

14. Country Profile: Sweden

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14.1. Introduction

The information gathered in this profile is based on three different sources of information:

- Responses returned by The Department for Asylum and Migrations Policy in May 2000 in a questionnaire prepared by PLS RAMBOLL Management
- Background documentation (mainly statistics)
- Information gathered during visits and interviews with key actors in the Swedish asylum procedure.

The visit to Sweden was carried out 6th-8th of June 2000. The following institutions and persons were visited and/or interviewed:

- The Ministry of Foreign Affairs, Department for Asylum and Migration Policy, Mr. Jan Erlandsson
- The Swedish Migration Board, Norköping, Ms. Ewa Lidström
- The Swedish Migration Board, Stockholm, Ms. Elsy Harryson.
- Red Cross, Sweden, Ms. Eva Ulvebrand
- The Federation of Swedish County Councils, Mr. Stig Wintzer
- Svenska Dagbladet (newspaper), Ms. Elisabet Andersson.
- Alvesta asylum centre

14.2. Background information on Sweden

14.2.1. Trends in the number of applicants

The statistics from 1984 to 1991 show a steady increase in the number of asylum seekers - from 12,000 in 1984 to 27,350 in 1991. In 1992 the war in the former Yugoslavia caused a massive increase in the number of asylum applicants. More than 80,000 persons applied for asylum that year. The number dropped to around 38,000 the following year, and to only 5750 in 1996 but has since increased to 11,230 asylum seekers in 1999. This is a decrease of 13 percent over the prior year, during which 12,840 persons applied for asylum.

In 1998 7,066 persons were granted refugee status. 1,127 persons were approved for admission under the Geneva Convention. In 1999 11,231 persons applied for asylum in Sweden.

Table 14.1: Number of asylum applications from 1992 to 1999*

Year	1992	1993	1994	1995	1996	1997	1998	1999
Applications	84.020	37.580	18.640	9.050	5.750	9.660	12.840	11.230

* UNHCR Country Profiles – Sweden, 1999

14.2.2. Number of asylum statuses granted

The number of asylum seekers granted refugee status in 1993 and 1994 shows a huge increase since the beginning of the 1990s. This increase can be directly related to the number of applications submitted in prior years. Table 14.2 shows that the number of asylum statuses granted has dropped from around 45,000 persons in 1994 to approximately 5500 persons per year in 1999.

Table 14.2: Total number of asylum statuses granted from 1992 to 1999 *

1992	12,791
1993	36,482
1994	44,875
1995	5,642
1996	4,832
1997	9,596
1998	8,193
1999	5,597

* Swedish Migration Boards homepage

14.2.3. Main countries of origin

Swedish statistics from 1995 to 1999 show that the main countries of origin are Iraq, former Yugoslavia (Primarily from Bosnia-Herzegovina and the Federal Republic of Yugoslavia), Somalia, Iran and the Russian Federation.¹

Table 14.3: Main countries of origin of asylum seekers in Sweden

1995		1996		1997		1998		1999	
Natio-nality	Appli-cants	Natio-nality	Appli-cants	Natio-nality	Appli-cants	Natio-nality	Appli-cants	Natio-nality	Appli-cants
Iraq	1.783	Iraq	1.557	Iraq	3.057	Iraq	3.843	Iraq	3576
Bosnia-Herze-govina	1.059	F.R. of Yugo-slavia	636	F.R. of Yugo-slavia	2.115	F.R. of Yugo-slavia	3.446	F.R. of Yugo-slavia	1812
F.R. of Yugo-slavia	1.012	Somalia	434	Bosnia-Herze-govina	742	Bosnia-Herze-govina	1.331	Iran	854
Somalia	869	Russian Fed-eration	414	Russian Federa-tion	606	Iran	613	Bosnia-Herze-govina	486
Russian Federa-tion	580	Iran	401	Somalia	364	Af-ghanis Stan	330	Rus-sian Fed-eration	449

14.2.4. Types of statuses granted

Sweden grants two types of status: To refugees and to aliens otherwise in need of protection.

The Aliens Act specifies that the term “refugee” refers to an alien who is outside the country of his nationality owing to a well founded fear of being persecuted for reasons of race, nationality, membership of a particular social group or religious or political opinion, and who is unable or unwilling to avail himself of the protection of that country owing to such fear. This applies irrespective of whether the persecution is at the hands of authorities of the country or because the authorities cannot offer protection against persecution by private individuals.

¹ Source: The Swedish Ministry for Foreign Affairs

A stateless person, who for the same reason is outside the country of his former habitual residence and who is unable or unwilling to return to that country owing to such fear, shall also be deemed a refugee.

Besides these definitions the Aliens Act specifies that the term “alien otherwise in need of protection” refers to a person who has left his country of nationality in cases other than those referred to above because he:

- Has a well founded fear of being sentenced to death or corporal punishment or of being subjected to torture or other inhuman or degrading treatment or punishment
- Needs protection due to an external threat or internal armed conflict, or cannot return to his country of origin on account of an environmental disaster
- Has a well-grounded fear of persecution because of his or her sex or homosexuality. This also applies to stateless persons.

14.2.5. Costs

Table 14.4: Benefits & Costs

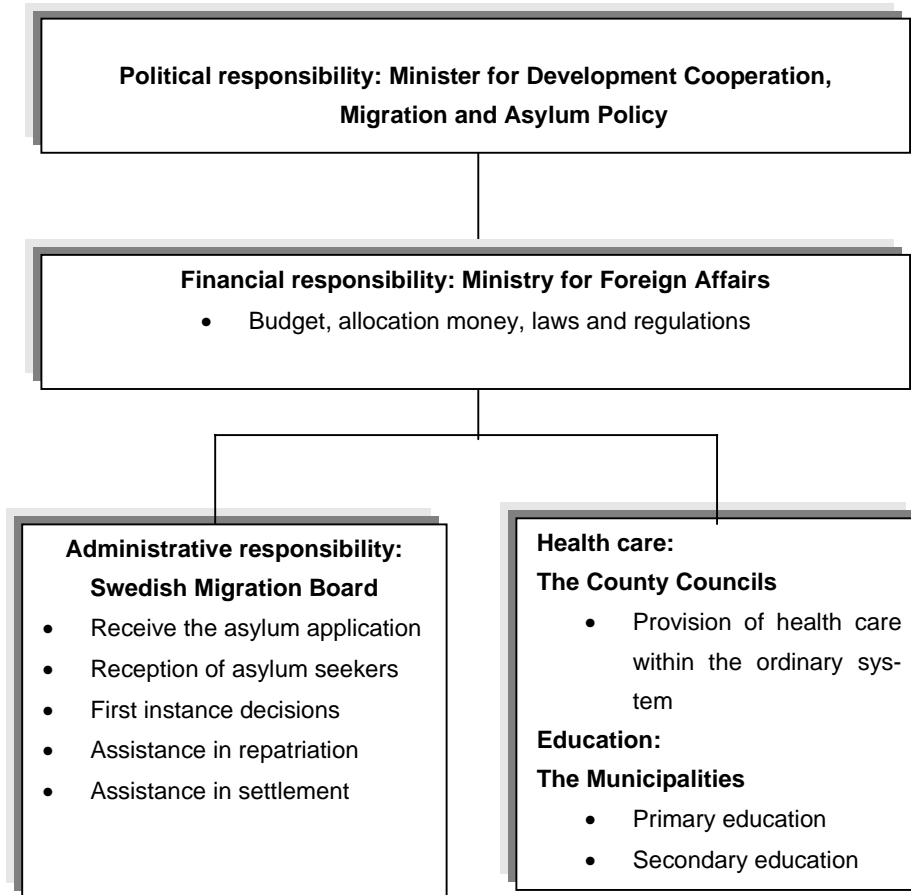
BENEFITS	COSTS	COSTS Per Person per day
Accommodation	The total cost for accommodation for asylum seekers in 1998 was 50,870,528 Euros; the total cost for the reception of asylum seekers was 116,998,700 Euros.	Cost for accommodation per, day 11 Euros. Reception costs per, day 25 Euros, ²
Means of subsistence	Included in accommodation	Included in accommodation
Education	Included in accommodation	Included in accommodation
Labour market related activities	Included in accommodation	Included in accommodation
Health care	About 16,856,000 Euros.	3,6 Euros per, day
Total cost	Void	Void

² Total costs / number of seekers = X / 365 days

14.3. Organisation of the asylum procedure

This section briefly describes the overall organization of the asylum procedures focusing on the institutions involved.

Figure 14.1: Agencies in the asylum and reception procedure



14.3.1. Co-ordination

The Minister for Development Cooperation, Migration and Asylum Policy has overall political responsibility for asylum policy.

Administrative responsibility is divided between three public bodies. Financial responsibility lies within the Ministry for Foreign Affairs, whereas the Swedish Migration Board (previously known as The Swedish Immigration Board until 1 July 2000) has the primary administrative responsibility for the asylum process. This responsibility involves reception of asylum seekers, interviews, accommodation, first instance deci-

sions and the organization of language tuition and other activities in the so-called “organized activities”, which are mandatory for asylum seekers. The administrative responsibility for the provision of health care falls under the ordinary health care system run by the Swedish county councils. Finally, the children of asylum seekers who are of compulsory school age receive tuition organized by the municipality.

Hence the organization can be characterized as a “state-centred model”, and no NGOs play a formal role in the asylum projects. However the Swedish Red Cross is involved in some projects, for instance in making the repatriation process as smooth as possible.

14.4. Legal basis

Swedish asylum policy falls under The Aliens Act (Utlänningslagen (1989:529)), and The Aliens Ordinance (Utlänningsförordningen (1989:547)), Reception of Asylum-seekers and Others Act (Lagen om mottagande av asylsökande m.fl. (1994:137)) and Reception of Asylum Seekers and Others Ordinance (Förordning om mottagande av asylsökande m.fl. (1994:362)) which govern the asylum procedure.

14.4.1. Main Changes

In 1997 the rights of those with a well-founded fear of being sentenced to death or corporal punishment, or of being subjected to torture or other inhuman or degrading treatment or punishment, or who have a well-grounded fear of persecution because of their sex or homosexuality, were strengthened.

Furthermore, in 1997 the responsibility for detention issues was transferred from the police to The Swedish Migration Board. The reason for this change was to strengthen both efficiency and co-ordination in the asylum procedure. The philosophy is that the Migration Board can take additional advantage of its knowledge and expertise in matters regarding detention issues. In 1999 responsibility for enforcement was also transferred from the police to the Swedish Migration Board, for similar reasons.

14.4.2. Anticipated Changes

A parliamentary committee has reviewed the rules on procedure in the Alien Act, and recommended changes concerning those rules in 1999. The recommendations have not yet resulted in any amendments to the Act.

In their analysis they criticised the inadequacy of the rights of asylum seekers in the appeals process. One of the possibilities is to replace The Aliens Appeals Board with a regular court of law in order to strengthen the judicial position of the asylum seekers.

14.5. Arrangements immediately upon arrival

The following section describes the asylum procedure and the arrangements immediately upon arrival, which includes the period from asylum application until the applicant is settled in a municipality or leaves the country.

During this procedure all asylum seekers share the same social rights (This is, however, not valid for persons who go into hiding)

The asylum investigations, which comprise the asylum procedure, can be described in more detail as follows:

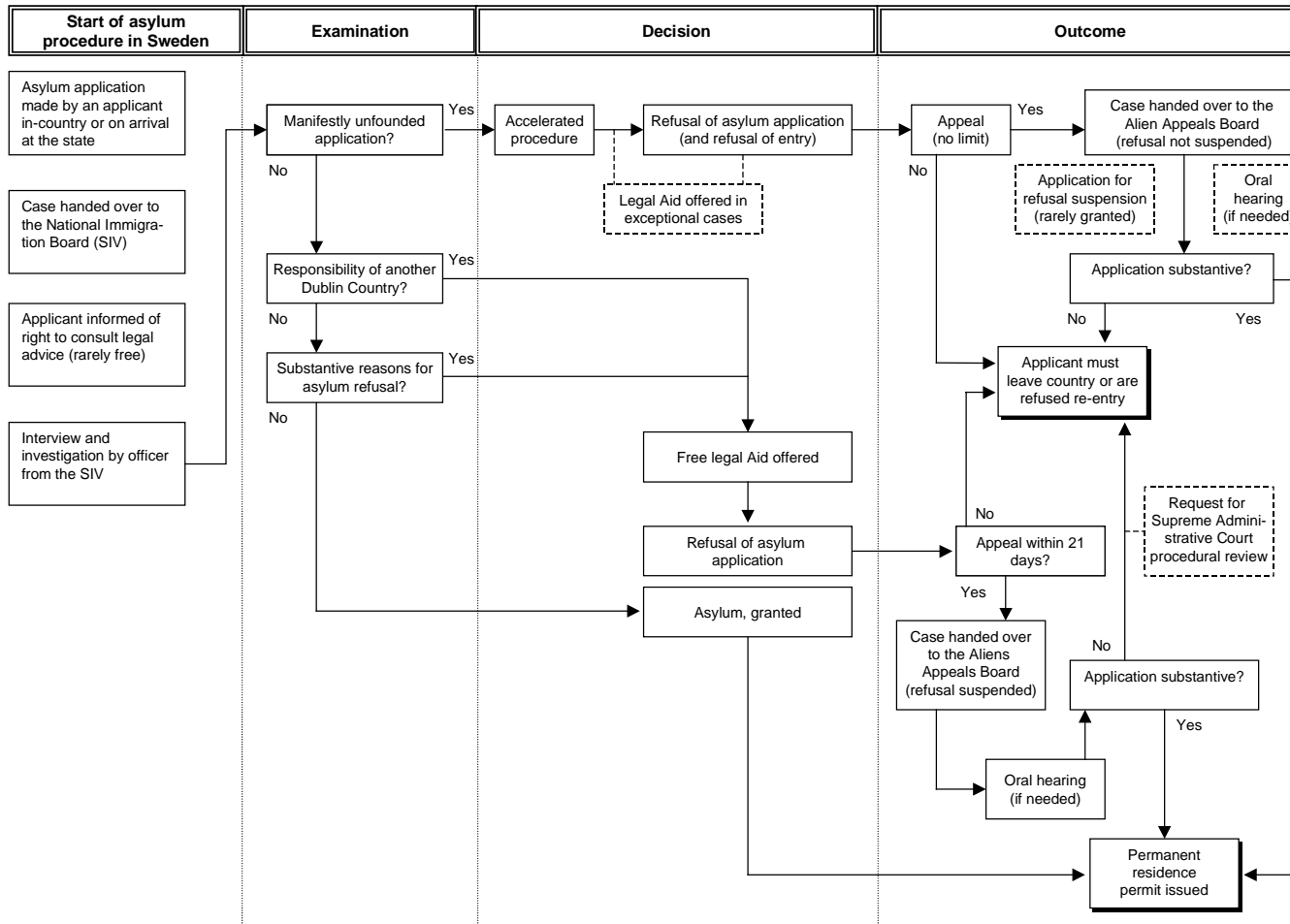
1. Investigation of identity
2. Tracing the travel route
3. Tracing family relations
4. Reasons for applying for asylum
5. The asylum seeker's reasons for wanting asylum in Sweden
6. Health reasons
7. Information about the Dublin Convention at the same time as the ordinary information about the asylum application is given
8. Financial and social investigation

The first instance where an asylum application is handled is the Swedish Migration Board; the second instance is the Aliens Appeals Board. The Migration Board or the Appeals Board can forward an application to the government if the application is deemed to be of significant importance in accordance with the interpretation of the Aliens Act, thus allowing the government to set up a precedent. This is however only done a few times a year.

An asylum case going to the Aliens Appeals Board must include oral proceedings if this is considered to benefit the investigation or otherwise promote rapid determination of the case. Oral proceedings must also be held in other respects at the request of the alien, unless it is clear that such proceedings are unnecessary in relation to his asy-

lum case. It is possible for an alien to make a new application to the Aliens Appeals Board if the application is based on circumstances, which have not previously been examined in the matter of refusal of entry or expulsion. This is the case if the alien is entitled to a residence permit here under the Aliens Act or it would be contrary to requirements of humanity to execute the refusal of entry or expulsion decision.

Figure 14.2: Asylum Procedure in Sweden *



* The Migration Board and The Aliens Appeals Board may, under certain circumstances, hand over cases to the Government. The Government can then make a decision on an application in order to set up a precedent concerning the general practice. The Government may grant residence for a number of reasons, e.g. for humanitarian reasons.

14.6. Accommodation

When an asylum seeker enters the country he or she can stay in one of the three transit centres used as a temporary residence until more permanent settlement in the Swedish Migration Boards residential centres is arranged. The asylum seeker is also able to arrange his own accommodation, for instance by staying with friends and relatives if he wishes to do so. This can be done from the day of arrival.

Asylum seekers who choose to live in a refugee residential centre live in furnished apartments. Most reception centres consist of ordinary self-catering apartments. According to the Swedish standard the maximum number of persons who generally can be accommodated in one room is two.

The reason why some asylum seekers can be accommodated where they wish from day one is that they are regarded as competent persons responsible for themselves. Another reason why this arrangement is allowed is the fact that it is cost saving.

The policy can be regarded as a success when compared with the initial goal. It was expected that approximately 10% of the asylum seekers would chose to find their own accommodation. Today that number is around 60%, and the general opinion is that this policy has a positive motivating effect on the asylum seekers, strengthening their social competencies.

However, this success brings some drawbacks. Asylum seekers concentrate in areas around the larger cities, which is a problem for the municipalities, which fear the development of high concentrations of asylum seekers in certain areas, particularly in the big cities. Another problem is that some of the relatives already living in Sweden are under pressure to host family members. These people stand a risk of themselves becoming traumatized when they give shelter to traumatized family members. Finally, some families move around a lot, which creates educational problems for the children.

Table 14.5: Number of reception centres

Number of reception centres	3 transit centres
Capacity of reception centres	Not applicable to the Swedish system.
Number of accommodation centres	27
Capacity of accommodation centres	Not applicable to the Swedish system, but around 7523 were living in residential centres on 31 December 1999
Total capacity of reception/accommodation centres	Not answered
Number of persons accommodated in private housing	About 10,375 on 31 December 1999

Names and addresses of reception and accommodation centres

In Sweden all centers are run by the Swedish Migration Board. Sweden open up and close down centers due to the amount of asylumseekers they have for the time being. The Swedish Migration Board has the full responsibility for the amount of accommodation needed.

Precise information on who is paying for the accommodations are as follows:

1) Reception/transit centers: The Swedish Migration Board

The three reception centers are situated close to Stockholm, Gothenburg and Malmö and are used only for shorter housing.

2) Accommodations centers (in short ABO)

These centers are for asylumseekers who are not able to stay with relatives or friends. The rent, furniture and the rest needed for keeping a household is paid for by the Swedish Migrations Board

3) Accommodation outside centers (in short EBO)

In Sweden all asylumseekers are allowed to stay wherever they want during their time of waiting. If they chose to stay with friends or relatives they are registered at an accommodations center and they receive money from the Swedish Migration Board as a tribute to the rent their host is paying.

Reception /	Name and Address	Authority man-	Authority	fi-	Capacity
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Accommodation centre		aging	nancing	
Reception	Transitenheten i Malmö Box 210 73, 200 21 Malmö.	Swedish Migration Board	Swedish Migration Board	ABO: 290 places with the possibility to accommodate 125 more if needed
Reception	Transitenheten i Carlslund Box 707 194 27 UPPLANDS VÄSBY	Swedish Migration Board	Swedish Migration Board	ABO: 200 (can be raised in an emergency situation with 25%)
Reception	Transit och mottagningsenheten i Göteborg Streteredsvägen 88 428 80 KÅLLERED	Swedish Migration Board	Swedish Migration Board	ABO: 40 EBO: 1.309
Accommodation	Mottagningsenheten i Malmö Box 210 73, 200 21 Malmö.	Swedish Migration Board	Swedish Migration Board	EBO: 1.500
Accommodation	Mottagningsenheten i Helsingborg Box 2066, 250 02 Helsingborg.	Swedish Migration Board	Swedish Migration Board	ABO: 680 EBO: 544
Accommodation	Mottagningsenheten i Hultsfred Box 157, 577 24 Hultsfred.	Swedish Migration Board	Swedish Migration Board	ABO: 950 EBO: 172
Accommodation	Mottagningsenheten i Karlskrona Box 549, 371 23 Karlskrona.	Swedish Migration Board	Swedish Migration Board	ABO: 650 EBO: 73
Accommodation	Mottagningsenheten i Alvesta Box 98, 342 21 Alvesta.	Swedish Migration Board	Swedish Migration Board	ABO: 550 EBO: 36
Accommodation	BU-enheten i Alvesta Box 82, 342 21 Alvesta.	Swedish Migration Board	Swedish Migration Board	ABO: 30 EBO: 54
Accommodation	Mottagnings och förvarsenheten i Flen Box 209 642 23 FLEN	Swedish Migration Board	Swedish Migration Board	ABO: 550 EBO: 290
Accommodation	Mottagningsenheten i Laxå Box 29 695 21 LAXÅ	Swedish Migration Board	Swedish Migration Board	ABO: 615
Accommodation	Tillstånds och mottagningsenheten i Karlstad Box 616 651 13 KARLSTAD	Swedish Migration Board	Swedish Migration Board	ABO: 100 EBO: 75
Accommodation	Mottagningsenheten i Säffle Box 312 661 26 SÄFFLE	Swedish Migration Board	Swedish Migration Board	ABO: 400
Accommodation	Tillstånd och mottagningsenheten i Norrköping Tegelängsgatan 11B 601 70 NORRKÖPING	Swedish Migration Board	Swedish Migration Board	EBO: 650

Reception / Accommodation centre	Name and Address	Authority man-aging	Authority fi-nancing	Capacity
Accommodation	Tillstånds och mottagningsenheten i Örebro Box 2073 700 02 ÖREBRO	Swedish Migration Board	Swedish Migration Board	EBO: 270
Accommodation	Mottagningsenheten i Solna Box 507 169 29 SOLNA	Swedish Migration Board	Swedish Migration Board	EBO: They have in between 1.500 and 2.000 registered
Accommodation	Mottagningsenheten i Skärholmen Box 249 127 25 SKÄRHOLMEN	Swedish Migration Board	Swedish Migration Board	EBO: They have in between 1.500 and 2.000 registered
Accommodation	Mottagningsenheten i Boden Box 103 851 85 BODEN	Swedish Migration Board	Swedish Migration Board	ABO: 630
Accommodation	Mottagningsenheten i Sundsvall Box 813, 851 85 SUNDSVALL	Swedish Migration Board	Swedish Migration Board	ABO: 500 EBO: 187
Accommodation	Mottagningsenheten i Ånge Box 181 841 34 ÅNGE	Swedish Migration Board	Swedish Migration Board	ABO: 340
Accommodation	Mottagningsenheten i Timrå Box 813 851 85 SUNDSVALL	Swedish Migration Board	Swedish Migration Board	ABO: 100
Accommodation	Mottagningsenheten i Gimo Box 45 747 02 GIMO	Swedish Migration Board	Swedish Migration Board	ABO: 581
Accommodation	Mottagningsenheten i Hallstahammar Box 164 734 24 HALLSTAHAMMAR	Swedish Migration Board	Swedish Migration Board	ABO: 400
Accommodation	Mottagningsenheten i Uppsala Dragarbrunnsgatan 36C 753 20 UPPSALA	Swedish Migration Board	Swedish Migration Board	EBO:330
Accommodation	Mottagningsenheten i Umeå Box 413 901 08 UMEÅ	Swedish Migration Board	Swedish Migration Board	EBO: 61
Accommodation	Mottagningsenheten i Västerås Box 55 721 04 VÄSTERÅS	Swedish Migration Board	Swedish Migration Board	EBO: 327
Accommodation	Mottagningsenheten i Falkenberg Box 94 311 21 FALKENBERG	Swedish Migration Board	Swedish Migration Board	ABO: 354 EBO: 172
Accommodation	Mottagningsenheten i Hylte Box 73 314 22 HYLTEBRUK	Swedish Migration Board	Swedish Migration Board	ABO: 393
Accommodation	Mottagningsenheten i Hova Box 117 548 22 HOVA	Swedish Migration Board	Swedish Migration Board	ABO: 780 EBO: 119

Reception / Accommodation centre	Name and Address	Authority managing	Authority financing	Capacity
Accommodation	Mottagningsenheten i Trollhättan Föreningsgatan 9 461 30 TROLLHÄTTAN	Swedish Migration Board	Swedish Migration Board	ABO: 386 EBO: 699

Special treatment

Special treatment is set up for especially vulnerable groups.

Standard and facilities of reception and accommodation centres

Alvesta Asylum Centre is the oldest centre in Sweden. 500 persons are administered here. Because of the Swedish policy of giving asylum seekers the freedom to live all over the country it mainly handles administrative tasks such as finding apartments, opportunities for organised activities, daily allowances, visitation etc. Therefore it is not relevant to assess the standard of the centres own living conditions.

14.7. Means of subsistence

The Immigration Board may provide persons who do not have a source of income or personal assets with a weekly allowance, as shown below: (The table shows the allowance per month). A special allowance may be added for persons who need glasses, winter clothes after arrival, for travelling costs etc.

Table 14.6: Monthly allowance

Means of subsistence	When self catering	When food provided	Private accommodation
Single adult	240 Euros/month	80 Euros/month	60 Euros/month
Cohabiting	204 Euros/month	64 Euros/month	120 Euros/month (per Family)
Child 0-3 Years	124 Euros/month	40 Euros/month	
Child 4-10 years	144 Euros/month	40 Euros/month	
Child 11-17 years	168 Euros/month	40 Euros/month	
Adult household member	204 Euros/month	64 Euros/month	
Third child onwards	50% of normal rate	50% of normal rate	

There are no differences in financial assistance for different stages of the asylum procedure.

There is no system of assistance in kind. Asylum seekers are required to pay for all expenditures such as clothing, shoes, spare time activities, health and hygiene with their allowance.

Those with a source of earned income or personal assets are required to compensate the Immigration Board for the cost of food and rent.

While their case is being considered all adult asylum seekers are required to participate in some form of organized activity and instruction in the Swedish language. This rule is also applicable to asylum seekers who have elected to live in private housing. If they do not participate without a valid reason, their daily allowance may be reduced. The daily allowance can also be reduced if the asylum-seeker does not co-operate in the investigation of his/her case or in the carrying-out of decisions taken.

14.8. Access to education

Children have access to primary education during the asylum procedure. The stage of the asylum procedure does not affect access to primary education. There are no possibilities to sanction in access to the primary education. Children also have access to secondary education during the asylum procedure. The stage of the asylum procedure does not affect access to secondary education.

Mother tongue tuition is a part of the education from the beginning. However, a lack of teachers in a given language can be a problem. Later on in the education mother tongue tuition is available if requested. The stage of the asylum procedure does not affect the rules and practices governing access to mother tongue tuition.

In co-operation with the asylum seeker the Migration Board makes an individual plan of action, which includes different activities that can be useful for the asylum seeker if he is granted a residence permit as well as if he or she has to leave the country. These activities could be educational opportunities for adults. Adults can choose between different kinds of educational activities such as English language courses, computer science courses, social studies and reading and writing courses.

Children are not required to attend courses. The same applies for adults, with the exception of the compulsory Swedish language course. However, there are inbuilt economic incentives, since refusal to participate in activities, which are parts of the indi-

vidual action plan without a valid reason means a reduction in the daily allowance. The same applies to those who go into hiding, thus hampering their asylum investigation or making it impossible to enforce refusal of entry and expulsion orders. A person who refuses to participate without valid reason or who do not attend the course on a regular basis can be expelled from the course. A decision concerning a reduction of the daily allowance can be appealed to an administrative court. A decision concerning expulsion from the course cannot be appealed.

Table 14.7: Language tuition offered to children and adults

Children	Adults
Mother tongue tuition offered	Language tuition is a requirement
Access to primary school offered	Access to vocational training offered within organised activities
Access to secondary school offered	Access to further education offered within organised activities

Asylum-seekers are not offered vocational training and further education as people living in Sweden. The training and education for adult asylum-seekers is offered within the framework of organised activities for which the Migration Board is responsible.

14.8.1. Anticipated changes

A working group under the Ministry of Education has suggested that asylum seekers under the age of 18 should have access to pre-school education and other types of schooling on the same terms as other children in Sweden. A bill is expected to be presented in Parliament in autumn 2000.

14.9. Access to the labour market

Asylum seekers are allowed to seek and take paid work during the asylum procedure, depending on the time required to process the application. If the Migration Board estimates that it will take more than four months before the asylum seekers' application will be considered for a first-instance decision, the asylum seeker may work without a work permit. The different categories are treated the same way. After the refusal of entry order has gained legal force the person concerned is not permitted to work anymore.

It is also possible to take unpaid work during the asylum procedure. The different categories are treated the same way. Unpaid work is supposed to be on an internship basis. Replacing a paid worker with an unpaid worker, e.g. with an unpaid asylum seeker, is not allowed.

14.10. Access to health care

In accordance with a parliamentary resolution, the county councils have been responsible for health services for asylum seekers since January 1, 1997. Until then the responsibility for health care was a function of the State. Responsibility was transferred to the ordinary health system to take advantage of the counties' expertise. Under an agreement between the government and hospital authorities the county councils must provide urgent or emergency medical and dental care and care that cannot be postponed for adult asylum seekers. The children of asylum seekers are to receive the same medical and dental care as other children in Sweden. Medical care even includes mental illness for which the asylum seeker needs special psychiatric treatment and people suffering from post-traumatic stress disorder.

Special psychiatric treatment is integrated in the ordinary health care system. Such treatment for those who have suffered from traumatic experiences and torture has been developed during the last ten years. Asylum seekers are also offered medical examination in accordance with the general recommendations issued by the National Board of Health and Welfare. Financial questions concerning health care for asylum seekers are regulated by means of an ordinance. The Government pays the cost of care for asylum seekers at a standard rate per applicant. If the cost of care for one treatment exceeds 50.000 Skr. (around 7000 Euros) the state pays the exceeding amount. Each person pays a fixed payment of 6 Euros when seeing a doctor or dentist and 3 Euro when seeing a nurse.

There are some difficulties of co-ordination between The Migration Board and the county councils, which concerns practical information about where the asylum seekers are staying, how many there are etc. Another discussion is between the state and the county councils whether the state grant covers the costs for the county councils.

Since fairly recently, children are now offered the same health care as other children in Sweden. The same applies to pregnant women, who now enjoy the same health care rights as all other pregnant women in Sweden.

All asylum seekers are offered a health screening when they submit an asylum application and/or arrive in the country. The screening consists of a talk with a nurse about the individual's state of health and health problems, with tests if necessary. Special screening for victims of torture and organised violence is included in the health talk with the nurse.

There is always access to medication and treatment during the asylum procedure. For adults treatment is given only for acute diseases and illnesses requiring immediate treatment, including chronic diseases. There are no differences in access to medication and treatment of urgent diseases during the different stages of the asylum procedure.

14.11. Rules on detention and restrictions on free movement

The asylum seeker will typically be detained at the beginning and at the end of the asylum procedure. During the asylum procedure asylum seekers are allowed to move freely in and out of the reception centres and the accommodation centres. Asylum seekers in detention share the same social rights as other asylum seekers. For instance they have the right to "organised activity"

Rules on detention - Adults

When deciding whether to detain an adult asylum seeker (18 years or above) the following criteria are used:

1. His identity is unclear on arrival in Sweden or, when he subsequently applies for a residence permit, he is unable to establish the likelihood of his stated identity being correct, and his right of entry in Sweden cannot be assessed by other means. In this case an alien may not be detained for more than 48 hours.
2. It is necessary in order to enable an investigation of his right to remain in Sweden, or
3. It is probable that he will be refused entry or expelled or if it is likely to be necessary to enforce a refusal-of-entry or expulsion order.

An alien, subject to detention may be kept under supervision instead of being detained, if this is deemed sufficient. Supervision implies a duty on the part of the alien

to report to the police authority in the locality at certain times or to surrender his passport or other identity document or to meet other special conditions.

In the second and third case an alien may not be detained for more than two weeks, unless there are exceptional grounds for a longer period. However, if a refusal-of-entry or expulsion order has been made, an alien may be detained for up to two months, unless there are exceptional grounds for a longer period. In both regards a detention order may only be issued if the personal circumstances of the alien or other circumstances give reasons to suspect that he will conceal himself or engage in criminal activities in Sweden. The typical length of stay in detention is about 47 days.

Rules on detention - Children

As a general rule a child may not be detained if it is sufficient for him to be kept under supervision. The child may not be separated from his guardian or, if there is more than one guardian, from one of them as a result of the detention of the guardian or the child. If the child has no guardian in his country, the child may only be detained if there are exceptional grounds for doing so.

An alien child may not be detained unless:

1. It is probable that the child will be refused entry and that an order for immediate enforcement will be made or there is an obvious risk that the child will otherwise conceal himself, thereby jeopardizing an impending enforcement of a refusal-of-entry order which ought not be delayed.
2. The question arises of enforcement of a refusal-of-entry order in circumstances other than those referred to in paragraph 1. This is the case when during a previous attempt to enforce an expulsion order it proved insufficient to keep the child under supervision.

An alien child may not be detained for more than 72 hours or, if there are exceptional grounds for doing so, for an additional 72 hours.

Appeal

The rules and practices regarding the appeal of a decision to detain a person, including an indication of whom a sanction can be appealed to, are as follows:

The alien may appeal against a detention order made by a police authority, the Swedish Migration Board or by the Aliens Appeals Board to an administrative court.

An appeal against a detention order may be lodged separately from the rest of the case and without any time limit.

Leave to appeal is required for appeal to the Administrative Court of Appeal. If the minister responsible for cases under this Act has made a detention order, the Supreme Administrative Court shall, when petitioned by the alien, consider whether the measure is to remain in force.

14.12. Differences in treatment according to the stage of the asylum procedure and the type of status sought

In general neither the stage of the asylum procedure nor the type of status sought affects the treatment of an asylum seeker. Nor are there any differences in treatment according to whether or not the asylum seeker applies for Convention status. There are however some special treatment for vulnerable groups.

Table 14.7: Differences in Treatment

Differences in treatment according to:			
	Stage of asylum procedure	Type of status sought	Vulnerable groups
Accommodation	None	None	Unaccompanied children are usually the responsibility of the social welfare authorities, however the Migration Board runs four youth residential centres where these children can be placed.
Means of subsistence	None	None	A special allowance can be granted for basic necessities
Education	Dublin cases are not offered any kind of education	None	None
Labour market related activities	None	None	None.

Differences in treatment according to:			
Health care	None	None	Children and pregnant women share the same rights as Swedish citizens. Treatment that cannot be postponed is provided. This includes special treatment for the mentally ill and persons suffering from posttraumatic stress

14.13. Political atmosphere surrounding refugees and immigrants

14.13.1. The public debate

Sweden has a long history of solidarity and pacifism, and has shown great commitment towards helping innocent people in need throughout the world. Sweden has always maintained her military neutrality and has played an important role on the international scene as a critic of the actions of governments involved in armed conflict. Taking on this role can of course only be accomplished credibly through maintaining very high moral standards, including the moral obligation to help refugees in need, whenever armed conflict has arisen.

14.13.2. The political debate

This historically significant international commitment has consequences for the political atmosphere in Sweden today. Most noticeable is the apparent presence of a “moral discourse” in connection to questions concerning refugees and asylum seekers. This can be reflected in the fact that issues concerning asylum seekers are not very politicised. Debates on this topic rarely rank high on the public agenda. In fact many articles in papers are positive towards refugees. For example: How do we make our society inclusive? What happens to an immigrant’s links with the labour market when there is a recession? (This moral discourse also manifests itself in the phrasing of the respondents, many of who actively use the term “inclusive society”).

Another example of the moral discourse can be found in the Swedish Parliament, where The Liberal Party (Folkpartiet) has proposed that the rules concerning family reunification should be loosened. A proposal to weaken the social rights of “mass influx refugees” caused a lot of public debate, in which a large part of the media and NGO’s opposed the proposal. At first the Social Democrats and the Moderates sup-

ported the proposal, but the Moderates changed their mind in response to the opposition they faced. Not least, some of the political parties' youth organisations have proposed accepting more asylum seekers and permitting them to work.

Another example comes from the media. In response to increasing activities by right wing racists and Nazis, Sweden's largest newspapers cooperated in launching a major campaign against these groups. Among other things the names and pictures of right wing leaders was printed in the papers.

Although there is a generally positive climate in Sweden towards refugees and asylum seekers, there is naturally also negativity:

- Some respondents claim that many of the Social Democratic voters are very sceptical towards asylum seekers.
- There is a high rate of criminality in Stockholm and Malmö among immigrants. This is, of course, likely to affect the political atmosphere in Sweden.
- Many immigrants are unemployed. Immigrants have a far lower level of employment compared to Swedish citizens with the same level of education. This is an indication that employers are reluctant to hire immigrants.
- Sweden suffers from major problems with right wing extremists. These problems include assassination of immigrants and journalists and attacks on asylum centres, including arson.

It seems that Sweden has a political atmosphere in which large parts of the public and media and most political parties are very sympathetic towards asylum seekers. But this may also be the reason that Sweden has some very extreme right wing groups. The one-sidedness of the public debate may explain why some people consider it necessary to use violence as a political weapon. The reaction towards the actions of these extremist groups has been one of direct confrontation from the social majority. Therefore the political atmosphere in Sweden is likely to be characterised by further polarization between the general public and extremist groups.

14.13.3. International cooperation

Representatives of the Nordic governments meet within the Nordic Governments' Advisory Group on Refugee Affairs (NSHF) in order to exchange information and discuss matters of common interest. The consulting group has also focused on coordinating Nordic action on migration policy in relation to the adjacent regions.

The Nordic Committee on Aliens is responsible for monitoring implementation of the Nordic Passport Control Agreement. These meetings bring together representatives of the authorities responsible for aliens policy in the Nordic countries. They exchange information on future changes in each other's visa policies.