assists communication with a large proportion of the refugees.

At the first interview, the refugee's background is reviewed, including previous education and work experience. Cultural differences between the homeland and Iceland are discussed and information is given on rights and duties. Job vacancies are

reviewed and it is discussed which of them might suit the person in question. In some instances, counsellors subsequently contact companies in their network and introduce relevant candidates to them. It may then occur that the company invites the candidate(s) for a job interview. Some receive a job following the first interview while for others it takes longer. On average, it takes approximately 3.5 months before the refugees in the initiative get a job.

Job counsellors support the job-seeking process in different ways. Depending on the jobseeker's individual needs, guidance, assessment of qualifications, help with CV writing, free IT instruction, lessons on how the Icelandic system works etc., may be offered. In some cases, an employee may accompany a refugee to their first job interview, and in some instances interpreter assistance is recruited.

All are offered parallel Icelandic classes. The first class lasts from six to eight weeks after which it is possible for those who have not yet found work to continue with two further classes. Refugees who find work while still receiving language instruction may be transferred to classes outside of working hours if the times are appropriate. Linguistic challenges in relation to the labour market are resolved by attempting to find workplaces with employees who have the same linguistic background as the refugee, but this is not always successful.

Counsellors offer both an oral and written introduction to companies who employ refugees. Written material on vulnerable refugees and how to treat them at the workplace has been drafted and companies are given an oral introduction when they hire someone. Companies are informed that they can always consult with counsellors if problems arise. In some cases, companies can receive up to 75% wage subsidies for six months. There have been good experiences with this, as approximately 75% of those who benefitted from wage subsidies are hired on regular employment terms subsequently.

Vulnerable refugees receive extra help in connection with job-seeking and job start. If they do not know the language, they can have an interpreter at the job interview and on the first day of work to translate what they are expected to do. This is not something that occurs frequently but nevertheless more often now than formerly. Vulnerable women, in particular, who do not know the language, have received this help. All who find work are told that they are always welcome to contact the counsellors/job advisers and request a consultation if problems arise at work.



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Employment and traumatised refugees

This report presents the results of a study of effective employment initiatives for refugees and reunited refugee family members who are psychologically vulnerable, have symptoms of trauma or are traumatised. The study consists of a literature study and an exploratory investigation of existing practices for the target group in Denmark, Finland, Iceland, Norway, and Sweden. The study shows that the knowledge base about effective employment initiatives for the target group is currently limited. Nevertheless, several best practices are identified that have a good probability of showing positive employment outcomes for the target group. The report presents the existing knowledge base in the literature, detailed description of best practices and it identifies key prerequisites in creating effective employment initiatives for the target group.



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