Sweden’s Preparedness for Immigration and its Coherence with Sustainable Housing - with a case study of the city of Uppsala

Beenu Angurala
Sweden’s Preparedness for Immigration and its Coherence with Sustainable Housing - with a case study of the city of Uppsala

Beenu Angurala

Supervisor: Lars Rudebeck
Evaluator: Gloria Gallardo
Contents
List of Tables........................................................................................................................................... ii
List of Figures............................................................................................................................................... ii
Abbreviations................................................................................................................................................ iii
Abstract........................................................................................................................................................ iv
Summary........................................................................................................................................................ v
1 Introduction.............................................................................................................................................. 1
  1.1 Project Definition ............................................................................................................................... 1
  1.2 Project Goals ..................................................................................................................................... 3
  1.3 Outline.............................................................................................................................................. 3
  1.4 Delimitation ..................................................................................................................................... 3
  1.5 Methods.......................................................................................................................................... 4
2 Background .............................................................................................................................................. 5
  2.1 Mass Immigration trends and related initiatives (policies and practices) in EU ....................... 5
    2.1.1 EU Policy for Immigrants and Asylum Seekers ........................................................................ 6
  2.2 Sweden one of the Hotspots of Immigration in EU ......................................................................... 6
  2.3 Immigration situation in Uppsala ................................................................................................. 8
3 Conceptual Framework ......................................................................................................................... 10
  3.1 Sustainable Development & 'Sustainable Housing and Immigrants' .............................................. 10
    3.1.1 Definition of Sustainable Development & 'Sustainable Housing and Immigrants' .......... 10
    3.1.2 'Sustainable Housing and Immigrants' in context with Labour Market ............................ 13
    3.1.3 'Sustainable Housing and Immigrants' in context with Education ........................................ 13
  3.2 Challenges in Sustainable Housing ............................................................................................... 13
  3.3 Summary ........................................................................................................................................ 14
4 Empirical Study................................................................................................................................. 15
  4.1 Limitation ....................................................................................................................................... 15
  4.2 Overview of Immigrants (post summer 2015) situation in Uppsala ............................................. 15
  4.3 Responsibilities and initiatives to handle current immigrants situation ...................................... 15
    4.3.1 Uppsala Municipality ............................................................................................................. 15
    4.3.2 Migration Board .................................................................................................................... 17
    4.3.3 The Employment Agency (Arbetsförmedlingen) ................................................................. 18
  4.4 Policy Documents ......................................................................................................................... 19
    4.4.1 Uppsala Municipality Budget 2016 .......................................................................................... 19
    4.4.2 Action Plan 2016-Strategic Improvement, Uppsala Municipality ........................................ 20
    4.4.3 New Law for New Arrivals (Refugees with Resident Permit) Establishment ...................... 22
    4.4.4 Housing Regulations ............................................................................................................. 23
    4.4.5 The Housing Policy and the Sustainable Development Policy .......................................... 25
  4.5 Interview Description .................................................................................................................... 26
5 Analysis ..................................................................................................................................................... 27
5.1 Assessment - Sustainable Housing and Immigrants ........................................................................ 27
  5.1.1 Environment Dimension of 'Sustainable Housing and Immigrants' ........................................ 27
  5.1.2 Social Dimension of 'Sustainable Housing and Immigrants' ...................................................... 28
  5.1.3 Economy Dimension of 'Sustainable Housing and immigrants' .................................................. 29
5.2 Analysis w.r.t. Policy Documents and Authorities' Approaches ..................................................... 29
5.3 Inter-linkage with Dimensions of Sustainable Development ........................................................ 33
5.4 Scenarios .................................................................................................................................................. 35
6 Discussion ................................................................................................................................................ 39
  6.1 Positional Analysis of Scenarios ........................................................................................................ 39
7 Conclusion ................................................................................................................................................ 42
8 Acknowledgement .................................................................................................................................. 43
9 References ................................................................................................................................................ 44
10 Annexure ................................................................................................................................................ 52
  10.1 Annex - 1: Specifications for Temporary Housing ............................................................................ 52
  10.2 Annex - 2: General Residential Building Regulations for Permanent Housing ............................ 54
  10.3 Annex - 3: Brief description of information received from Uppsala Municipality ....................... 55
  10.4 Annex - 4: Inter-relation between Policies and Approaches ......................................................... 57

List of Tables
Table 4.1: Budget Plan with focus on Refugees
Table 5.1: Indicator Values - Residential Building
Table 5.2: Indicator Values- Residential Occupancy Density
Table 5.3: Indicator Values- Location of Housing Areas
Table 5.4: Indicator values- Environmental Impact and Construction
Table 5.5: Indicator Values - Social Aspects
Table 5.6: Indicator values-Economy Dimension
Table 5.7: Comparative Scoring Chart
Table 5.8: Method Description for Inter-linkage of Sustainability Dimensions
Table 5.9: Inter-linkage of Sustainability Dimensions
Table 6.1: Positional Analysis of Scenarios

List of Figures
Fig. 2.1: Global trends of Asylum seekers
Fig. 2.2: Immigrants and emigrants trend in Sweden (1851-2012)
Fig. 3.1: Sustainable Development Concept
Abbreviations

AMN - Arbetsmarknadsnämnden

BBR - Boverket's Building Regulations

CEAS - Common European Asylum System

EU - European Union

GDP - Gross domestic product

OECD - Organisation for Economic Co-operation and Development

PA - Positional analysis

SCN - Socialnämnden

SGP - Statement of Government Policy

SKL - The Swedish Association of Local Authorities and Regions

UNHCR - The United Nations High Commissioner for Refugees

WCED - The World Commission on Environment and Development

w.r.t - with respect to
Sweden’s Preparedness for Immigration and its Coherence with Sustainable Housing - with a case study of the city of Uppsala

BEENU ANGURALA

Angurala, B., 2016: Sweden’s Preparedness for Immigration and its Coherence with Sustainable Housing- with a case study of the city of Uppsala. Master thesis in Sustainable Development at Uppsala University, 57 pp, 15 ECTS/hp

Abstract:
For decades, many European countries with strong economy have experienced substantial immigration. The pressure increased strongly in the last couple of years when civil and regional war in some of the middle Asian countries forced its residents towards European countries. This has led to increase in population of the host country, which has implications in terms of consumption of resources such as water and land; imposes financial burden on the Government to create more jobs and basic infrastructure like housing, schools, medical facilities etc. In view of the impacts of immigration on the host country, an integrated perspective is required, which links sustainable housing need with the labour market and education needs. This project investigates the policies and approaches that the Swedish Government has adopted in relation to the sustainable housing and immigrants, by way of a case study of the city/municipality of Uppsala. The project further explores the policies and approaches with respect to various indicators for sustainable housing such as adequate security; accessibility; building specifications related to fire, structure; basic infrastructure; and in context with labour market and education access. A scoring method is adopted to analyse the extent to which present approaches support sustainable housing development. In case the approach is not in coherence, measures are suggested which could transform these approaches into sustainable housing policy approaches. The results of the analysis are applied to the formulation of three scenarios. The preferable scenario highlights that the authorities and agencies are required to work together on the common platform towards the provision of sustainable housing to the immigrants. This would require reorganization, concrete decisions on amendment of certain policies and actions in order to make the housing solutions viable and sustainable for the immigrants.

Key words: Sustainable Housing, Sustainable Development, Immigrants, Environmental Impact, Health Hazard, Residential Building, Labour Market

Beenu Angurala, Department of Earth Sciences, Uppsala University, Villavägen 16, SE- 752 36 Uppsala, Sweden
Sweden’s Preparedness for Immigration and its Coherence with Sustainable Housing - with a case study of the city of Uppsala

BEENU ANGURALA

Angurala, B., 2016: Sweden’s Preparedness for Immigration and its Coherence with Sustainable Housing- with a case study of the city of Uppsala. Master thesis in Sustainable Development at Uppsala University, 57 pp, 15 ECTS/hp

Summary:
Globalisation plays a vital role in the transformation of the world in terms of economy as well as better work and living opportunities for people. However, there is uneven distribution of economy and other benefits both globally and within countries. This has enhanced international migration towards the established economies, in particular European countries that has put pressure on the host countries' resources, financial burden and basic livelihood conditions. To counter such impacts, migration policies should ensure sustainable approach towards provision of basic human needs. In the project, firstly immigration trends and the related initiatives in the European Union (EU) are summarised to establish the policy framework for immigrants and asylum seekers. Further, the case of Sweden is studied to highlight the importance of Sweden's immigration policies and economy for the immigrants. Subsequently, the study is further narrowed down to the case of city/municipality of Uppsala to establish the importance of immigrants' influx. The project further develops by defining 'sustainable housing development' framework with a holistic approach, which perceives manifold functions such as adequate accessibility, affordability and basic infrastructure.

The project intends to assess the present policies and approaches adopted in Uppsala such as Action Plan, Municipal Budget, and New Settlement Law for new arrivals\(^1\) and initiatives (in terms of housing, jobs, school provision) by the Municipality, the Migration Board and the Employment Agency, as these authorities/agencies are responsible for the establishment of immigrants. In the assessment of sustainable housing framework for immigrants, each indicator is provided with a score based on values w.r.t. to particular policy and approach. The highest score is defined as 'provisions considered for housing and immigrants' and the lowest score as 'non-availability of information'. The scoring method helped in identifying the weakness and strength of indicators formed on the basis of policy documents and authorities' approaches.

Based on the empirical analysis, three scenarios are worked out with an aim to establish 'sustainable housing and immigrants' framework. In addition, positional analysis is applied to judge the most suitable future scenario. In Scenario 1 'Business as Usual', authorities will continue working according to the current working style. In Scenario 2 'Proactive approach' all authorities will work intensely to achieve one common goal, 'sustainable housing and immigrants'. Scenario 3 'Metamorphosis Approach' as compared to preceding scenarios is more systematic in nature to enable 'sustainable housing and immigrants' framework. Finally, the project concludes that 'sustainable housing and immigrants' framework demands that policy makers (Government) and other stakeholders (the Municipality, the Migration Board and the Employment Agency) come together on a common platform with pre-defined set-up rather than taking action on need basis.

Key words: Sustainable Housing, Sustainable Development, Immigrants, Environmental Impact, Health Hazard, Residential Building, Labour Market

Beenu Angurala, Department of Earth Sciences, Uppsala University, Villavägen 16, SE- 752 36 Uppsala, Sweden

---

\(^1\) New arrivals here refer as immigrants (refugees) who received residence permit after going through asylum process.
1 Introduction

1.1 Project Definition

Globalisation plays a vital role in the transformation of the world, in the form of expanding economy and providing better opportunities to people (GCIM, 2005, p.1). However, at the same time, globalisation has negative impact in terms of uneven distribution of its success, particularly in the emerging economies, which leads to increasing disparity in the living standards and human security for people in different parts of the world, resulting in increase in the scale of international migration towards established economies especially European countries (GCIM, 2005, pp.1 & 6). Immigration casts a significant impact on the receiving country in terms of consumption of natural resources (water and land), financial burden on the Government (job creation and sustaining well-being), health & sanitation conditions (compelled to live in slum like situations) and lack of education for children (GCIM, 2005, pp.42, 45 & 69). The immigration characteristics also changed over the period of time and the proportion of refugees (known as 'tied movers') increases as proportion of labour force immigrants decreases (Ekberg, 2011). According to Aiyar et al (2016), "IMF staff estimate that, on a GDP-weighted basis, average budgetary expenses for asylum seekers in EU countries could increase by 0.05 and 0.1 percent of GDP in 2015 and 2016, respectively, compared to 2014. These estimates are highly tentative, reflecting, in particular, uncertainty over the number of asylum seekers", (Aiyar et al, 2016, p. 12). For example, "in Sweden (at 0.2 and 0.7 percent of GDP), and Germany (at 0.12 and 0.27 percent of GDP) are expected to shoulder the largest spending increases in 2015 and 2016, respectively, relative to 2014", (Aiyar et al, 2016, p. 12). Further, "In the long run, the economic impact will depend on the speed of integration of refugees into the labor market", (Aiyar et al, 2016, p. 32).

Considering the impacts of immigration on the host country, an integrated approach is required, which connects livelihood of migrants with the labour market (including skill development) and education needs. Furthermore, according to GCIM (2005), migration policies that are in place should ensure that these development policies reflect the sustainable approach towards fulfilment of basic human needs such as housing, work opportunities and education, which are arising due to immigration in the host country. The policies related to immigration should bring benefits to countries of destination, countries of origin (in terms of development cooperation), and to migrants themselves (GCIM, 2005).

Sustainable Housing Development for migrants outlines key concepts and considerations by supporting the idea of comprehensive framework for designing sustainable housing policies and practical actions. Although sustainable housing is often considered from a predominantly 'design and material' perspective (green design, resource saving, greenhouse gas reduction), this study will focus on more holistic approach, which recognises the multiple functions of housing development. As per the Bruntland Commission, the World Commission on Environment and Development (WCED), sustainable development refers to “development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It contains within it the key concept of 'needs' in particular the essential needs of the world's poor, to which overriding priority should be given”, (WCED, 1987, p. 54). The other notion is the 'limitation', which urged by technology and social associations on the environment's capacity to meet the needs of present and upcoming generations. Development implies a progressive change in society and economy. Development can secure sustainability in theory in a firm social and political situation but to achieve physical sustainability, development policies must pay consideration regarding access to resources as well as sharing of cost and benefits (WCED, 1987). According to WCED (1987), sustainable development is a course of transformation, which encompasses the utilization of resources, the orientation of investments, technology advancements; and the institutional change in
harmony with each other; and strengthens potential to meet human needs of both present and future generations. Based on the above notion, the following principles of sustainable development laid out by WCED (1987) are considered for the project as follows:

- Development should encompass a balance between social, environmental, and economic aspirations all through each generation.
- Efficient partnership and participation should be fostered within and between government, society, and private sectors.
- Societies meet human necessities by enhancing productive potential as well as secure equivalent opportunities for all.
- The development must not jeopardize the natural systems that maintain life on the earth by over-exploiting the resources during the process of development else, it will put life support systems in danger both locally and worldwide.

Hence, sustainable housing development and immigrants, embraces the environmental, social, and economic aspects of housing, which interweave with one another. Moreover, sustainable housing development means more than a roof over one’s head. It also means adequate privacy; open space; physical accessibility; adequate security (both physical and in terms of occupancy); structural stability and reliability; adequate heating and ventilation; basic infrastructure; suitable environmental quality and health-related factors; and adequate and accessible location with regard to work and basic facilities like education, all of which should be available and provided reasonable cost to immigrants (Habitat III, 2015; OECD, 2015).

Thus, sustainable housing as defined above and applying it to Uppsala as a case study in the project. Uppsala is a university town where people are living for decades and leading reasonable lives. From the past decade, the rise in population (due to incoming new students and immigrants) puts stress on available resources not least on existing housing stock (UM Budget, 2016). To cater to the needs of increasing population, more housing is being planned and built which leads to consumption of large amounts of natural resources (land, energy, water, building materials), while producing waste, air and water pollution (Habitat III, 2015, p.3). This type of development exposes itself through a variety of environmental impacts and hazards, including those associated with natural disasters and climate change.

Immigrants have influenced the host country's socio-economic conditions especially in housing and labour market. Consequently, the host country's current socio-economic situation in terms of financial markets, access to services such as housing and education also influences / attracts immigrants. In other words, it is a two way process and big challenge for the host country to provide sustainable housing to its population, including immigrants. Thus, it is important to realise the socio-economic dimension and its importance in national development plans, which plays a vital role in deciding policies related to sustainable housing within the host country. To understand the realistic overview of the problem, this project looks into immigrants and related policies from 2010 till 2016, but due to sudden increase in inflow of immigrants seeking refuge in European countries, a critical analysis is done from post-summer 2015 on the impact on sustainable housing in Uppsala, Sweden.

Thus, for achieving sustainable housing, the enabling factors are housing, labour market (including skill development) and education (GFMD, 2013). A housing policy if considered in context with labour market and education, could lead to a sustainable housing development approach. A sustainable housing approach requires the knowledge and involvement of key stakeholders (such as Construction Company, Municipality) whose readiness is vital for attaining desired objectives. The similar notion of sustainable housing in Uppsala is quoted in the UNT.se article dated 10th March 2016 by Erik Pelling, Chairman (Social Democratic Party); Trond Svendsen, 1st Vice President
(Green Party); and Florian Burmeister, member (Left Party) in the Planning and Building Committee, Uppsala in the debate column of the newspaper as quoted below (Pelling et al., 2016).

"Uppsala is working towards the aim of providing sustainable and attractive habitats where the motive is to build homes in conjunction with community that bind together with each other, in terms of schools, parks, recreational places and other social infrastructure besides creating work opportunities". (Pelling et al., 2016). (Translated from Swedish original by the author, aided by 'Google Translate' service)

1.2 Project Goals

The aim of the study is to explore government initiatives related to immigration, and investigate whether these are in line with the sustainable development agenda of the government. Sweden is used as a case within Europe, with the city/municipality of Uppsala as a case within Sweden. The project will emphasise the following research questions:

a) What are the approaches (w.r.t. housing policies and in the context of labour market and education) related to immigration, adopted in Europe, with Sweden as a case and Uppsala as a test case in post-summer 2015 period (crisis period) and in the context of 2010-2015?

b) Whether or to what extent present approaches support sustainable development?

c) If not, then how can these approaches be transformed into sustainable policy approaches.

1.3 Outline

The thesis comprises seven chapters starting from conception of the project until the result and conclusion. Chapter 2 provides the background study of the immigration trend in the European Union (EU), limiting the case of Sweden with EU and further delimiting to the city/municipality of Uppsala as a case within Sweden. Chapter 3 contains conceptual framework of the project definition 'sustainable housing development'. Chapter 4 entails the empirical study of the city/municipality of Uppsala based on the methods and elements of the project definition described in preceding chapters. Chapter 5 details out the analysis of the sustainable housing development case, the results of which will be applied to the formulation of scenarios. Chapter 6 imparts discussion of results, address limitations and offers recommendations for a sustainable housing development approach for immigrants, followed by conclusions in Chapter 7.

1.4 Delimitation

The most important delimitation in the project is the choice of sector (socio, economic) and further delimiting to the enabling factors within the selected sector. The project is concerned only with the socio-economic sector with focus on housing policies along with the overview and connection with labour market and education. This project does not look in detail into other social and economic parameters like demographic characteristics, regions of origin of immigrants, quality of immigrants' jobs, health care etc. due to limited time. In addition, delimit the timeline (years) that the project will consider for the analysis to be complied within the limited timeframe. Thus, the project will focus on the second half of 2015 (the crisis period) along with the overview and connection with the 2010-2015 period.
1.5 Methods

The study will consist of literature review, which is comprised of analysing theories in context with immigration; and defining the enabling factors to identify the relation of immigration with sustainable housing development including work opportunities and access to education. The project will identify approaches adopted / proposed by the Swedish Government to minimise the negative impacts of immigration on the society and surroundings; and correlate the adopted approaches and practices with sustainable development. The project will look into policies related to immigration, statistical data, scientific articles, journals, theses, as well as government websites for published documents/reports concerning immigration.

In order to facilitate the process of data collection, qualitative interviews are considered to investigate key stakeholders such as concerned officials of County Board (Länsstyrelsen) and Uppsala Municipality (Uppsala Kommun) and Construction Company. This is to know their perception of sustainable development with respect to housing; and how they perceive the integration with pre-emptive plans for accommodating immigrants (housing) and keep focus on creating work opportunities and education for them (Refer Annex 3). Moreover, while data collection, when all concerned officials approached for personal interview, they apologised due to resources & time crunch. Considering the current surge of refugees in Uppsala that has kept all concerned officials pre-occupied in their work, thus, the information shared by them on telephone calls and emails is considered as an alternative to the interview method.

Positional analysis (PA) method is considered, which is useful in applying to judge future scenarios. With the use of positional analysis, it is ascertained that while applying more than value or ideology to solve issues, values require further identification and working, “decision-making becomes a multiple-step process where each move will make options expand and contract in specific ways. Moreover, the purpose of positional analysis is to face various aspects of complexity and illuminate an issue for decision makers, such as politicians, and for concerned actors”, (Söderbaum, 2015, p. 31). Furthermore, according to Söderbaum (2013), "The purpose of a PA study is however to illuminate a decision situation with respect to historical back-ground, possibly relevant ideological orientations, alternatives, impacts, irreversibility, uncertainty, conflicts of interest etc. Specific interpretations of sustainable (or unsustainable) development can be included among ideological orientations considered", (Söderbaum, 2013, p. 224).

The rationale of a specific case study within the case is to recognise and analyse the dynamics of the problem and achieve insights from the case, which can be used for further theoretical and practical considerations. In addition, based on the delimitation, the purpose of relevant sector within the specific case study is to analyse the implications of the problem identified w.r.t. approaches adopted/proposed so far by the government.
2 Background

2.1 Mass Immigration trends and related initiatives (policies and practices) in EU

Europe is a region of immigrants. In recent years, inhabitants from countries with struggling economies and war-affected states contribute a major part of housing needs in many European countries. The most recent comprehensive data in year 2012 demonstrated that one of ten people living in the European Union and OECD areas was born abroad (OECD, 2015, p.11).

In 2015, Europe experienced its worst ever 'refugee situation' since the World War II. In that year, about 995,000 people submitted first-time asylum applications in European Union (EU) countries (Aiyar et al, 2016). According to IMF report prepared by Aiyar et al (2016), there could be possibility of double counting in data related to first-time applications i.e. in case an asylum seeker registers in two countries. The United Nations High Commissioner for Refugees (UNHCR) defined a three-dimensional strain for host countries: facilitation of refugee inflow, repatriation, local integration (first country of asylum) or resettlement (in third country). Though repatriation was supposed to be the best solution, but in the present situation with many south Asian countries experiencing civil war, this solution experienced its limitations. The EU policy makers are therefore now exploring the two other options to tackle the situation (UNHCR, 2015).

The asylum seekers in 2015 surpasses last thirty years’ figures, which challenges EU ability to handle immigrants and integrate them into the economy and society. The inflow of applications is fastest in Germany and Sweden due its geographical settings and refugees' desire to settle in prosperous European countries (Aiyar et al, 2016).

The figure 2.1 shows pending cases of asylum seekers in EU and other parts of the World, (UNHCR, 2015, p.6).

Fig. 2.1: Global trends of Asylum seekers, Source: UNHCR, 2015,p.6
2.1.1 EU Policy for Immigrants and Asylum Seekers

EU policy on irregular immigrants and asylum seekers has been developed over time, from individual national policies to common minimum programmes at EU level. The Lisbon policy gave a legal framework for a common asylum policy allowing integration at one platform. In 2013, Common European Asylum System (CEAS) was adopted in the form of five keys acts (Poptcheva, 2015). These are; (i) The **Qualification Directive (2011)** provided the platform for asylum seekers to obtain international protection; (ii) The **Asylum Procedure Directive** establishes procedure within a time frame for granting and withdrawing international protection to asylum seekers; (iii) The **Reception Conditions Directive** ensures standard for asylum-seekers access to health care, education, employment etc. though Denmark, Ireland and the United Kingdom are not bound by new system and the United Kingdom continued with the 2003 Reception Conditions Directives; (iv) The **Dublin III Regulation** provided criteria for determining which state member is responsible for examining an application. The regulation made responsible the first member state where applicant entered (Poptcheva, 2015).

In 2009, **Stockholm Programme** framed a comprehensive legal framework based on solidarity between EU members, but due to lack of systematic integration of a broader strategic framework which would have forced policy makers and other stakeholders to recognise a holistic approach to deal with such a sensitive topic, it was not applied in practice. The approach would have considered geopolitical and economic challenges and aimed to strike a balance between fundamental human rights (like food, housing, medical assistance etc.) and security (Poptcheva, 2015).

To address the need for a holistic approach, the European Commission in May 2015 announced “**A European Agenda on Migration**” which addresses short and long term action. This agenda stresses four pillars to manage migration issues (E.C., 2015; Poptcheva, 2015. These are; (i) reducing the incentives for irregular migration, which addresses the issue of human smuggling and readmission agreement with third countries; (ii) **Border management** – this involves better management of the external border; (iii) A strong common asylum policy - based on solidarity towards those needing international protection; and (iv) **New EU policy on legal immigration** - policy needs to focus on attracting workers that the EU economy needs (E.C., 2015; Poptcheva, 2015).

2.2 Sweden one of the Hotspots of Immigration in EU

Immediately after World War II, Sweden had restrictive immigration policy towards non-Nordic citizens. But in 1951, Sweden signed the Geneva Convention which opened doors for non-Nordic citizens to obtain residential permits. In 1953, after signing an agreement for a common labour market, borders were opened for labour migrants from Nordic countries. Large numbers of immigrants from Mediterranean countries also arrived in Sweden for better work prospects. In 1967, after criticism from Swedish labour unions, the migration rules were changed for non-Nordic citizens making it more difficult to obtain residential permits in Sweden (Englund, 2003, p. 7; Roth, 1999, p.20).

In the 1970’s, the pattern of migration changes with more numbers of migrants coming in from non-European countries. The majority of these were seeking refuge from wars, military coups and political instability in countries in the Middle East, Africa and South America. The war in Yugoslavia in the early 1990’s escalated the number of people seeking refuge in Sweden (Englund, 2003, pp.7-8).
From the 1950s Sweden was known as a haven for labour immigrants from European countries, but from around 1990 the composition of immigrants shifted to refugees and family migrants from non-European countries (Englund, 2003). In 2013, foreign-born immigrants accounted for approximately 16% of total population (OECD, 2014, p.4), which increased significantly to 16.45 percent in 2014 and 17.02 percent in 2015 (Statistiska Centralbyrån, 2016).

The immigration policies in Sweden are always governed by the economy. The policies are more liberal during economic upswing and more restricted during economic depression (Ekberg, 2011). The latest statistics, from Swedish Migration Board (figure 2.2) shows the trends of immigrants and Emigrants from 1850 till 2012, which clearly reflects that the incomers since 1950’s are more in numbers than people leaving Sweden (Statistiska Centralbyrån, 2013).

In the late 1960’s and early 1970’s the Swedish Parliament (Riksdag) formulated a goal-based policy for new immigrants in the country. The first point of this was the Principle of Equality – give immigrants equal rights and opportunities as Swedish Citizen. The second point was Freedom of Choice – gives immigrants' freedom to maintain their own cultural background. The third and final point was Positive Cooperation, which was supposed to give immigrants a chance to participate in development of society (Englund, 2003, p.9; Roth, 1999). After exercising this for almost two decades, the Swedish Parliament decided on a new policy named “Integration Policy”. The argument to scrap the old policy was that it made migrants a segregated group within society. Even if immigrants were lived for a long time in Sweden or even born in the country, the old policy segregated them from natives, and gave them a feeling of social exclusion, it was claimed (Englund, 2003, p.9).

The new Integration Policy of 1997, just as the former policy, provides the same rights regardless of ethnicity, colour and cultural origin. It also identifies that Swedish society should encourage mutual respect and tolerance to all the people, irrespective of origin, and all should participate in the development of society (Englund, 2003, p.10).
In 2008, Swedish Government bring reforms in labour migration policy, which gives employers freedom to recruit from abroad provided they advertise job information beforehand within the country. This move by Swedish Government was to maintain the demand led industries functioning without inference from trade unions and employers organisations. However, despite of reforms the increase in foreign employee share is merely 1.5 percent point from the year 2003–2007 to 2008–2011 (Bevelander and Irastorza, 2014, pp. 6-7). The exact reason for low foreign employee share was difficult to judge as reforms coincided with the recession (Bevelander and Irastorza, 2014, p.7). The education level of immigrants from 1998 to 2011 was also higher than native population giving fact that lot of immigrants are from EU countries. The long-term impact still to be seen on employment market of Sweden (Bevelander and Irastorza, 2014, p.7).

However, the non-EU migrants suffered more than EU migrants and native population during recent recession. That was due mainly to lower education qualification of non-EU immigrants than the natives and EU migrants. The recession hits manufacturing sector the hardest and overrepresented immigrants in manufacturing sector lead to termination of employment from the work places (Bevelander & Irastorza, 2014, pp.18). However, the data reveals that severity of losses is still less than recession occurred in 1990, which also shows some type of stability and protection in Swedish Economy (Ulku & Muzi, 2014, pp. 2-9; Bevelander & Irastorza, 2014, pp.7-8). This is mainly due to the fact the labour immigration was limited until 2008.

The Swedish economy recovered swiftly as shown i.e. in statistics presented by the International Monetary Fund (IMF, 2010 in Ekberg, 2011). In 2012, the Swedish economy showed a positive trend and generated a 1% growth of GDP, which increased to 3% in 2014 (Ekberg, 2011). With no specific fiscal constrain there is an opportunity to start new programmes to improve immigrants integration into labour market.

Over a year’s immigrants in Sweden improved integration by accessing Swedish Education opportunities and 'Sweden Specific' knowledge to labour is important in post-industrial economy. It is found that good knowledge in Swedish Language increases the chances of finding employment by immigrants in Sweden. The employment rate improves with more year of stay in Sweden. The employment gap between the Swedish native an immigrant during their first year is 27 percent, which reduced significantly if an immigrant stays for more than 11 years (the gap reduces to 10 per cent), (UNHCR, 2013).

However, in recent time the outlook of Swedish labour market is good especially from non-European countries. This resulted in the refugee pending application where Sweden ranked second highest after Germany as explained in section 2.1. Swedish Government in SGP 2015 resolute to provide adequate housing, employment, education, health care etc. to refugees and immigrants pertaining to present refugee inflow due to Syrian War (SGP, 2015).

2.3 Immigration situation in Uppsala

According to Andersson (2010), "The numbers of immigrants have grown in the last ten years, 1999–2009, with a 105-percent increase in Sweden", (Andersson et al, 2010, p. 272). The situation is not different in Uppsala, though the favourite destination for immigrants in Sweden is Greater Stockholm, Malmo, Gothenburg etc. Immigrants in Sweden are labour immigrants on free movement among EU countries, refugee immigrants from South Asia, Middle East, Africa & South America and family reunifications.
Uppsala due to its proximity to Stockholm and having two renowned universities attracts immigrants from various parts of EU and the world. Due to the universities, many young people arrive every year in Uppsala to study, contributing to raise the demand for housing. Housing has traditionally been at centre stage of Swedish welfare policy. The thinking behind socially oriented housing policy is to provide good housing to all regardless of income and status. This has become conflictual areas in present time with immigrants mainly refugees from low-income groups and thus in lack of money to spend on housing. This naturally limits their choice in the housing market. These refugees are mainly dependent on financial aid and grants given by the government or other social welfare agencies.

According to the UNHCR report, Swedish immigrants are more segregated after 5 years in the country than just after arrival. This is due, firstly, to lack of social and economic resources. The study found that the segregated areas of immigrant choice are marked by low financial status and unemployment, which forces people to move out to affordable areas (Andersson et al. 2010:251 in UNHCR, 2013). Secondly, relationships with relatives and fellow countrymen for social network is an important factor (Integrationsverket 2000: 61 in UNHCR, 2013). Various reports conclude that the present financial mechanisms of the housing market and current shortage of public housing raise a serious hurdle for the integration of refugees by way of the housing market. Uppsala shares 2.25 percent of foreign-born residents in Sweden (Statistiska Centralbyrå, 2015a).

In August 2015, Uppsala Municipality issued a press release about offering temporary interventions for homeless EU migrants in Librobäck on a municipal plot of Skedbogatan. The move was criticised by locals and NGO’s with the argument that the site is located around in a heavily polluted industrial environment with poor lighting and dense traffic, high noise level from the auto route Bärbyleden located right next door (UM Press Release, 2015; UM Interpellation, 2015). However, the municipality confirmed that this would be only a temporary measure over the summer until a winter shelter in for EU migrants opens.

According to Municipality Budget 2016, Uppsala Municipality welcomes all new residents, assuming responsibility for receiving refugees and take advantage of their skills and creativity. The budget 2016 refers to the recent changes in the national refugee policy, including new directives in force to introduce activities for newly arrived refugees:

- Training to refugees should be improved;
- Uppsala is an open and inclusive municipality regarding refugees and especially concerning unaccompanied minors (Orientation goal also applies to municipal government, Culture committee and the Social Welfare Board); and
- Segregation should be discouraged (UM Budget2016, 2015).
3 Conceptual Framework

Literature review of this project is focused on the conceptual framework of sustainable development, adequate housing for vulnerable group (migrants) and enabling framework derived for sustainable housing development. This will establish base for the understanding and analysis of the type of housing required for the immigrants and its connectedness to the labour market in the host country. Furthermore, such a blended perspective would help in formulation of sustainable housing development approach to accommodate and integrate immigrants in the host country. The review of relevant literature corresponding to sustainable development and adequate housing is important to lay foundation for this project.

3.1 Sustainable Development & 'Sustainable Housing and Immigrants'

In recent time western world, especially Europe is facing worst-ever migrant crisis since World War II due to unrest in Western Asian Countries. Sweden, like all other European Union countries is facing shortage of resources to accommodate the immigrants. From the recent trend, it is essential for the host country to establish developmental policies, which encourage sustainable housing for immigrants. However, for achieving sustainable housing, the enabling factors are robust housing policies which encourage and integrate labour market (including skill development) and education so that immigrants will be able to establish themselves in host communities and social life (GFMD, 2013). A housing policy if considered in context with labour market and education, will lead to a sustainable housing development approach. In addition, a sustainable housing approach requires the knowledge and involvement of key stakeholders whose readiness is vital for attaining desired objectives.

3.1.1 Definition of Sustainable Development & 'Sustainable Housing and Immigrants'

i) Sustainable Development concept, WCED

According to the World Commission on Environment and Development (WCED) report, Our Common Future, sustainable development means meeting "the needs of the present without compromising the ability of future generations to meet their own needs", (WCED, 1987, p. 54; Choguill, 2007, p.144). According to WCED (1987), the concept of sustainable development encompass the notion 'needs' in particular to the essential needs of the world's poor, to which overriding priority should be given. The other notion refers to the 'limitation' urged by technology and social associations on the environment's capacity to meet the needs of present and upcoming generations. In theory, development can secure sustainability in a social and political situation, but for physical sustainability, the development policies should give due consideration w.r.t. access to resources as well as sharing of cost and benefits. As explained in section 1.1, the principles laid in WCED (1987) considered for the project are; balance between social, environmental, and economy dimensions of sustainable development; partnership between stakeholders; enhancing productive potential; equal opportunities to work; and safeguarding the natural systems. The concept of sustainable development was originally coined as an expression to 'macro economic development' but was later related to the human settlements quality and, by implication, housing (Choguill, 2007).

The report Our Common Future emphasised the fact that the poor of the country should not be marginalised while planning for economic growth, especially in those countries where a large portion of population is poor. The sustainable housing improvement is concerned with the upliftment of the poor (Choguill, 2007). A reasonable and equitable share of resources are required
to be granted to the poor so that they sustain themselves in the economic growth of the country. In this whole scenario, government plays an important role to ensure fair distribution of resources among citizens. Furthermore, government should take into consideration the effective utilisation of limited resources to improve the housing conditions of the poor. The interventions to be considered by the government are tenure security; availability of land and other resources to build housing; and availability of basic infrastructure in the housing areas (WCED, 1987).

**ii) Adequate Housing concept, OHCHR**

"Adequate housing was recognized as part of the right to an adequate standard of living in international instruments including the 1948 Universal Declaration of Human Rights and in the 1966 International Covenant on Economic, Social and Cultural Rights", (OHCHR, 2014; Habitat III, 2015).

Adequate housing covers measures that are required to focus on the vulnerable groups comprising women, children, slum dwellers, homeless persons, migrants, indigenous people and persons with disabilities. It does not denote just a space to live. It is far more than providing four walls and roofs to live (OHCHR, 2014). It has other elements such as tenure security, availability of services, habitability etc. which needs to be looked into by the host country for the provision of adequate housing (OHCHR, 2014). Not only this, access to adequate housing is linked as a prerequisite to other human rights such as right to work, education, and health (OHCHR, 2014; Kenna, 2012).

Immigrants who are already in vulnerable situation and struggle for normal lifestyle fall prey to the precarious living conditions in host country. Many may find accommodation at their work place such as factories, in overloaded dormitories and with no access to suitable sanitation. The accommodation provided to them may be badly ventilated without considering their dignity or personal security (OHCHR, 2014).

For sustainable housing development especially for immigrants, the minimum number of elements like tenure, basic infrastructure, location etc. is essential to be considered before provision of housing. The United Nations High Commission for Human Rights has acknowledged the minimum elements now referred to 'institutional instrument' for the provision of adequate housing to all, especially for the vulnerable segment (women, children, slum dwellers, homeless persons, migrants, indigenous people and persons with disabilities).

**iii) 'Sustainable Housing and Immigrants', author perspective**

The working definition of Sustainable Housing Development considered for this project is based primarily on the dimensions laid out by WCED while defining sustainable development and secondly on the essential elements required to support housing mentioned by OHCHR, 2014.

Sustainable housing development consists of elements such as adequate security (both in terms of physical and occupancy); basic infrastructure; adequate privacy; open space; physical accessibility; structural stability and reliability; adequate heating and ventilation; suitable environmental quality and health-related factors (Habitat III, 2015; OECD, 2015). In addition, the definition contains other dimension, which the housing development often neglects for the vulnerable group such as adequate and accessible location with regard to work and basic facilities like education. All these elements are required to be available and provided at reasonable cost to the immigrants. Thus, for the provision of sustainable housing to the immigrants, the three pillars of sustainable development- the environmental, social, and economy blend closely with one another.
The elements of sustainable housing are as follows:

- **Adequate security (both in term of physical and in occupancy)**
  The housing provision to immigrant ensures adequate tenure security as well as physical security from within and from outside else they may fell victim to forced evictions and harassment. Adequate security should guarantees legal protection from all odds (Habitat III, 2015; OECD, 2015, p. 178).

- **Provision of basic infrastructure, such as water supply, sanitation and waste-management facilities**
  Housing is not suitable and sustainable if it lacks providing basic infrastructure such as water supply, sanitation and waste management (Habitat III, 2015). Absence of any of these infrastructure facilities will cause the environmental stress and the housing development will become one of the main sources of communicable diseases like malaria, cholera etc. Therefore, the linkage between the basic needs and housing is essential to protect surrounding environment (WCED, 1987).

- **Building structural stability, adequate heating and ventilation**
  Habitability comprises structural stability of the residential building, adequate dwelling unit size and adequate heating and ventilation to protect its occupants from cold, rain, wind or structural hazards (Habitat III, 2015; OECD, 2015, pp. 182, 186).

- **Physical accessibility**
  Accessibility to location of housing plays an important role in the uplift of residents living. A good and efficient accessibility to work places, schools, health facilities and other social facilities will reduce their cost of transportation. Besides location provisions, the area for housing should be free from pollutant surroundings and hazardous infrastructure such as landfill sites / incinerators (Habitat III, 2015; OECD, 2015, pp. 182).

- **Suitable environmental quality and health-related factors**
  Inadequate housing has conferred to health hazards due to inhabitable environment, overcrowding and lack of adequate services. As a result, inadequate conditions will increase the chances of transfer of diseases amongst the household members and more vulnerable groups like children and elders. Moreover, many environmental risks are linked to poor housing structures as well as its location (WCED, 1987; OECD, 2015, pp. 180, 187).
Reasonable cost to immigrants
Affordability component also plays a crucial role in defining sustainable housing. If the housing cost is not affordable then the immigrants may have to compromise on the rights of basic amenities and will be forced to live in slum like situations. This also results in compromising other basic needs such as work, education and health (OHCHR, 2014; OECD, 2015, pp.178, 187).

3.1.2 'Sustainable Housing and Immigrants' in context with Labour Market

Under the concept of sustainable housing development as defined in section 3.1.1, the key component of economy, which affects the housing of the immigrants, is the labour market including skill development to achieve their social wellbeing and poverty eradication. According to OCED (2015) report, "both male and female immigrants were more likely to be hired under short-term contracts than their native-born peers. Temporary work is also widespread among immigrants in southern Europe, Sweden and Finland", (OECD, 2015, p. 110). If the host country well integrates these economic components with the provision of housing then the immigrants will be able to fight against poverty as well as gain new skills in the host country. However, absence of adequate labour market and less opportunities for skill development of the immigrants in the host country will lead the immigrants' livelihood to degradation, poverty, and vulnerability. On the other hand, host countries have limited resources and subsequently, the increase in population due to influx of immigrants may push the country to paucity, since the immigrants may overexploit the environmental services, and thus the conflict of increasing population and inadequate natural resources may have its consequences on poverty (UNDESA/DSD and UHU-EHS, 2011).

3.1.3 'Sustainable Housing and Immigrants' in context with Education

Similarly, education is considered as one of the key components for sustainable housing development approach for immigrants. The project will look into the educational aspect in terms of schools location - whether in vicinity of the housing areas or not, and access to schools. If the education component is not well integrated with housing development for the immigrants then this will have consequences, which not only affect the immigrants but also the host country (GFMD, 2013). According to present trends, the immigrants will stay for the longer duration in the host country, and will require education for their growing children. Considering this, if schools are not accessible to the immigrants then the future generation will not be able to attain skills requirement in the host country and they will end up doing meagre jobs and hence in a poverty trap (Kaida, 2013). Moreover, newly arrived immigrants are still struggling to find adequate jobs in the host country and if schools are far away from their residential areas, then there may be consequences that delay or stop school education of their children until they find other means to support their family. If the housing provision is far or cut off from social facilities such as schools, health care, or in case, there is lack of adequate transport facility or the latter is too costly, then it will be tough for immigrant children to avail education or health-care. Thus, it is important to have adequate housing provisions, which has an influence on children’s overall well-being, their growth and development. The sustainable housing development approach may fail if any one of its component is not fulfilled by the host country (OHCHR, 2014).

3.2 Challenges in Sustainable Housing

However, the extensive definition of sustainable housing development now given portrays the ideal situation but at the same time, it has imperative elements, which are not to be neglected. We are able to meet the basic needs of the vulnerable segments but it is always debatable whether the built
environment has positive impact on the natural environment (Choguil, 1996). The housing sector portrays consumes considerable energy wherein dwellings hold approximately 19 percent of entire worldwide energy utilization (Habitat III, 2015). Furthermore, new dwelling construction accounts for 40 percent of worldwide energy use, constituting one of the main suppliers of greenhouse gas emissions (Habitat III, 2015). Not only this, it also contributes to environmental deterioration by the extraction of housing construction materials, and partial utilization of local building materials and techniques (Habitat III, 2015, p.3). Therefore, there is a dilemma of 'provision of sustainable housing by increasing construction activity' and 'environmental impacts and hazards'. The housing development may lead to other exposures that may not be sustainable in terms of environmental degradation by the consumption of natural resources and increasing air, water and land pollution.

3.3 Summary

It is apparent that the housing sector is accountable for a considerable share of capital and resources (37,808 gross cost per dwelling and per sq.m., 2014 in Sweden), (Statistiska Centralbyrå, 2015b). If managed well it will contribute not only to economic growth but also be a main element of the social development programme of a country. Not only this, strong inter-linkages are essential connecting housing and urban development practices which will improve the relationship among housing, accessibility and employment in cities.
4 Empirical Study

4.1 Limitation

Acknowledging the sensitivity of refugee situation, authorities in Uppsala did not want to reveal locations of either permanent or temporary housing. The documents obtained from Uppsala Municipality, the Migration Board, the County Board were in Swedish, and while translating in English through 'Google Translate', there were some instances when the translation did not correspond correctly and lost actual meaning of the statement in the original language. Hence, due care was taken while translating the document, but there may be some items where the essence of communication is not scripted in true sense.

4.2 Overview of Immigrants (post summer 2015) situation in Uppsala

Action Plan of Uppsala Municipality summarises the situation of immigration in Uppsala in terms of increase in the number of asylum seekers registered in Migration Board in January 2016 (the Migration Board statistics was used as source of data in Action Plan). Almost 4000 new asylum seekers registered in January 2016, which is a twofold rise, compared to 2015 when only 1,350 people sought asylum in Uppsala Municipality. A large part of refugees is children and young people and the majority of them are unaccompanied. According to Migration Board, in January 2016, 2,655 asylum seekers are living in Uppsala out of which Migration Board accommodated 1,150 asylum seekers on priority, which are mainly young people and unaccompanied children. The remaining group was split into board housing and private housing i.e. acquaintances. According to the Action Plan, the greatest challenge the Migration board and Uppsala Municipality is facing is to rehabilitate unaccompanied children and young population. Guardians are responsible for appointment of trustee, which led to administrative challenges. Another major challenge is to secure accommodation and housing not only for asylum seekers but also for the new arrivals with residence permit, considering the acute shortage of housing in Uppsala (UM Action Plan, 2016).

4.3 Responsibilities and initiatives to handle current immigrants situation

4.3.1 Uppsala Municipality

Uppsala Municipality is responsible for receiving the new arrivals that have residence permits; to arrange the school admissions and recreation centres; and provide compensation of income support; besides others (UM, 2015). According to the Settlement Act (2016-38), which came into force on 1st March 2016, it is joint responsibility of all municipalities in Sweden to accommodate new arrivals with residence permit (SR-ML1, 2016; SR-ML2, 2016). The municipalities in Sweden will handle 21,702 new arrivals in 2016. Consequently, Uppsala County Administrative Board will get 1,082 new arrivals, allotted by the Migration Board and Employment Service, within its seven municipalities. As a result, Uppsala municipality will receive 616 new arrivals in 2016 to accommodate and integrate them in Uppsala (SR-ML3, 2016).

The County Administrative Board's role is more of providing support services to accomplish municipality's work in the establishment of new arrivals. The support services in relation to new arrivals comprise review of municipality's annual plan, coordinating municipal activities such as Swedish for Immigrants (Migrationsverket16, 2016; Arbetsförmedlingen1, n.d.). On the other hand, Uppsala municipality will work in cooperation with the Labour Administration, the Education Department as well as non-profit organizations to provide jobs and education to establish new arrivals as rapidly as possible (UM, 2015). The Labour Office works in coordination with the
municipality to coordinate introduction activities for the new arrivals having residence permit and assigned new arrivals to the Establishment Reform under the Employment Service (UM, 2015; UM-LA, 2015). The Education Department generates documents related to education, take follow up and implement to ensure the best learning opportunity to children and young people. The aim is to provide school placement to children and young people as well as adult education including Swedish learning for immigrants (UM, 2015; UM-ED, 2015).

A. Accommodation and Housing:

a) Uppsala Municipality operates arrival accommodations for asylum seekers

In October 2015, the Migration Board was short of accommodation places to house newly arrived asylum seekers in Uppsala. Considering the situation, Uppsala municipality arranged 250 temporary evacuation centres such as gyms, schools or other facilities, provisionally converted to dormitories, provided to the Migration Board to address the accommodation shortage (Press Release-UM, 2015). Some of the temporary accommodations were managed in cooperation with Non-Profit Organisations (NGOs), besides others managed by the Uppsala municipality (Migrationsverket1, 2015; Press Release-UM, 2015).

According to Erik Pelling, Chairman (Social Democratic Party), the main aim of the Uppsala municipality is to generate feasible arrangements that provide the most essential needs such as shelter, food and beds. The municipality is well equipped to handle refugee influx in terms of housing provision (Press Release-UM, 2015). In addition, Uppsala Municipality is responsible to provide school placement for asylum seekers’ children within one month of their visit in Uppsala. The Migration Board will compensate the cost incurred by the Municipalities for the education and health care of asylum seekers (Migrationsverket2, 2015).

b) Housing provision to the new arrivals with residence permit

Asylum seekers who are granted residence permit shall move out from Migration Board facility and get placement in the municipality (Migrationsverket3, 2016). Though according to the Settlement Law (2016: 38), municipalities shall provide permanent housing to the new arrivals, the law does not regulate the type of housing that the municipality will offer. Thus, there is flexibility on the municipality's part to provide housing whichever is available (can be hotels, hostels, dormitories etc.) especially during initial days when the new arrivals will come to the municipality (Regeringskansliet, 2016; Migrationsverket14, 2016). In addition, municipality's responsibility lies in the provision of offering placement in schools and childcare (depends upon housing location), adult education as well as providing livelihood to those who are not part of the establishment plans (Migrationsverket4, 2016).

B. Action Plan

The Uppsala municipality has prepared an Action plan, which will act as a base to accomplish the municipality's role in new arrivals' reception with residence permit until 2017. The plan comprises short-term goals with immediate action in 2016 as well as long-term goals for period of 2 years (UM -Action Plan, 2016).

a) Housing and Accommodation

In the housing provision for new arrivals with residence permit, municipality is working towards provision of permanent housing and has listed activities, which will start with priority in 2 years period. The major activities are; procurement of residential contractors; inventory of land available (green and brown land); contracts for lease blocks; execute the programme to ensure social housing as per needs and requirements; prioritised the planning and building permission for social housing; ensure realistic rent on the housing stock (current as well as future); housing with respect to the
lowest acceptable standards to meet the acute shortage; and demand forecast for 2017-19 (UM - Action Plan, 2016).

Subsequently, the Uppsala Municipality has initiated some of the activities planned for 2016. The activities are land purchase, if necessary to build residences; call for private consultants and builders to contribute their expertise and resources for social housing; inventory of citizens who are interested in providing accommodation; and cooperation dialogue with the employment service and the migration board for the establishment of the new arrivals (UM-Action Plan, 2016).

b) Education
Uppsala municipality is focussed on the placement of children in schools and childcare as well as strengthening the schools in terms of teacher-student ratio, skill development (language). The municipality has planned major activities with priority for 2016 such as fixing staff in the schools; securing school places with improved mapping of the space condition; prepare reception and forecast of new arrivals; and skill development of staff (UM -Action Plan, 2016).

c) Labour Market
Uppsala municipality primarily focuses on coordinating and operating labour market associated activities. The municipality has planned major activities for 2016 such as common welcome location for new arrivals; investigate conditions to enhance full-time jobs in the municipality; and ensure confidentiality in sharing information within to meet the requirements of the individual (UM-Action Plan, 2016).

Concisely, Uppsala municipality is making consistent efforts for the establishment of not only new arrivals but also for asylum seekers in terms of coordinating with various authorities, provide support as and when required, and introduction of Action Plan which will cater to the immediate needs as well as has vision for 2017-19.

4.3.2 Migration Board

The Swedish Migration Board is accountable to provide subsistence and accommodation to refugees who come to Sweden to seek asylum. In the initial days, asylum seekers were provided with arrival/transit accommodation located in Stockholm, Malmö, Gothenburg, Gävle and Flen. After registering of application, asylum seekers are moved to asylum/long-term accommodations in various municipalities. These accommodations are in the form of shared apartments with other asylum seekers, hostels, previous hotel etc. (Migrationsverket1, 2015).

The asylum seekers can stay in the Migration Board accommodations until they receive residential permit and after that, they move to municipality housing. As of March 2016, there are approximately 10,000 asylum seekers with residence permit, who are in queue for the placement in municipality (Migrationsverket3, 2016). Since Migration Board's agreement on temporary accommodations for asylum seekers will expire in 2016 (Migrationsverket5, 2016) and simultaneously there is need of additional accommodations due to influx of asylum seekers in Sweden from post summer 2015. Considering the situation, in March 2016, the Migration Board called for two tenders for the procurement of asylum/long-term and short-term accommodations to overcome the issue of accommodation shortage for asylum seekers. According to the Migration Board, there is requirement of 81,600 accommodation places, which are distributed among the 21 counties (Län) in Sweden. 1,600 places are allocated to Uppsala County to accomplish accommodation requirements (Migrationsverket6, 2016).
a) **Long-term Temporary Housing Tender**

The long-term accommodation tender is of 3 years contracts with additional 1-year extension with the contractor and will start at the earliest from 21st September 2016. Specifications are laid down for seven types of accommodations as mentioned in Migration Board tender. "Category A - Buildings (with self-catering) having toilet and shower in the same building such as dormitory; Category B - Buildings (without self-catering) having toilet and shower in the same building such as guest house, hotel; Category C - Buildings (with self-catering) with no toilet and shower in the same building such as camping cabins; Category D - Buildings (with diet) with no toilet and shower in the same building such as camping cabins; Category E - Caravans and other temporary structures (not tents) - without shower and toilet in the same design; Category F - Dormitory at least 7 beds - With toilet and shower in the same building; Category G - Dormitory at least 7 beds - Without toilet and shower in the same building", (Migrationsverket7, 2016).

(Translated from Swedish original by the author, aided by 'Google Translate' service)

According to the Framework Tender, the minimum requirement in each type of temporary housing is 30 seats. Priority is laid to housing sites which are located in an urban area having medical centre and other social facilities in proximity; toilet and shower facility in all rooms; self-catering as well as proximity of housing site to Migration Board's office in the case of category A, B and C housing (Migrationsverket-Specifications.e.g., 2016; Migrationsverket5, 2016). In addition, other specifications related to housing are fire protection norms, minimum living space, number of toilets in the building, vermin protection and access to the public transportation for local services (Migrationsverket-Specifications.e.g., 2016). The contract will be initiated after the Migration Board inspects the housing site to check whether the temporary housing is completed in accordance with the requirements laid down in the tender (Migrationsverket6, 2016). (Refer Section 4.4.1.i for more details on housing regulations).

b) **Short-term temporary housing/accommodation tender**

The short-term temporary housing tender specifies minimum 15 places in a building and is valid for six months only or until 21st September 2016. The categories of buildings are similar as mentioned in the long-term temporary housing tender. The specific requirements laid in the direct contract for short-term accommodation are building permits for fire protection, ventilation, housing density and hygiene (Migrationsverket8, 2016).

Briefly, the Migration Board is working in the direction of providing all possible support to the asylum seekers in terms of housing, health care, education etc. by inviting housing/accommodation tenders for both long-term and short-term housing/accommodation provision. The aim is to provide appropriate shelter to the asylum seekers which is the most crucial requirement considering the traumatic condition of asylum seekers.

### 4.3.3 The Employment Agency (Arbetsförmedlingen)

According to the Settlement Law (2016:38), the Employment Agency shall share responsibility with the Immigration service for the settlement of new arrivals staying in Migration Board accommodation (SR-ML1, 2016). The Employment Agency is accountable to coordinate the establishment of the new arrivals with resident permit under the establish reform (2010:197). The aim of the establishment reform is to assist new arrivals in terms of work opportunities so that they can support themselves quickly (Arbetsförmedlingen2, n.d.). The Employment Agency works through the introduction plan, which includes housing offer in municipality for those who are entitled to the plan. On the other hand, the Immigration Service takes care of the rest of the new arrivals including quota refugees such as individuals over 65 years and youth (Migrationsverket9, 2016). In addition, the Employment Agency is working on the guidelines for the distribution of the
new arrivals in county together with discussion among the county administrative boards, the Migration Board and the Swedish Association of Local Authorities and Regions (SKL) (Migrationsverket10, 2016).

The Employment Agency works in collaboration with the municipalities, organisations and companies such as the Social Insurance Agency, as well as along with new arrivals to create work opportunities based on new arrivals' work experience and skills. The service provides support for 24 months through introduction plan based on the individual requirement and expectation as well as support on other issues such as housing and school placement. The insurance agency decides on the establishment and housing allowance, spending of the benefits etc. (Arbetsförmedlingen2, n.d.).

**Housing Assistance**

The Employment Agency allocates house to the new arrivals including their families who are part of the introduction plan. The house allocation is based on the individual's work location to have better commuting distance between the house and work. In case the person does not accept the house offer then he or she has to vacate the accommodation facility and search for own house. However, the Employment Agency does not have any own houses but is dependent on the municipality for the vacant houses (Arbetsförmedlingen2, n.d.).

In brief, the Employment Agency works in diverse areas such as collaboration and provision of jobs, housing assistance etc. Nevertheless, their work is oriented to those asylum seekers only who stayed in the Migration Board facility during asylum process. This may lead to unclear situation whether those asylum seekers are able to establish themselves who are not part of the introduction plan because of their own accommodation arrangements rather than the Migration Board facility during asylum process.

### 4.4 Policy Documents

#### 4.4.1 Uppsala Municipality Budget 2016

Uppsala is one of the fastest growing and the most knowledge intensive cities in Sweden with more and more people looking to study, work and stay here. Besides, Uppsala is a divided municipality, with neighbourhoods and places that do not contribute entirely in the positive development. Further, for some years, the finances of the municipality are not properly managed. Not only this, there are issues that obstruct everyday life for many people such as gender inequality, climate crisis. The Municipal Budget 2016 focuses on balanced economy and governance and lays background for harder tasks such as refugees', climate change, gender equality, to meet economic, social and environmental sustainability requirements (UM Budget2016, 2015).

Budget 2016 focuses more on increasing housing construction, create conditions for more jobs and invest in infrastructure and systematic environmental works. It also promises to take solidarity responsibility for refugee reception (refer table 4.1) and take advantage of skills and creativity of new arrivals. In addition, Budget 2016 highlights the changes in National Refugee Policy with new directives (as explained in section 4.4.3), which will have impact on provision of housing in Uppsala (UM Budget2016, 2015).
Table 4.1: Budget Plan with focus on Refugees

<table>
<thead>
<tr>
<th>Activity</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grant under Specific Targeted Interventions (in SEK thousand)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>AMN</td>
<td>141,979</td>
<td>136,747</td>
<td>140,314</td>
<td>143,969</td>
</tr>
<tr>
<td>SCN</td>
<td>0</td>
<td>11000</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Grant under Refugees (in SEK thousand)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>AMN</td>
<td>10,331</td>
<td>10,656</td>
<td>10,866</td>
<td>11,090</td>
</tr>
<tr>
<td>SCN</td>
<td>0</td>
<td>11,000</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total grant to AMN &amp; SCN for various municipal activities (in SEK thousand)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>AMN</td>
<td>569,223</td>
<td>580,891</td>
<td>596,308</td>
<td>612,076</td>
</tr>
<tr>
<td>SCN</td>
<td>586,376</td>
<td>618,366</td>
<td>620,898</td>
<td>636,490</td>
</tr>
<tr>
<td>Total grant for all 15 boards (in SEK thousand)</td>
<td>9,841,276</td>
<td>10,307,399</td>
<td>10,620,624</td>
<td>11,02,0324</td>
</tr>
<tr>
<td>Percentage of refugee grant w.r.t. Specific target intervention (%)</td>
<td>7.28</td>
<td>14.66</td>
<td>7.74</td>
<td>7.70</td>
</tr>
<tr>
<td>Percentage of refugee grant w.r.t. AMN &amp; SCN allotment (%)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>AMN</td>
<td>1.81</td>
<td>1.83</td>
<td>1.82</td>
<td>1.81</td>
</tr>
<tr>
<td>SCN</td>
<td>0</td>
<td>1.78</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Percentage of Specific targeted interventions grant w.r.t. all 15 Boards allotment</td>
<td>1.44</td>
<td>1.43</td>
<td>1.32</td>
<td>1.31</td>
</tr>
<tr>
<td>Percentage of Refugee grant w.r.t. all 15 Boards allotment</td>
<td>0.10</td>
<td>0.21</td>
<td>0.10</td>
<td>0.10</td>
</tr>
</tbody>
</table>

Source: UM Budget2016, 2015

Table 4.1 highlights the distribution of grants to various municipal activities such as specific targeted interventions, which includes refugees; infrastructure; schools; health and social care. The Arbetsmarknadsnämnden (AMN) board is responsible for the activity for refugees from the year 2015 until 2018 though Socialnämnden (SCN) board is also involved but only for 2016. The refugee grant allocation under specific target intervention activity has doubled in the year 2016 as compared to 2015, considering the refugees influx in Sweden as well as arranging for the new arrivals reception in Uppsala in 2016. For the year 2017 and 2018, the percentage of grant allocation is again reduced. If we look at the AMN and SCN board grant allocation, grant allotted for refugees’ activity is less than 2 percent. Further, in case of total financial framework of Municipality, refugee grant allocation is maintained at 0.1 percent only in all the years except in 2016 wherein it is kept at 0.21 percent (UM Budget2016, 2015).

However, there are no significant and exclusive guidelines for provision of housing, jobs and educational facilities in the Budget 2016 for new arrivals in order to integrate them in society. The Action plan and Budget are not in accord and thus, gives a lot of ambiguity in decision making when it comes to real execution of plans and policies on the ground.

4.4.2 Action Plan 2016-Strategic Improvement, Uppsala Municipality

Action Plan 2016 prepared by Uppsala Municipality outlines the urgent needs sighting the unprecedented increase in the number of asylum seekers and new arrivals over the last couple of years in Uppsala. The action plan calls for concentrated efforts, which requires voluminous changes in municipal functioning and its responsibility towards its citizens. The municipality has gathered relevant information from the Migration Board and Verksamhetsstatistik, and has geared up for the
challenges that open for new opportunities to reach desired goals. Uppsala Municipality is leading in its way by proactively realising the situational needs and simultaneously preparing the short-term action plans to cater to the present refugee pressure (UM Action Plan, 2016).

Migration board in February 2016 projected the refugee inflow in coming years but the degree of uncertainty on forecast is very large, making it more difficult in planning the housing and other needs. Actions and procedures are directly related to the needs of individuals and their immediate requirements (UM Action Plan, 2016). Considering this, Municipality has divided the Action plan into short-term and long-term measures wherein short-term measures will look into the immediate action in 2016. On the other hand, long-term measures will look into actions, which are required in the coming two years (2017-19) based on the required condition achieved in the preceding year. The achieved requirements will become the basis of planning and policy improvement and thus, incorporate actions to accomplish goals & objectives of Budget 2017-19 (UM Action Plan, 2016). Action Plan 2016 has considered five action areas to address refugee pressure, such as Coordination and resources; Accommodation and housing; Education and civic orientation; Reception of asylum seekers and labour market; and Leisure and social context.

For thesis purpose, the relevant action areas are discussed i.e. accommodation and housing; education and civic orientation; and reception of asylum seekers and labour market.

**Action Area - Accommodation and Housing**

In Action Plan 2016, one of the aims is to provide more personal housing and allied infrastructure to the new arrivals. It also entails the role of housing and rural development, which is to be seen in the context of migrant pressure. Action Plan lays emphasis on planning to be the start point of strong housing construction along with close monitoring at individual level as well as seeking support from society (UM Action Plan, 2016).

According to Action Plan 2016, housing need requires changes in the approach of municipal housing and need new owner directives. Statement to be made to target prioritization in the need of schools, jobs and accommodations, which have an effect on the local government commitment. Since the housing needs are generally large in Uppsala, thus an additional statement is required to prioritise different target groups as well as number of houses available to them (UM Action Plan, 2016). Uppsala municipality will work to create self-managed social housing assets as well as create reasonable rent. The municipality will expand housing at "the rate of expansion 500 homes per year from 2016 to 2019", (UM Action Plan, 2016, p.16). *(Translated from Swedish original by the author, aided by 'Google Translate' service).*

To implement the above-mentioned activities Action Plan estimates around SEK 4 million cost in 2016.

**Action Area - Education and civic orientation**

Action Plan 2016 considers education being the single most important activity for children as well as young population’s health and capability to attain establishment. With increased volume of students, Uppsala needs more schools and teachers to maintain student to teacher ratio. According to Action Plan, the enhancement of education should also include whole family of migrants in order to educate them on gender perspectives. In addition, Action Plan emphasises changes in working method along with close collaboration with County Board to accommodate new arrivals children. Action Plan envisions the goal of providing preschool placement within 3 months of arrival and primary school enrolment within one month. Skill development of all teaching staff in language development approaches and recruitment of new teaching staff is set on priority in Action Plan (UM Action Plan, 2016).
**Action Area - Reception of Asylum Seekers and Labour Market**

Action Plan 2016 lays emphasis on the Employment Agency, which is principal responsible for coordinating and operating labour market related activities for newly arrived adults with residence permit. This brings together the activities of individuals and resources that support establishment of the new arrivals. The Employment Agency should identify and address gaps and bottlenecks of each individual, which may come during the process of reception to establishment (UM Action Plan, 2016). According to Action Plan, the Uppsala municipality responsible to only some of the introduction activities handled by the Employment Agency but can also complement the working by increasing its commitment in terms of providing competence mapping and validation studies in the asylum phase. Action Plan has identified voluntary sectors and business communities, which play an important role as employers to provide internships as well as cooperate in employment measures with the Employment Agency. In addition, the social enterprises should also play a vital role in integration of the new arrivals (UM Action Plan, 2016).

Concisely, Uppsala Municipality is geared up in providing solutions to the housing and accommodation, education provision and labour market to the new arrivals and refugees as mentioned in section 4.3.1(B) and 4.4.2 considering the acute shortage of the same in Uppsala. Still activities laid out for 2016 are more of broad statements rather than precise, such as activities pertaining to 'procurement of residential contractors' does not specify what type of housing and for whom. Lack of such information may have impact on the analysis. Further clearer picture is required on the timelines for completion of task in 2016 in order to facilitate the operators who are responsible for particular activities with respect to action areas. The basis of estimated cost for completion of tasks in 2016 is missing in the Action Plan.

### 4.4.3 New Law for New Arrivals (Refugees with Resident Permit) Establishment

#### 4.4.3.i The Settlement Law (2016: 38)

The Settlement Law came into force on 1st March 2016. According to the Law, all the municipalities in Sweden will receive newly arrived immigrants including their families approved with residence permit as refugee/protection (SR-LM1, 2016). The allocation criteria of new arrivals to all municipalities are each municipality's labour market, population, reception of new arrivals including unescorted children in previous years, as well as number of asylum seekers residing in the municipality. Total of 21,702 people will be handled under the Settlement Law in 2016 (Migrationsverket14, 2016). The law will provide for equitable allotment of new arrivals in the municipalities as well as improve opportunities to establish them in the society and labour market. While most of the new arrivals find their accommodation on their own, there are some who are not able to find housing and stay in the Migration Board facility. As a result, it delays their expansion in the society and the labour market (Migrationsverket14, 2016; Regeringskansliet, 2016).

Until 1st March 2016, the municipalities received the new arrivals with residence permit voluntarily wherein the County Board had agreement with the municipalities on the number of available places, as a result the process did not meet the actual requirement. Consequently, there is long waiting time for allocation of new arrivals to the municipality (Migrationsverket13, 2016). On the other hand, the new law replaces the earlier agreements made by the County Boards with municipalities. The municipalities will receive compensation based on 'per person' (125,000 SEK per person) and 'basic payment' (221,500 SEK) from the Migration Board on the receipt of new arrivals in 2016 (Regeringskansliet, 2016).

According to the Settlement Law, the municipalities are required to provide permanent housing as far as possible by considering new arrivals in their housing planning. At the same time, the law does
not bind the municipalities to offer only permanent housing to the new arrivals. There is flexibility
given in the law to allow municipalities to offer temporary housing also if permanent housing is not
available (Regeringskansliet, 2016).

4.4.3.ii Installation Regulation (2016: 39)

According to Installation Regulation (2016:39), the Migration Board, the Employment Agency and
the County Board along with municipalities are responsible for the settlement of new arrivals (SR-
LM2, 2016). From 2017 onwards, the Migration Board will solely handle the responsibility for
projecting the allocation of new arrivals to the municipalities. The government will take further
decision on the number of allocations based on housing conditions in the municipality in future
(Migrationsverket15, 2016).

The installation regulation states various rules to the municipalities such as receipt on demand, the
designation authority, and priority in directions etc., for the settlement of new arrivals covered
under the Settlement Act (SR-LM2, 2016). According to regulation, the municipality will inform
the Migration Board about the available housing for the new arrivals. On the other hand, the county
board will carry out constant dialogue with the municipalities in execution of new arrivals reception
as well as gather information about the available homes in the municipality (SR-LM2, 2016).

4.4.3.iii Regulation (2016: 40): Distribution of Instructions to Municipalities

According to Regulation (2016-40), certain number of new arrivals with residence permit is
allocated to each municipality in Sweden for their establishment (SR-LM3, 2016). The Employment
Agency has prepared the proposal for allocation of new arrivals in county, wherein the County
Board further has allocated new arrivals to its municipalities for the year 2016 starting from 1st
March 2016. Under the Regulation (2016:40), Uppsala County is allocated with 1,082 new arrivals
with Uppsala municipality share is 616 for the year 2016 (SR-LM3, 2016).

Concisely, the new law introduced in Sweden considering the influx of asylum seekers post summer
2015 offers indeed constructive solutions to bridge gap in long waiting queues of asylum seekers to
receive their decision on residence permit. The new law makes the process faster as compared to the
previous regulation before March 2016. However, the new law lacks regulations w.r.t. municipalities for the type of housing provision to the new arrivals.

4.4.4 Housing Regulations

4.4.4.i Temporary Housing

Temporary housing for asylum seekers is not equivalent to temporary accommodations in general
such as hotels and guesthouses. In the temporary housing, people are most likely to stay varying
from months to years, depending upon the asylum process and time to get residence permit.
Considering the situation of uncertain duration of stay of residents in the temporary housing, it
becomes significant to assess the housing provision under the Environmental Code (Folkhalsomyndigheten, 2015). The Environmental Code governs housing density; noise;
ventilation, dampness; sanitary facilities; pest control; hygiene; building temperature; basic
infrastructure such as water, sewage and waste (Folkhalsomyndigheten, 2015).
The Migration Board has invited tenders from entrepreneurs/building contractors for the provision of temporary housing to the asylum seekers considering the huge crunch of available accommodation in all municipalities of Sweden. Specifications stipulated in the tenders follow the Environmental Code guidelines and the entrepreneurs/building contractors should work accordingly (Migrationsverket1, 2016). However, there are minor variations in the housing facility requirements depending upon the type of contract (short-term or long-term). Specifications for the building requirements, ventilation and temperature of the building are similar as of Framework tender. The variations in both tenders i.e. Framework Temporary Housing tender (long-term) and Direct Temporary housing tender (short-term) are w.r.t. housing density and fire protection procedure (Refer Annex 1 for more details on specifications related to temporary housing). According to the 'Direct tender', the housing facility should be ready to accommodate the asylum seekers while submitting the tender (Migrationsverket-Direct, 2015).

In 'Framework tender', the property owner will submit the complete fire protection documents, which includes structural and systematic presentation of fire safety work. The documents should complement the higher occupancy of the building (Migrationsverket-Specifications, e.g., 2016). On the other hand, in 'Direct tender', the supplier should ensure statutory requirement for fire protection during the tendering stage. In case of absence of specific building permit related to fire protection, the supplier should hire fire expert to accomplish the fire protection procedure (Migrationsverket12, 2016).

In case of occupancy density, the 'Framework tender' states the minimum requirement of five square meters per person with maximum four people in one bedroom. However, in emergency, occupancy density may be reduced to three square meters per person with maximum six people in one bedroom (Folkhalsomyndigheten, 2015). On the other hand, the 'Direct tender' states a minimum living space of 2.5 square meters per person for dormitories with maximum seven number of beds (Migrationsverket12, 2016).

The Migration Board's initiative is vital in providing accommodation to the asylum seekers and it follows norms and standards for provision of temporary housing as mentioned in section 4.3.2 and 4.4.4.1. The Board has also stipulated in increasing the number of occupants in the accommodation, which may be considered relevant considering the pressure of accommodating asylum seekers but in long run, it may not be a vital solution to the housing crisis if the asylum seekers stay in the same premises for months or years.

4.4.4.ii Permanent Housing

According to Uppsala municipality, it will provide housing available from the existing stock and will construct new houses to fulfil the present as well as future housing requirement (Refer Annex-2). Further, following to the information provided by the concerned officials of Uppsala municipality, there are no specific policy guidelines or norms, which govern housing specifications to the lower income group (as explained in section 3.2.1; Refer Annex-2). Present building regulations will govern the construction of new houses, which caters to all residents irrespective of any income group. Thus, the immigrants housing will also follow the same regulations, which covers all requirements of residential building construction such as provision of fire protection; hygiene, health and environment; and energy (Refer Annex 2 for more details on Building Regulations).

According to Boverket’s Building Regulations (BBR), the house design should be such that it supports minimum requirements. The requirements are, "at least one separate room for personal hygiene; each room or separable part of room for socialising, sleep and rest; Rooms or separable
part of room furnishings and equipment for cooking and storage of food (kitchen); Space for meals in or near the kitchen; space for homework; the entrance area with space for coats and alike; entrance area with space for coats, space to wash and dry the washing machine; and space for storage. Separable part of a room should have windows to the outside”, (BBR, 2011). (Translated from Swedish original by the author, aided by ‘Google Translate’ service)

The different categories of housing should cater for minimum requirements of house design with adjustments depending upon the house size (BBR, 2011). The municipality will provide housing to the new arrivals, which are available in different categories such as Residential apartments on several floors; Houses with built up area greater than 55 m²; Houses with built up area between 35m² and 55m²; Houses with built up area no more than 35m²; Group housing; Special housing for elderly; and Student housing.

The Uppsala Municipality is bound to provide permanent housing to the new arrivals with resident permit and the Boverket’s Building Regulations (BBR) governs permanent housing specifications, but the regulations do not state any distinct housing specifications for the lower income group or new arrivals with limited source of income (as explained in section 3.2.1). Thus, it may make the housing provision more critical for both the municipality and new arrivals in terms of bridging the housing gap and affordability respectively.

4.4.5 The Housing Policy and the Sustainable Development Policy

The Housing Policy Strategy (2010-2014) adopted by Uppsala Municipality describes the necessity of close cooperation between the state, municipalities and private developers and housing managers to achieve good living. According to the Housing Policy, the municipality should propose and plan housing in such a manner that everyone can have good housing as well as living environment. However, under Social Services Act, the municipality is responsible to facilitate the acquisition of housing for new arrivals and their families who for economic and social reasons cannot get a mortgage on their own (Housing Policy, 2010).

The Housing Policy gives generic overview of the housing to be made available to its residents. It includes both new housing and existing housing construction, which should follow municipality's sustainability policy (Housing Policy, 2010). Further, the Sustainability Development Policy states the framework for ecological sustainability and the visions for sustainable development of Uppsala (USDP, 2014; ES, 2014). According to the Sustainable Development Policy in ecological dimension, Uppsala municipality should ensure efficient use of natural resources in all its activities in order to promote public health, biodiversity and combat climate change (ES, 2014). In social dimension, Uppsala municipality should promote human rights through its activities to influence the development of society (ES, 2014). Lastly, in economic dimension, Uppsala municipality should ensure competitive industry thus creating growing labour market and strengthen local market (ES, 2014). In order to accomplish the vision for sustainable development in Uppsala, objectives are set for 2013-16 which states the involvement of Uppsala residents in the development of society; jobs for its residents, safety; healthy living and climate, good business environment etc. (USDP, 2014).

However, Sustainable Development Policy states sustainable development vision for Uppsala but is more oriented towards ecological dimension in terms of healthy environment, combat climate change, sustainable travel, combat noise, air quality. Seeing the influx of refugees in Uppsala, the policy leaves more scope to reorient its vision towards provision of sustainable housing to the new arrivals, who will be Uppsala residents. Alike, Housing policy 2010-14 describes the necessity and provision of housing for its residents and refugees but it seems less significant considering the present refugees situation in Uppsala. The municipality has prepared action plan to address the
refugees housing crisis and it covers housing as one of the action areas. The Housing Policy is required to be modified in line with the Action Plan 2016.

4.5 Interview Description

During the data collection stage, the officials were contacted for the appointment of interviews. Nevertheless, none of the officials was available for interview due to shortage of resources, long work hours and time crunch. During the empirical study process, the author was in constant touch with the officials (Head of the Department; and Strategist) dealing with refugee situation in Uppsala Municipality. The information that the author wanted to gather through interviews, was extracted from the series of emails and telephonic conversations shared with them along with answers to only a limited number of questions, considering their time shortage (Interviews, 2016; Refer Annex 3).

The information shared by the officials of Uppsala Municipality is similar to the information, which was gathered from Municipality and Migration Board websites and is presented in section 4.3, (Refer Annex 3). The additional information which was collected through officials is on the municipality's perception about policy priorities in the 'sustainable housing policy' (consider increasing immigrants' issue); and its contribution to the possibilities of providing sustainable housing to the refugees (came post summer 2015). According to the officials, they consider 'Sustainable Housing Policy' should be addressed as 'a very important priority' to the housing affordability (rent); access to schools, work place, and health centres; security (physical and occupancy); and basic infrastructure (water supply, sanitation) considering the influx of immigrants. Simultaneously, the Sustainable Housing Policy should also address as 'an important issue' w.r.t. attractive residential environment; environmental impact-building materials (greenhouse gas emissions, pollution); building materials utilisation (cost, recycling); and surrounding land use as well as building life span and building maintenance. In addition, according to the officials, Uppsala municipality is providing full contribution to the provision of sustainable housing considering the provisions that the municipality sees should be on priority in the sustainable housing policy such as affordability, accessibility, security, basic infrastructure and surrounding land use (Refer Annex 3).

However, Uppsala Municipality is working towards provision of all possible support to the new arrivals for their establishment as early as possible, but it leaves more scope to ponder whether the municipality is able to achieve expectations of the new arrivals in terms of housing requirement, rent, location etc.
5 Analysis

5.1 Assessment - Sustainable Housing and Immigrants

The concept of 'sustainable housing and immigrants' as defined in section 3.1 considers the environment, social and economic aspects of housing. The indicators such as basic infrastructure, security, structural stability etc. as taken in definition, which represents measures of environment, social and economic dimensions of sustainability, are required to be achieved/fulfilled to have sustainable housing. According to Dahl (2011), indicators though are controlling tools to make sustainability dimensions visible (Dahl, 2011) and are guides to management conduct but cannot ensure sustainability (Dahl, 2011; Wallbaum et al, 2012).

In the assessment of 'sustainable housing and immigrants' framework, each indicator is provided with different scores that will help in identifying the weakness and strength of indicator with respective policy documents and authorities' approach. The scores ranging from zero to three are assigned wherein the highest score 'three' denote 'provisions considered for immigrants' and the lowest score 'zero' represents 'non-availability of information'. Further in the section, briefly represents the indicators in the respective dimensions of sustainability (Refer table 5.7 for details).

5.1.1 Environment Dimension of 'Sustainable Housing and Immigrants'

For sustainable housing, the indicators considered in the environment dimension vary from a space within to its outer surroundings. The indicators corresponding to residential space are basic infrastructure (water supply, sanitation, waste-management facilities); structural stability; adequate heating & ventilation; Fire norms; reduced energy use; occupancy density; and measures to avoid health hazard due to over-crowding and lack of adequate services. On the other hand, indicators representing outer surroundings are location of housing areas; suitable environmental quality and health-related factors; and environmental impacts and hazards due to increased construction. These indicators govern not only habitable condition for residential building but reflect the surroundings, which also play a vital role for any housing development. If the surroundings of residential building are compatible to residential use then it will have favourable impact on the health of residents (immigrants), which will provide them boost to establish themselves.

The typical indicator values (scores) considered for residential building (includes parameters - basic infrastructure; structural stability; adequate heating & ventilation; Fire norms; reduced energy use; measures to avoid health hazard due to overcrowding, lack of basic services; and location provisions in terms of pollutant and hazardous free surroundings) are given in table 5.1.

| Provision considered/specified for 'housing and immigrants' | 3 |
| Provision considered/specified in general /indirectly through activity of other agencies or indirectly with other component / technology | 2 |
| Provision not considered /specified/information not clear | 1 |
| Non-availability of information | 0 |


Residential occupancy density correlates with environment quality and health related factors such as transfer of diseases among the residents especially among children and elders (table 5.2). The situation is more pertinent in case of high occupancy and poor/small housing structure.
Table 5.2: Indicator Values - Residential Occupancy Density

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Occupancy density maintained as earlier</td>
<td>3</td>
</tr>
<tr>
<td>Occupancy density increased</td>
<td>2</td>
</tr>
<tr>
<td>Occupancy density not considered / information not clear</td>
<td>1</td>
</tr>
<tr>
<td>Non-availability of information</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: BBR, 2011; Folkhalsomyndigheten, 2015; Migrationsverket3, 2016; Migrationsverket-Direct, 2015; Migrationsverket-Specifications e.g., 2016

Location of housing areas is another vital aspect of housing (provided by municipality for immigrants), which governs the resident's accessibility to basic facilities such as schools, health care available in the urban areas, as well as their access to work places (table 5.3). If housing is far from the facilities and work places then the notion of sustainable housing is lost as it will not be able to fulfil the basic requirement of the residents.

Table 5.3: Indicator Values - Location of Housing Areas

<table>
<thead>
<tr>
<th>Area</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within urban areas of Uppsala</td>
<td>3</td>
</tr>
<tr>
<td>Countryside of Uppsala</td>
<td>2</td>
</tr>
<tr>
<td>Within 50 km from city centre of Uppsala /Not considered/ information not shared/clear</td>
<td>1</td>
</tr>
<tr>
<td>Non-availability of information</td>
<td>0</td>
</tr>
</tbody>
</table>


In addition, the parameter 'environmental impacts and hazards due to increased construction' will bring out the approach adopted/will adopt in future by the authorities to meet increasing housing demand (table 5.4). This in turn, will help in correlating the environmental impacts due to increased construction. This is the reason for giving highest score to the adjustment within existing housing stock as indicated in GAO (United States General Accounting Office) Report, "new construction tended to cost more than rehabilitation", (GAO, 1999).

Table 5.4: Indicator values - Environmental Impact and Construction

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adjustment within existing housing stock / green construction technology</td>
<td>3</td>
</tr>
<tr>
<td>New housing construction and refurbishment of existing housing stock for immigrants / use of natural resources and green technology</td>
<td>2</td>
</tr>
<tr>
<td>New housing construction and refurbishment of existing housing stock in general /use of natural resources</td>
<td>1</td>
</tr>
<tr>
<td>Non-availability of information/not considered</td>
<td>0</td>
</tr>
</tbody>
</table>


5.1.2 Social Dimension of 'Sustainable Housing and Immigrants'

The social dimension of sustainable housing deals with both residents as well as residential building. The indicators comprise accessibility of residents to their work places and schools; access of residents to the education for their children; adult education in the form of courses related to skill development, language classes or other environmental education such as climate change. In addition, the building component is in relation to tenure security as well as physical security to avoid any sort of forced evictions. The indicator values considered for social dimension are given in table 5.5.
Table 5.5: Indicator Values - Social Aspects

| Provision considered for 'housing and immigrants' | 3 |
| Provision considered in general/indirectly through others | 2 |
| Provision not considered / information not clear | 1 |
| Non-availability of information | 0 |


5.1.3 Economy Dimension of 'Sustainable Housing and immigrants'

The economy dimension of sustainable housing is concerned with affordability (house rent) as well as context with labour market in terms of provision of adequate jobs and skill development programs. House rent is a crucial component for both the residents and the municipality in order to bring out the picture of unaffordability and the compromises made by the residents to living conditions. On the other hand, it will portray the municipality approach whether in line with success or failure to ensure affordable housing to immigrants. In addition, policies and approaches by various agencies/authorities to establish the immigrants by providing jobs according to their skills or any skill development programs are considered (table 5.6).

Table 5.6: Indicator values-Economy Dimension

| Affordable to occupant/not required to pay/ Labour market - provision considered for immigrants | 3 |
| If not, any support / indirectly through others / Labour market - Provision considered in general | 2 |
| No support / Labour market - Provision not considered / information not clear | 1 |
| Non-availability of information | 0 |


5.2 Analysis w.r.t. Policy Documents and Authorities' Approaches

With the application of scoring method as mentioned in section 5.1, scores (based on values) were allocated to all the parameters applicable to particular policies and approaches by different authorities/agencies. Scores are given on the basis of qualitative interpretation while transferring the documents in to scores. This will help in bringing out the clear picture in terms of any lacuna in the policy or approach, which hinders in the path of achieving sustainable housing option for immigrants (table 5.7).

There are some indicators, which are not complimenting to particular policy or approach, where 'NA'(not applicable) is mentioned in the table 5.7 so care is taken while adding scores to the indicators w.r.t. policies and approaches. For example, in case of Municipality Budget 2016, the indicator related to 'Occupancy density' is not applicable and hence not considered while giving scoring. Therefore, while comparing policies/approaches the non-applicable indicator is not factored in and hence scoring is more for Budget than Action Plan.

Furthermore, most of the policy documents are interconnected and care is taken while interpretation of the provision of any specific parameter with respect to policy or approach (Refer Annex 5.1). For example, the Settlement Law 2016 simply states that the Municipality is responsible to provide permanent housing to the new arrivals that are having residence permit, whereas this Law does not
specify any other parameters that are required for housing. In such cases while giving scores to parameters under the Settlement Law head, whatever policy or approach adopted by the Uppsala Municipality will reflect the Settlement Law scores accordingly.

Table 5.7 highlights the working of authorities/agencies and applicability of various policies in relation to the subjective matter of 'sustainable housing and immigrants'. The policies considered are Uppsala Municipal Budget 2016, Action Plan 2016, the Settlement Law 2016, Uppsala Housing Policy Strategy, Uppsala Sustainable Development Policy and Housing regulations for both permanent and temporary housing. The authorities/agencies responsible for reception and establishment of refugees and new arrivals are the Migration Board, Uppsala Municipality and the Employment Agency. In addition, Municipality Budget and Action Plan are closely linked to each other, as measures considered in Action Plan for different action areas such as housing, reception of new arrivals etc. are solely dependent on the grants (funds) allocation in the Municipality Budget. At the same time, both Municipality Budget and Action Plan are not fully comparable because some of the indicators such as energy use, occupancy density etc. are not considered in Action Plan. Therefore, in case of these indicators, picture is unclear about the status of particular indicator if it is considered in future and in what form.
Table 5.7: Comparative Scoring Chart

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Environment Dimension</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basic infrastructure</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Environment Impact - more construction</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Location of Housing areas</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2.5</td>
<td>2.5</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Building - Structural stability</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Building - Adequate heating &amp; ventilation</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Building - Fire norms</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Building - Reduced energy use</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Occupancy Density</td>
<td>NA</td>
<td>1</td>
<td>1</td>
<td>NA</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Measures to avoid health hazard</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Location - Hazardous free surroundings</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Social Dimension</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adequate security-tenure &amp; physical</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Efficient accessibility to work places</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>NA</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>NA</td>
<td>1</td>
</tr>
<tr>
<td>Efficient accessibility to schools</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>NA</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>NA</td>
<td>3</td>
</tr>
<tr>
<td>Education - access to schools</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>NA</td>
<td>3</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>3</td>
</tr>
<tr>
<td>Education (language classes/others)</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>NA</td>
<td>3</td>
<td>3</td>
<td>NA</td>
<td>NA</td>
<td>1</td>
</tr>
<tr>
<td>Economy Dimension</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reasonable cost - house rent</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>NA</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Labour Market jobs, Skill development</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>NA</td>
<td>3</td>
<td>3</td>
<td>NA</td>
<td>NA</td>
<td>3</td>
</tr>
<tr>
<td>Scores achieved</td>
<td>35</td>
<td>30</td>
<td>31</td>
<td>29</td>
<td>37</td>
<td>27</td>
<td>41.5</td>
<td>38.5</td>
<td>30</td>
<td>28</td>
<td>38</td>
</tr>
<tr>
<td>Maximum score</td>
<td>48</td>
<td>51</td>
<td>51</td>
<td>45</td>
<td>51</td>
<td>42</td>
<td>51</td>
<td>48</td>
<td>42</td>
<td>36</td>
<td>51</td>
</tr>
<tr>
<td>Percentage</td>
<td>73</td>
<td>59</td>
<td>61</td>
<td>64</td>
<td>73</td>
<td>64</td>
<td>81</td>
<td>80</td>
<td>71</td>
<td>78</td>
<td>75</td>
</tr>
</tbody>
</table>


Note:

i) NA = Not Applicable

ii) Scores legend

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>Provision considered - ‘housing &amp; immigrants’</td>
</tr>
<tr>
<td>2</td>
<td>Provision considered - general/indirectly</td>
</tr>
<tr>
<td>1</td>
<td>Provision not considered</td>
</tr>
<tr>
<td>0</td>
<td>Non-availability of information</td>
</tr>
</tbody>
</table>
Environment Dimension Analysis

Basic infrastructure such as water supply, sanitation and waste management is not considered as one of the provisions in Uppsala Housing Policy and Sustainable Development Policy. Housing Policy gives generic impression of housing provision to all along with the new housing construction according to the Sustainable Development Policy (Housing Policy, 2010). On the other hand, Sustainable Development Policy reflects more on the ecological sustainability dimension of climate change (USDP, 2014). Further, the Municipal Budget 2016 considers the provision of basic infrastructure in general (not clearly states 'housing and immigrants') whereas under the Settlement Law 2016, Uppsala municipality is obliged to settle immigrants in all respects.

The policies such as Budget Plan, Housing Policy, the Settlement Law and Uppsala Municipality approach, focus on the new housing constructions and refurbishment of existing housing stock in general without providing any rider to reduce cost of construction. The policies are also silent on the use of natural resources for the construction material. This will have environmental impact and hazards due to increased construction. For residential building, structural stability and energy reduction are taken care of, but regulations are more inclined towards general building specifications rather than providing any specifications that will reduce the construction cost of house so that it becomes more affordable to the inhabitants.

The policies such as Action Plan, Housing policy, Municipality and employment agency approach lack the information of whether housing occupancy density is maintained as earlier or increased. Occupancy density and health hazard are correlated i.e. if density is increased then accordingly measures are required in terms of adequate ventilation, basic services to avoid any health hazard. If the provision is specified or clear then it will support in drawing inferences of the measures adopted to overcome health hazard.

Location of housing areas is one such parameter, wherein the Municipality and the Migration Board did not share the relevant information considering the new arrivals safety. This has affected the scoring while assessing the policies and approaches. Location provisions of whether housing site is located near to any pollutant and hazardous surroundings are considered neither in Action Plan for permanent housing nor in regulations and approaches for temporary housing. The recent tender calling for temporary housing by the Migration Board in March 2016, states that housing in the urban area should preferably be located near to health facilities, but the statement gives dubious impression whether surrounding land use is compatible for residential use or not.

Social Dimension Analysis

Adequate security (tenure and physical security) is given due importance in all policies and approaches but is mostly considered in general in policies and not with respect to 'housing and immigrants' except in case of Uppsala Municipality approach towards permanent housing and the Migration Board's approach towards temporary housing. However, Uppsala Municipality considers security parameter while allotting house to the new arrivals but there is ambiguity in that the housing regulations state security in general. On the other hand, Action Plan, which is prepared considering the current refugee situation in Uppsala, does not specify any security parameter in any of its action areas. Likewise, housing development, which is linked to efficient accessibility to work places and schools, is not considered in Action Plan. Furthermore, the parameters in Action Plan do not fulfil requirements for security and accessibility to work places and schools, while these are considered in both Uppsala municipality and the Employment Agency's approach towards housing provision to new arrivals. This indicates there is lack of consistency between the approach and policy, which may have repercussions in future if not tackle in time.
Municipality Budget 2016 has allocated grants to all the relevant sectors such as infrastructure, housing, schools, job market, refugees but those allocations are for the general purpose and not 'immigrants and housing'. This is the reason that Municipality Budget 2016 scored high than Action Plan as the former considered all housing development indicators though in general perspective whereas the latter did not consider most of those indicators such as energy use, occupancy density, accessibility etc. Although grant allocation is given to refugees in the Municipality Budget but does not further specify sector allocation Similarly, both Housing Policy and Sustainable Development Policy lack provisions specifically for the refugees or new arrivals, whether it is efficient accessibility to work places/schools or access to schools or courses for refugees / new arrivals adults.

**Economy Dimension Analysis**

Economy aspect of sustainable housing is considered in terms of affordability of house (rent). In context with labour market, it considers adequate job provisions and skill development programs. In case of affordability of house rent, only Action plan has highlighted the need of reasonable house rent in the market to be affordable to the new arrivals, while all other policies and approaches draw attention to the practice of providing financial support to the new arrivals in order to pay house rent. This gives rise to numerous questions that seeing the current influx of new arrivals, whether it is going to be financially viable for the Municipality to continue the present practice. The new constructions will follow the current norms, which are equal for all income groups of housing development, and thus, house cost/rent is not going to be affordable to the new arrivals. This will cause a gap between the municipal house supply and demand, and on the other hand, new arrivals will rely on other sources to find shelter. Thus, all the efforts made by the municipality will go in vain. On the other hand, in context with labour market and skill development, due consideration is given to the immigrants in most of the policies and approaches of authorities and agencies.

### 5.3 Inter-linkage with Dimensions of Sustainable Development

Sustainable housing is interwoven with environment, social and economy dimensions of sustainability. In order to assess the impact of one dimension on the other, average scores are obtained for each indicator. Each dimension will affect the other two dimensions accordingly, i.e. if a particular indicator is lagging behind in the sustainable housing framework then the combined average for three dimensions will also lag behind.

In the method described in section 5.1, the highest indicator value is 3 and those indicators with respect to policy and approach, which have scored the highest value fulfil the sustainable housing framework. Based on the average scores obtained, a range is set to identify the parameters that lag behind the sustainable housing framework (table 5.8 & 5.9). This will further track down to investigate the relevant policy or approach, which require intervention to attain 'sustainable housing and immigrants' framework.

**Table 5.8: Method Description for Inter-linkage of Sustainability Dimensions**

<table>
<thead>
<tr>
<th>Range</th>
<th>Colour Code</th>
<th>Number of Indicators</th>
<th>Percentage</th>
<th>Status of indicator on sustainable housing framework</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.50 - 2.10</td>
<td></td>
<td>8</td>
<td>47</td>
<td>Far behind sustainable housing</td>
</tr>
<tr>
<td>2.11 - 2.70</td>
<td></td>
<td>7</td>
<td>41</td>
<td>Not fully towards sustainable housing</td>
</tr>
<tr>
<td>2.71 - 3.30</td>
<td></td>
<td>2</td>
<td>12</td>
<td>Fully towards sustainable housing</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>17</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>
Table 5.8 highlights only very few indicators defined for 'sustainable housing and immigrants' fulfil the sustainable housing framework. Out of total 17 indicators listed in tables 5.7 and 5.9, only 2 indicators (contributes 12 percent only) are towards sustainable housing whereas 8 lag far behind.

Table 5.9 : Inter-linkage of Sustainability Dimensions

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Indicators w.r.t. 'Sustainable Housing and Immigrants' Framework</th>
<th>Average score</th>
<th>Environment</th>
<th>Social</th>
<th>Economy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Inter-linkage with other dimensions of sustainable development</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A</td>
<td>Environment Dimension</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Basic Infrastructure (water supply, sanitation, waste-management facilities)</td>
<td>2.46</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Environmental Impacts and Hazards due to increased construction</td>
<td>1.73</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Location of Housing areas</td>
<td>1.64</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Building - Structural stability</td>
<td>1.91</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Building - Adequate Heating &amp; Ventilation</td>
<td>2.55</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Building - Fire norms</td>
<td>2.55</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Building - Reduced Energy Use</td>
<td>1.73</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>Suitable Environmental Quality and Health-Related Factors - Occupancy Density</td>
<td>1.56</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>Measures to avoid health hazard due to over-crowding, inhabitable environment</td>
<td>2.10</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10.</td>
<td>Location provisions (pollutant and hazardous free surroundings)</td>
<td>1.64</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>Social Dimension</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>Adequate Security - Tenure and Physical Security</td>
<td>2.46</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>Efficient Accessibility to Work Places</td>
<td>2.00</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13.</td>
<td>Efficient Accessibility to Schools</td>
<td>2.44</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14.</td>
<td>Education - Access to Schools</td>
<td>2.72</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15.</td>
<td>Education - Courses for refugee parents (skill development/language classes/others)</td>
<td>2.50</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C</td>
<td>Economy Dimension</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>16.</td>
<td>Reasonable cost to immigrants- house rent</td>
<td>2.20</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17.</td>
<td>In context with Labour Market-Adequate Jobs Provision, Skill Development</td>
<td>2.75</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Table 5.9 gives overview of the parameters and inter-linkage with other dimensions. In contrast to all the others, the indicators in context with education (access to schools) and labour market are the only two indicators, which are contributing fully towards the sustainable housing option for immigrants. This also implies that all policies and approaches except for Housing Policy and Sustainable Development Policy should have focus on the establishment of the immigrants in the society w.r.t. education and labour market.

2 Information not shared by Uppsala Municipality and Migration Board due to security reasons.
On the other hand, indicators related to housing aspect such as basic infrastructure, fire norms, heating and ventilation, security, accessibility to schools are not contributing fully towards the sustainable housing option for immigrants. Seeing the policies and approaches, intervention is required in the Action Plan, Housing Policy, Sustainable Development Policy, Budget plan and the Settlement Law to achieve 'sustainable housing and immigrants' framework. All these policies are interlinked, thus intervention required in one policy will ultimately affect the other policy and thus have positive impact on other two dimensions (refer Annex 5.1). Further while house rent falls under this category, it is due to financial support provided by the municipality, but there is a dilemma of municipality financial support in future due to influx of immigrants (refugees) post summer 2015.

In addition, indicators (in environment dimension) such as structural stability, energy use in building, occupancy density, and location provisions require serious intervention in the respective policies and approaches where these are lagging, for example Action Plan, Housing Policy and Municipality approach. Interventions in environment dimension will ultimately lift the sustainability factor in social and economy dimension. In case of location of housing areas, the reason for the low score is that the authorities for "security reasons" did not share any information.

The indicators, 'measures to avoid health hazards in residential building' and 'accessibility to work places' are on the verge of 'far behind' and 'not fully towards sustainable housing' framework. If authorities/agencies adopt proper measures, then these indicators can easily jump to one level higher of sustainable housing framework. Hence, boost in these indicators by taking necessary measures would affect the sustainability of the other two dimensions, i.e. social and economy dimension in case of 'avoid health hazards in residential building' indicator; and environment and economy dimension in case of 'accessibility' indicator.

5.4 Scenarios

The scoring analysis of parameters and the inter-linkages provide a clear picture to bring forward possible scenarios to be considered in order to achieve 'sustainable housing and immigrants' framework. The author has worked out the three following scenarios to facilitate the application of 'positional analysis' according to Söderbaum (2015).

Scenario 1: Business as Usual

The present policies and approaches adopted by authorities/agencies will continue to run the show of reception of immigrants/new arrivals in the same manner in the future as it is going on at present. The Uppsala Municipality, which is obliged to provide permanent housing to the new arrivals with residence permit (in refugee status) under the Settlement Law, will engage in increased construction activity of new houses. The municipality will follow the present housing regulations, which do not specify any specific guidelines for lower income group housing, and thus it will end up making houses, which will have competitive market price. Without any policy intervention especially in structural stability and energy reduction in building, the house construction will remain the same or may escalate with respect to current market rates. In addition, the increase in construction without any taking care of green house gas emissions and use of natural resources will have environmental impacts and health hazard.

The irony is that the municipality will offer newly constructed houses to the immigrants and there is possibility that these will have high rent and the immigrants shall not be able to afford the rent. Ultimately, the newly constructed houses will either remain vacant or offer to potential customers
whereas the intended occupiers (immigrants) will rely on other sources for housing. However, the municipality will provide some financial support to the immigrants but it is dubious for how long municipality will continue to provide such sort of support seeing the current influx of immigrants. Besides, municipality will work out the reasonable cost of the house rentals (according to Action Plan) but again there is a dilemma that without any policy intervention on construction and related aspects that will bring down the cost, it seems not viable.

Additionally, the Employment Agency approach is to provide housing to the new arrivals according to the work place location to have better commuting facility. Also in the absence of any specific statement or guideline on the policies adopted for immigrant's settlement about polluted surroundings if the work place is in industrial area, then there may be chances that the immigrant will be offered the place near the work place.

The Housing Policy and Sustainable Development Policy will continue to remain in their present domain of safeguarding ecological sustainability by focusing on its prioritised areas of integration of ecological sustainability with neighbourhood development. Again, with increased construction and the same present policies with no amendment as mentioned above, the question always remains how far the objectives related to sustainable development policy will be fulfilled. The municipality and other agencies will continue to work to handle the current pressure without any vision for the impact of their actions.

In case of temporary housing for asylum seekers provided by the Migration Board, provision states the location of housing facility in the urban area with medical facility. This implies that there may be chances that the new housing facilities for the asylum seekers may be located in the areas, which are not compatible with the provision.

**Scenario 2: Proactive Approach**

The authorities/agencies will gear up and start working proactively for modification of all policies and their approaches to handle new arrivals reception and establishment. The approach will look into all minute details that are required for 'sustainable housing and immigrants' framework. In this approach, each authority will work at their own level and will modify polices and approaches in a more serious (aggressive) manner seeing the current influx of immigrants to provide sustainable housing solutions without any delay. Further, any loophole in any policy or approach will be avoided so as to make it coherent with sustainable housing solution.

The Housing Policy and Sustainable Development Policy will focus not only on the environmental dimension but also focus on 'sustainable housing and immigrants'. The new focus will also bring to light indicators such as efficient accessibility to the work places and schools especially for the immigrants/new arrivals, all of which is considered at present in general perspective. Besides basic infrastructure such as water supply, sanitation and waste management, importance will be given to the housing areas especially for the immigrants/new arrivals so that they shall not be debarred from any of the basic services. Considering the new framework of Housing Policy and Sustainable Development Policy, Uppsala Municipality will be bound to work accordingly to achieve the policy objectives. Further Uppsala Municipality will modify its Action Plan 2016 along with goals for next two years by incorporating the measure 'controlling and monitoring' of new action areas related to building aspect such as structural stability, heating and ventilation, fire norms, energy reduction and occupancy density. These amendments will act as measures to avoid any sort of health hazard due to over-crowding, inhabitable environment and lack of basic services in the residential building. Further Action Plan will lay guidelines to the location of new housing areas, which are to be free from any pollutant and hazardous site as well as being at commuting distance to the work areas. The
Employment Agency will advance its approach towards providing housing as well as job offer to the new arrivals and thus will succeed in providing hazardous free surroundings to the new arrivals.

The Uppsala Municipality will modify the Action Plan according to the amended housing regulations, which has incorporated housing specifications/guidelines for lower income group in addition to the special housing guidelines for elderly and students. Further, the amendments related to building specifications will lower the house rental cost and thus the new arrivals will be in position to afford the house rent, thereby fulfilling the objective of municipality and government (the Settlement Law) and the Employment Agency to establish new arrivals.

Based on the Action Plan (amendment), budgetary provisions will incorporate more grants allocation to the municipal labour market Arbetsmarknadsnämnden (AMN) and social affairs committee Socialnämnden (SCN) for the coming years to work for the refugees and new arrivals' housing and accommodation. The construction of new houses will boost but the increases in construction activity will not have adverse environmental impact and health hazards as the policies and regulations governing the construction are modified to suit both the environment and the authorities approach.

The Settlement Law proposed in March 2016 will undergo amendment with more strict regulations related to permanent housing provision including type of housing, tenure and physical security, affordability, residential building norms etc. for the new arrivals. At present, there is loose end in the type of housing provision in the municipality due to which there is flexibility in municipality's role to provide even temporary solution to the immigrants (new arrivals).

In case of temporary housing for asylum seekers who will be in queue to attain their residential permit, indicator location provisions for pollutant and hazardous free surroundings will be given due importance besides location in urban area with access to medical facility. This will help in providing calm surroundings to the residents of the housing facility.

**Scenario 3: Metamorphosis Approach**

The scenario 1 approach undertaken by various authorities/agencies to handle immigrants' pressure is towards sustainable housing but not fully. The policies and approaches considered for 'sustainable housing and immigrants' framework inter-relates with each other (Refer Annex 4). The 'Metamorphosis Approach' is considered as one of the scenario so as to make an attempt to conceptualise sustainable housing framework, based on the inter-relatedness between policies and approaches, to the maximum extent over time. The 'Metamorphosis approach' scenario is unalike the preceding scenarios in a manner that the authorities/agencies responsible for the reception and establishment of the new arrivals will come under common umbrella. Under this, the authorities/agencies will work in their respective domains but share common responsibility and objectives as well as being dependent on each other. The bigger common umbrella comprises 'Housing Policy, Sustainable Development Policy and the Settlement Law for New Arrivals' at the same platform. These three will govern the approaches and actions laid for the Uppsala Municipality, the Migration Board and the Employment Agency, which are responsible for the new arrivals settlement.

The Housing Policy and Sustainable Development Policy will incorporate housing development perspective with orientation to the immigrants. This will define good and healthy environment in the context of basic provisions such as basic infrastructure, security etc. required for living. Similarly, the Settlement Law is required at the same level with other two policies as it is legally binding and includes instructions (number of new arrivals) to the municipalities to provide
permanent housing to the new arrivals per year. The law will undergo amendment to incorporate further details of housing provision in terms of type of housing, which the municipality is required to provide to the new arrivals. In addition, the municipality and other agencies will undertake their approach of housing provision and establishment of immigrants (new arrivals) according to the vision and objectives laid under Housing Policy and Sustainable Development Policy.

Housing regulations are indirectly related to housing policy and sustainable development policy will undergo amendment by adding separate section on the housing design and specifications for low cost. This will include guidelines related to structural and energy reduction aspects as these have impact on the construction and hence cost of house. Further, it will lay provisions on measures to avoid health hazard due to overcrowding. The Uppsala Municipality will follow the amended housing regulations for the construction of houses and will be able to succeed in meeting the new arrivals’ expectations on affordability. In addition, municipality will be able to save portion of the financial support given to the new arrivals and thus the same expense can be utilised for other services required for immigrants.

Uppsala Municipality will modify its Action plan incorporating more action areas. These are related to adequate security (tenure and physical), efficient accessibility to schools, lay strict regulations to the contractors to follow amended housing regulations in the design and construction of housing as well as location, away from any pollutant site and having good connectivity to the work areas. The Employment Agency will follow Uppsala Municipality guidelines for housing provision and will continue work in its respective domains. Uppsala municipality will advance its work towards providing school access so that children will not lag behind in their education. Further, the municipality will provide active support to the Employment Agency for coordinating and providing base work (through Labour Department) for skill development programmes. Uppsala municipality will incorporate budgetary allocation according to the Action Plan and vice versa, thus making them coherent with each other. Some miscellaneous grant will be allocated under emergency section (for refugees) based on the experience of post summer 2015.

The Migration Board will continue working in the same manner as in the 'business as usual' scenario context besides making instructions more clearly to the contractors in terms of housing facility location (pollutant and hazardous free surroundings). In addition, adding language course to the adult asylum seekers since this will divert their state of mind to something new seeing their present degraded situation and make them hopeful to establish quickly once they receive residence permit.
6 Discussion

6.1 Positional Analysis of Scenarios

Based on the empirical findings and analysis, the possible scenarios (three in number) now presented have been worked out in line with the sustainable housing framework for immigrants. In order to find out the best suitable scenario, positional analysis is applied as explained in section 1.5.

Table 6.1 details the application of positional analysis to the scenarios, which act as a base to bring out the suitable scenario to handle immigrants crises related to sustainable housing. Seeing the current immigrants’ influx post summer 2015, the Swedish government has made strenuous efforts such as introduction of the Settlement Law 2016 for new arrivals to streamline the situation and working towards provision of all possible support to the needy. Based on the positional analysis, Scenario 1 'Business As Usual' and Scenario 3 'Metamorphosis Approach' have more likelihood of occurrence than Scenario 2 'Proactive Approach' (PA). Scenario 1 'Business As Usual' will require no further intervention as the system continues working in the same manner in the future as now. This will satisfy the current agenda in number of immigrants supported under the current situation. Scenario 2 'Proactive Approach', from the name itself indicates that it involves intense working of all authorities towards one common goal, i.e. 'sustainable housing and immigrants' framework. Nevertheless, there will be duplicacy in work and lack of coordination among authorities and thus it will over shoot working and draining of resources in terms of both financial and human resources, which otherwise can be utilised for creating more job opportunities for the needy. Scenario 3 'Metamorphosis Approach', is preferable as the significant difference from the preceding scenarios is that scenario 3 involves systematic working from top to bottom as well as bottom to top approach. The approach lays down objectives for the authorities to work in direction of 'sustainable housing and immigrants'. On the other hand, this approach also provides opportunities for the immigrants to enhance their skills and language proficiency to enable them to establish fast, which also facilitates the authorities' efforts to accomplish their objectives. Since scenarios 1 and 3 have more likelihood of occurrence as compared to scenario 2, thus scenario 1 and 3 are discussed further more in detail.

If the working of government and authorities continue according to Scenario 1 (Business As Usual) then it is more likely that the long-term impacts are not beneficial to the environment, society and economy; and hence impacting sustainable development. The main agenda of the government and authorities is to settle new arrivals in terms of providing housing, jobs, schools for their children as well as providing language and skill development courses to adults. As explained in section 3.2.1, it is also accepted that the immigrants/new arrivals will not succeed in getting high profile jobs in host country as compared to the jobs they were involved in the home countries. As explained by Meyers (2000), "according to some Marxists, immigrant labour enters the society at the lowest tier of the socio-economic ladder", (Meyers, 2000, p. 1249). The immigrants may get jobs at initial period, which might be just sufficient for livelihood. Moreover, according to Uppsala Municipality officials, house rent in Uppsala is very high and considering this, housing option that the municipality offers may not be affordable to the new arrivals. The Uppsala municipality may provide some financial support to the immigrants (new arrivals). However, the current approach by the Municipality will not be a viable option in the long run as it involves high monetary cost both in construction of new houses and financial support. The Business As Usual scenario leads to an interesting question to contemplate, 'Efforts and Housing for Whom?'

In case of Scenario 3 (Metamorphosis Approach), the system will take time to set up as it involves consent of all authorities involved. The advantage of this scenario over other scenarios is that all authorities/agencies are working together but in their respective domain. They share common objectives to achieve but have different responsibilities to work upon so that there is no duplication
of work. The current immigrants' pressure is crucial, as host countries are not well prepared in advance. However government has taken initial steps to ease out the situation but still more concrete actions are required and different perspectives to not only provide mere housing to the needy but also housing solutions that are sustainable. Seeing the housing shortage in Uppsala, it demands construction of new houses, which should be affordable to the immigrants also. Not only this, it should also satisfy other indicators of sustainable housing framework (as mentioned in section 3.1). This could be possible, a maximum rent level is specified, which supports policy in direction to housing and sustainable development as well as law related to immigrants' settlement. According to interview of Erik Pelling, Chairman (Social Democratic Party) mentioned in Uppsalatidningen (26 May-1 June 2016) edition, "Uppsala municipality is looking forward to test new approaches to bring down rents. Priority one is that there should be new and rebuilt much", (Roos, 2016). (Translated from Swedish original by the author, aided by 'Google Translate' service)

Thus, Housing Policy and Sustainable Development Policy along with the Settlement Law are brought forward here, as these would lay foundation to the objectives and guidelines to the work for 'sustainable housing and immigrants'.

40
### Table 6.1: Positional Analysis of Scenarios

<table>
<thead>
<tr>
<th>Ideological Orientation</th>
<th>Expected Impacts</th>
<th>Uncertainty and Risks</th>
<th>Inertia and Irreversibility</th>
<th>Conflict of Interest</th>
<th>Monetary Cost</th>
<th>Overall Impact</th>
<th>Likelihood of Occurrence</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Scenario 1: Business As Usual</strong></td>
<td>Government authorities working according to instructions received towards sustainable housing framework</td>
<td>a) Negative impact (housing gap of demand and supply always remain) b) Financial burden will increase on government c) Overlapping Functions of agencies</td>
<td>a) Uncertainty and risks involved in likelihood of results of current events (new arrivals not able to afford houses due to low profile jobs and end up in housing queue)</td>
<td>a) Highly inert and irreversible (construction of houses cannot be undone) b) Policies are well established and no amendment (guidelines for cost reduction) is likely in future</td>
<td>a) Municipality vs. Municipality working framework - policies vs. approaches, action plan and budget plan</td>
<td>High (involves construction of houses and financial support to new arrivals for household)</td>
<td>a) Negative for immigrant b) Positive for municipality and others (receive compensation from Govt. / Migration board)</td>
</tr>
</tbody>
</table>

| **Scenario 2: Proactive Approach** | Positive impacts (immigrants will get both affordable houses and jobs; all authorities will achieve their objectives but working independently). | a) Highly uncertain and risks involved as it requires complete makeover of current policies and approaches adopted by Municipality; b) Strong and seamless coordination required among authorities | Since the policies are under amendment process, so it is less inert and reversible under this process. But once established then system is highly inert and irreversible. | a) Municipality / Migration Board / Employment Agency vs. people | a) High initial cost borne by authorities (as policies are under complete makeover so require more resources to work and implement) b) In long run, substantial saving on construction cost and financial support provided to new arrivals | Positive impact (for authorities and people) | Very unlikely |

| **Scenario 3: Metamorphosis Approach** | Positive impacts (immigrants will get affordable houses and all authorities will work under common platform thus sharing responsibilities. | a) 3 authorities may have resistance for performing under common platform structure is inert and irreversible. | After setup, benefits and resilience of whole system’s structure is inert and irreversible. | a) Municipality/ Migration Board /Employment Agency vs. people | a) Moderate cost as responsibilities are shared. b) Monetary benefits reap in long run due to substantial saving on construction cost and financial support provided to new arrivals | Positive impact (for authorities and people) | Likely |

7 Conclusion

After testing and ranking sustainable housing indicators with respect to the policies and approaches adopted by the Uppsala Municipality, the Employment Agency and the Migration Board, it is established that the authorities' policies and approaches in a general way are in favour of sustainable housing but not specifically for 'housing and immigrants'. In the analysis, Uppsala Municipality seems to be ahead in terms of its approach towards provision of housing to the immigrants. However, when compared with the policies such as Action Plan, Budget Plan, Housing policy and Sustainable development Policy, which is part of municipality's framework, there is a lacuna between policy and actual approach. Municipality is bound to provide permanent housing to the immigrants (new arrivals) according to the Settlement Law 2016 and considering this, Action Plan proposes areas of action to accomplish in 2016 as well as goals for next two years. Municipal Budget 2016 on the other hand, does not contain any specific grant allocation or exclusive guidelines stating housing, job and education facilities provision for immigrants (new arrivals) except for some allocation considered under refugees section. The Budget is not in accordance with the investments as shown in Action Plan. On the other hand, Housing Policy and Sustainable Development Policy are oriented towards a broader view of healthy and living environment, which do not deal with the challenge of immigrants' settlement in a sustainable manner. All this implies that there is a need to reorient Budget Plan in accord with the Action Plan and vice versa. Similarly, Housing and Sustainable Development Policies need amendments considering the influx of immigrants at present, and the fact that they are going to be part of the population who live and work in Uppsala at least for some time, and in many cases for a long time to come.

Furthermore, the analysis shows that there is a reason to be sceptical about the provision of housing to the immigrants and its affordability, considering the fact there are no specific housing guidelines/specifications, which cater to the lower income group that can reduce construction cost. As a result, new houses will be constructed and launched at competitive prices in the market, which may be beyond the affordability of the immigrants. If the immigrants refuse the housing offer given by the municipality then they will end up in another struggle of finding housing, which they can afford.

Finally, the 'sustainable housing and immigrants' framework demanded that policy makers and other stakeholders should come together on a common platform. However, all authorities and agencies are working to handle the immigrants' influx, but further reorientation, concrete decisions and actions are necessary to make the housing solutions viable and sustainable. After all, it is a matter of lives of thousands of vulnerable people including adults (both men and women), children, youth and elders who are forced to flee from their home country. Now these vulnerable people have come across all the borders to Sweden in the hope of new and sustainable living not only for themselves but also for their future generations.
8 Acknowledgement

Before concluding, I would like to convey my regards to my supervisor professor Lars Rudebeck without whose motivation, continuous and critical feedback and insight; I would not have been able to accomplish my thesis in such a short-duration. Undoubtedly, the quality of my thesis report is boosted because of his constructive advices and comments. I would also like to thanks my evaluator, Ms Gloria Gallardo Fernández for evaluating my thesis report and providing insightful comments. Many thanks go to master Thesis coordinators, Ms Asa and Ms Amanda, for their continuous guidance since the starting of my thesis.

Finally, I thank my parents for their endless support throughout the entire study. The whole journey would not have been possible without the continuous support of my beloved husband, Naveen. Also not to forget to mention about my son, Karunya for being understandable at the times of need.
9 References


Available at: http://www.boverket.se/sv/PBL-kunskapsbanken/bbr/allmant/


Available at: www.migrationpolicy.org


Available at: http://www.migrationsverket.se/download/18.23e76fe91505855cf763389/1448438791413/Tillf%C3%A4lligt+boende+f%C3%B6r+asyls%C3%B6kande+Nr+14+Omr%C3%A5de+4+Mitt.pdf

Available at: http://www.migrationsverket.se/download/18.2d998ffc151ac3871596609/145865885543/Ramavtal+Tillf%C3%A4lligt+boende+f%C3%B6r+asyls%C3%B6kande+Stockholms+l%C3%A4n.pdf


Available at: http://dx.doi.org/10.1787/9789264234024-en

Available at: http://www.ohchr.org/Documents/Publications/FS21_rev_1_Housing_en.pdf


Available at: https://www.uppsala.se/organisation-och-styrning/nyheter-och-pressmeddelanden/uppsala-kommun-rustar-for-flyktningmottagande/
[Accessed on 2016-04-15]

Regeringskansliet. (2016-02-04). Frågor och svar om lagen om mottagande av vissa nyanlända för bosättning (Questions and answers about the law on the reception of some new arrivals to settle). Available at: http://www.regeringen.se/artiklar/2016/02/fragor-och-svar-om-lagen-om-mottagande-av-vissa-nyanlanda-for-bosattning/
[Accessed on 2016-04-20]

Available at: http://www.uppsalatidningen.se/aktuellt/tak-ska-fa-ner-hyrorna-i-nybyggda-lagenheter-4235888.aspx


Available at: http://dx.doi.org/10.1016/j.ecolecon.2013.05.017

Available at: http://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/lag-201638-om-mottagande-av-vissa-nyanlanda_sfs-2016-38


UNHCR (United Nations High Commissioner for Refugees). (2013). A New Beginning Refugee Integration In Sweden It’s About Time!. UNHCR


10 Annexure

10.1 Annex - 1: Specifications for Temporary Housing

Framework Temporary Housing tender, 2016 : 3 years contract

Specifications laid under Framework tender are as follows:

a) Building requirements (Migrationsverket-Specifications.e.g., 2016; Folkhalsomyndigheten, 2015)
   i. The building should provide adequate safety of the residents from conditions that may be hazardous to life and health such as heat, cold, rain, noise and environmental pollutants.
   ii. The building should have basic infrastructure such as good quality water supply, sewage plant, handling of waste.
   iii. Basement used for housing purpose as well as fuels, which enhance fire risk, are forbidden.
   iv. The building should have enough sunlight to be appropriate for accommodation.

b) Ventilation and temperature of the building (Migrationsverket-Specifications.e.g., 2016)
   i. The building should have adequate ventilation with respect to the number of occupants/residents in the building or room as well as usage of the room.
   ii. The building should be free from any sort of smell, dampness, carbon dioxide and infectious materials.
   iii. Protocols related to condition of litres of air per person per room are required to be submitted when desired by the Migration Board.
   iv. The inner temperature of the building should be at 21 ± 2 °C all through the year.

c) Fire Protection (Migrationsverket-Specifications.e.g., 2016)
   The property owner is required to submit building permit stating the intended usage as well as the complete fire protection documents comprising of structural and systematic presentation of fire safety work. Since the present building will be used for higher occupancy than designed for earlier occupancy, the owner should take in to account the fire protection requirement accordingly. If the supplier is not able to provide the building permit along with fire documents then he should document fire regulations in such a way that the residents easily understand the fire protection procedure.

d) Housing Density (Migrationsverket-Specifications.e.g., 2016)
   Housing density is usually high in temporary accommodations, which may result in add to the risk of health problems such as asthma, due to poor ventilation and dampness. Considering this, the Migration Board has laid specifications for the housing density as, "In a bedroom should be at least five square meters per person to a maximum of four people will share a bedroom. In some emergency situations, a higher housing density allowed and then lowered the requirement to three square meters per person and a maximum of six people in a bedroom", (Folkhalsomyndigheten, 2015).

Direct Temporary housing tender- until September 2016

Specifications laid in the direct contract, which are different from the Framework tender, are as follows:

a) Fire: The supplier is required to ensure statutory requirements for fire protection during the tendering stage. In case there is no building permit specific to fire protection then the fire expert should be hired to document and assess the compliance of the facility with fire regulations and
subsequently, share the documents with Migration Board to finally consider the documents. (Migrationsverket12, 2016)

b) Minimum number of places required per housing facility is 15 in number.
"Living space: at least five square meters (Migration Board may need to reduce the living space per asylum seeker and thereby allow more people sleeping in one room). For example, dormitories and caravans, a minimum living space of 2.5 square meters per person. Maximum number of beds per room: Four (Migration Board may need to reduce the living space per asylum seeker and thereby allow more people sleeping in one room). Dormitories will accommodate at least seven people. Each person must have at least 2.5 square meters of living space", (Migrationsverket12, 2016).
10.2 Annex - 2: General Residential Building Regulations for Permanent Housing

Building Regulations (Residential)

a) Fire
The fire protection in all the residential buildings whether it is group housing, detached housing, houses on several floors etc. are governed by BBR. The necessity of fire protection is clearly stated in the regulation that "Buildings shall be designed with a fire protection that ensures that fire safety is satisfactory. The design of the fire protection shall be based on the assumption that a fire could occur", (BBR, 2011, p.37). (Translated from Swedish original by the author, aided by 'Google Translate' service)

The BBR has laid down specifications such as fire resistance classes consists of various occupancy classes wherein residential comes under occupancy Class 3; and the fire norms are stipulated for doors, lobbies, fire compartment, fire wall, stairway, escape route, fire safety installations etc. The property owner/builder is required to submit fire protection document. "This shall include information about the pre-conditions for the fire protection and how the constructed building's fire protection is designed, along with verification that the fire protection complies with the requirements in this Section and in Section C of Boverket’s mandatory provisions and general recommendations (2011:10) on the application of European construction standards (Eurocodes), EKS", (BBR, 2011, p.38). (Translated from Swedish original by the author, aided by 'Google Translate' service)

b) Hygiene, health and environment
Similarly, BBR 19 governs for hygiene, health and environment conditions in all buildings including residential building with some deviations depending upon the type of residential building such as group housing, villa. The necessity of hygiene and healthy environment as stated in the regulation, "Buildings and their installations shall be designed to ensure that the quality of air and water, as well as light, moisture, temperature and sanitary conditions are satisfactory during the working life of the building, thereby avoiding conditions detrimental to human health", (BBR, 2011,p.99). (Translated from Swedish original by the author, aided by 'Google Translate' service)

The BBR has laid down specifications under air (good air quality in rooms), microorganisms, ventilation, light (daylight, sunlight and indirect daylight), thermal climate, moisture, water and drainage, wastewater installations, emissions to environment, and pest control, which are required to be met by the property owner/contractor.

c) Energy
Alike, all the buildings including residential buildings are required to fulfil energy management provisions. The requisite of energy management is stated in the regulation stating, "Buildings shall be designed in such a way that energy use is limited by low heat losses, low cooling demands, efficient use of heat and cooling and efficient use of electricity", (BBR, 2011, p.153). (Translated from Swedish original by the author, aided by 'Google Translate' service)

According to BBR, the dwellings should, "ensure the building's specific energy use, the installed electric power rating for heating, and the average thermal transmittance (U_m) of the building envelope (A_om)", (BBR, 2011, p.156). (Translated from Swedish original by the author, aided by 'Google Translate' service)

The requirements should be with respect to the maximum values according to the climate zone (Uppsala in Climate zone III) unless there are specific circumstances such as geological conditions, with maximum variation allowed is up to 20%.
10.3 Annex - 3: Brief description of information received from Uppsala Municipality

Brief description of information:

a) Housing provision: The Uppsala municipality provides housing to the refugees depending upon their group and stage i.e. whether they have received residential permit, did they stay migration board facility during asylum process etc. There is no fixed type and size of accommodation for the new arrivals as house allotment will be done based on their group (youth, adult w/out family, elder), job location etc.

"According to law from 1st of March 2016, Uppsala shall receive 616 refugees during 2016, according to that law. Preferably that should be in permanent housing (i.e. apartments), but other alternatives will most likely become necessary. For instance can hostels of different sorts be the first accommodation in Uppsala. But it’s not the refugee that has to find accommodation – that is our responsibility. We are working together with the Migration Board and the 'Arbetsförmedlingen' on these issues. For instance could we in dialogue change the “receiving rate", although the year total needed to stay the same", as stated by the official in email.

b) Location of housing: Housing is available both in town and in the countryside, depending upon the houses availability.

c) Rent: House rent in Uppsala is very high and it depends upon the size and type of apartment. If the new arrival is unable to afford the rent then the municipality will provide some compensation.

d) Jobs provision: Municipality coordinates with the Employment Agency (Arbetsförmedlingen), which has the main responsibility to provide jobs to the new arrivals.

e) Skill development training: Municipality has some opportunities to provide skill development training to some group.

f) Tenure security: It depends upon the lease of the house/apartment.

g) Policy document/specifications for permanent housing to lower income group/immigrants:

"We do not have any specifications about permanent housing for lower income group and that is why you do not find any document. If the rent is high the municipality can give some economic support", as stated by the official in email.

h) Uppsala Municipality's perception about policy priorities in the sustainable housing policy (consider increasing immigrants' issue)

According to Uppsala Municipality, in terms of socio-economic issues, sustainable housing policy should address housing affordability (rent); access to schools, work place, and health centres; security (physical and occupancy); and basic infrastructure (water supply, sanitation) as 'very important priority'.

While addressing eco-efficiency issues, sustainable housing policy should address attractive residential environment; environmental impact- building materials (green house gas emissions, pollution); building materials utilisation (cost, recycling); and surrounding land use as an 'important priority'.

In case of construction practices, building life span and building maintenance should be an 'important priority' in sustainable housing policy.
i) Uppsala Municipality's perception about its contribution to the possibilities of providing sustainable housing to the refugees (came after post summer 2015)

According to Uppsala Municipality, it is contributing fully in the provision of sustainable housing to the new arrivals in terms of housing affordability (rent); access to schools, work place, and health centres; security (physical and occupancy); and basic infrastructure (water supply, sanitation). In addition to the attractive residential environment; environmental impact-building materials (green house gas emissions, pollution); building materials utilisation (cost, recycling); surrounding land use; and construction practices.

j) Housing strategy for Refugees (came after post summer 2015) in Uppsala

According to Uppsala Municipality, it will call for tenders to construct new houses as well as adjust in the existing vacant housing stock.
### 10.4 Annex - 4: Inter-relation between Policies and Approaches

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget 2016</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Action Plan 2016</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Housing Policy</td>
<td>*</td>
<td>**</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sustainable Development Policy</td>
<td>*</td>
<td>*</td>
<td></td>
<td>**</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Settlement Law</td>
<td>*</td>
<td>*</td>
<td>**</td>
<td>**</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Housing Reg. temp.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Housing Regulations-Perm.</td>
<td>**</td>
<td>**</td>
<td>**</td>
<td>**</td>
<td></td>
<td>**</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Municipality-Approach Temp.</td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Municipality-Approach Perm.</td>
<td>*</td>
<td>*</td>
<td>**</td>
<td>*</td>
<td></td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Migration Board approach Temp.</td>
<td>**</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employment Ag. Approach-Perm.</td>
<td>**</td>
<td>*</td>
<td>**</td>
<td>**</td>
<td></td>
<td>**</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


**Note:**
* indicates 'Direct' relation
** indicates 'Indirect' relation