



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Malmö, Sweden



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Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006. Malmö is one of the 25 European cities that cooperate in exchanging information on their Integration Policy.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and encouraging a learning process within the network of cities, addressing the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, providing objective assessment of current practice and initiatives and discussing their transferability, communicating good practices to other cities in Europe and developing guidelines to help cities to cope more effectively with the challenge of integrating migrants, supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also cooperation between cities and research institutes. Five research institutes in Bamberg, Amsterdam, Vienna, Liege and Oxford are taking care of the publications of the CLIP project. The researchers of the Institute for Migration and Ethnic Studies (IMES) of the University of Amsterdam are responsible for this report on Malmö. Together with the contact persons of the municipal, vice mayor Malmö Kent Andersson and head of the Diversity Department and Mayor of city district Rosengård, Adreas Konstantinidis, an enormous effort has been undertaken to find all necessary data on Malmö for this report. Between 13 and 15 January 2008 the officials of the municipal, of the city district Rosengård, researchers of Malmö university, NGO's and subsidised organisation who are involved with integration and welcome policy have been interviewed, as the list at the end of the report shows. They have provided us with reports, statistics and comments on the concept version of this report. I want to thank all those who have cooperated in giving information and particularly Mr Andersson and Konstantinidis for coordinating the search of data.

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Anja van Heelsum

May 2008, Amsterdam

1 The country: Setting the city and its diversity policies in context

1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background

As Allwood, Myhre & Edebäck (2007) remark, immigration to Sweden actually started when the Vikings arrived. During the Middle Ages monks from different European countries and a considerable number of Germans, Danes and Fins arrived.

According to Borkert e.a. (2007) Sweden's more recent migration history can be divided in three phases. The first phase starts a few years after the Second World War, when the Swedish government stimulated labour migration, firstly from Yugoslavia and Italy. Swedish production was needed in the other war torn European countries and took off faster than in the rest of Europe. Later on in the sixties, when guest labour was also introduced in the rest of Western Europe, official agreements for labour recruitment were also signed with Spain, Portugal and Turkey. Of these labourers the Yugoslavs and Turks are still big communities, as table 1 shows.

Another stream of immigrants just after the Second World War consists of about 30,000 refugees from the Baltic countries, mostly from Estonia. Most influential in numbers are actually the neighbouring countries. Since 1954 an agreement on free movement between Nordic countries is effective, and the Fins are currently the largest immigrant group, with 180,000 as table 1 shows. The Danish and Norwegian group are smaller and more or less of the same size (respectively 44,444 and 44,727).

Table 1 Foreign-born persons in Sweden by country of birth, 2006 (groups larger than 9000)

Country	number	largest
Afghanistan	9 872	
Chile	27 967	
China (excluding Hong Kong)	14 453	
Colombia	9 375	
Denmark	44 444	7
Eritrea + Ethiopia	6 066 + 11 427 = 17 493	
Finland	180 906	1
Germany	43 044	
Greece	10 760	
Hungary	13 711	
India	13 979	
Iran (Islamic Republic of)	55 747	4
Iraq	82 827	3
Korea (Republic of)	9 862	
Lebanon	22 697	
Norway	44 727	6
Poland	51 743	5
Romania	12 910	
Somalia	18 342	
Syrian Arab Republic	17 768	

Country	number	largest
Thailand	20 524	
the Soviet Union, former + Russian Federation + Estonia	6 667 + 12 121 + 9 820 = 22 608	
Turkey	37 107	
United Kingdom	17 788	
United States of America	15 225	
Viet Nam	12 814	
Fed Rep Yugoslavia + Serbia and Montenegro + Macedonia + Croatia	73 671 + 6 805 + 3 669 + 6 063 = 90 208	2

The second period in the immigration history of Sweden that Borkert a.o. identify, starts around 1965, when immigration management was substantially modified. Possibilities to move to Sweden were limited by introducing work permits and any immigration except for refugees and Nordic citizens became extremely difficult. At the same time more attention was paid to the integration policy for those who had already arrived. The message of the policy became: 'equality, freedom of choice and cooperation', and the right to vote for non-nationals in local and regional elections was introduced, the right to get subsidy for a migrant association, journals and magazines and the right to study in the mother tongue at school. A further diversification of the immigrant groups resulted from this period.

A third period of Swedish migration that can be identified, according to Borkert and others, starts around 1994 with the growing influx of refugee groups. The (former) Yugoslavian community increased further during the Balkan war and is now the second largest immigrant group with 90,208. Iraqi and Iranian refugee groups are two largest non-European refugee groups with 82,827 and 55,747, and Somali's, Ethiopians/Eritreans and Afghans have considerable numbers.

The most recent increase of the European Union has according to Borkert not much effect in the sense that the number of immigrants from EU countries doesn't increase a lot. The number of Poles is steadily growing (from 40,123 in 2000 to 51,743 in 2006). The Polish community already existed in 1973, with 6,138 Polish nationals (no figure on Swedish nationals from Polish origin), but in 2006 more than half of them are Swedish passport holders while 22,410 had Polish nationality out of 51,743.

Allwood and others (2007: 27) present a diagram which shows the type of resident permits that were given in Sweden in 2005. The largest category gets a resident permit based on family ties (35%), the second category is an EU/EEA immigrant (29%), the third group comes as guest students (11%), fourth is labour market reasons (10%), and the fifth groups consists of refugees and persons in need of protection based on humanitarian grounds (8%). Much smaller groups are: immigrants based on a temporary law (4%), quota refugees (2%) and adopted children (1%).

Religion is not registered in Sweden, so data on the religious background of immigrants are not available.

1.2 National policy context: law and policy on diversity in employment and service provision

Multiculturalism is defined in terms of equal rights with the slogan ‘equality, freedom of choice and cooperation’. Anti discrimination laws have been established on national level. As Allwood, Myhre & Edebäck (2007: 30) describe Sweden has an anti-discrimination law concerning the workplace since 1994 and an ombudsman against discrimination since 1986. This law of 1994 has been tightened in 1999 with the aims to prevent discrimination and to stimulate employers to take goal oriented initiatives. Some of the laws are responses to EU legislation (the Amsterdam Treaty of 1999, the Nice treaty from 2000, Directive 2000/43/EC and Directive 2000/78/EC). Allwood and others present the following list of measures in Sweden (2007:31):

- The Act on the prohibition of discrimination and other degrading treatment of children and pupils from 2006
- The Prohibition of Discrimination Act of July 2005. The purpose of the act is to combat discrimination based on any of the following grounds: gender, ethnic origin, religion or other belief, sexual orientation or disability.
- The equal opportunities act of 1991
- The act on Measures against Discrimination in Working Life on Grounds Disabilities
- The Act on the Ban of Discrimination in Working Life of 1999
- The Equal Treatment of Students at Universities Act 2001
- The Swedish Penal Code, chapter 16, section 9 contains provisions on unlawful discrimination.”

Borkert and others (2007, p.32) have noted, that Sweden is a highly centralized and democratic state and shows a balance of power between a strong central government and highly independent local authorities. This is important information, since the power that cities have in Sweden, both in terms of finances and in terms of decision making is large compared to other European cities.

2 The city

2.1 Brief description of the city: location, history

Malmö is Sweden’s third largest city and had in December 2008, 280,000 inhabitants. It lies in the most Southern part of Sweden near the border with Denmark, and has a coast and harbour to the connection between North Sea and Baltic Sea called *Öresund*, this the strait that separates the Danish island Zealand (*Sjælland*) from the south Swedish province Scania (*Skåne*). Malmö is part of the Öresund region, which covers the provinces Skåne, Sjælland, Lolland-Falster, Mön and Bornholm.

Malmö developed during the 1900s as an industrial city with strong traditional industries, based on the engineering industry, shipbuilding, textiles and food. A decline in these industries had already commenced during the 1960s. The economic crisis in the early 1990s,

which had a serious impact on Sweden, had a greater adverse effect on Malmö than on any other Swedish city and constituted the kiss of death for Malmö's traditional industrial structure. During the years 1990 – 93, the city lost almost every fifth job opportunity. The crisis coincided with a strong increase in the immigration of refugees and other new immigrants from war-torn areas in Eastern Europe and the Middle East. The proportion of the population with a foreign background increased during the 1990s by 10 per cent and is now 37 per cent. The overall effects of the crisis in the form of long-term unemployment, exclusion, poverty and segregation were overwhelming and historically unique. During the years following the crisis several crucial decisions were made concerning Malmö's future, creating hope and confidence in the future of Malmö. The most important of these related to the construction of the Öresund Link, a bridge and tunnel link between Malmö and Copenhagen, which was ready for use on 1 July 2000.

Today Malmö must be described as ethnically and socio-economically segregated, with middle class neighbourhoods in the west and working class neighbourhoods in the south and east. Unemployment rates, crime rates and the number of households in need of social benefits correlate, as usual very closely with this pattern (Andersson e.a. 2003). Investments in infrastructure continue and include, among other things a railway tunnel under Malmö Centre. Malmö University, which first opened its doors in 1998, has in just a short period of time become Sweden's eighth-largest institution of higher education, with more than 21,000 students. The strongest sectors in Malmö are logistics, retail and wholesale trade, construction, and property. There are also a number of well-known companies within biotechnology and medical technology, environmental technology, IT, and digital media fields. Co-operation between colleges, science parks, and companies provides a sound basis for entrepreneurs and creative development in Malmö.

2.2 City's migrant population, its history and characteristics

Malmö's population on 1 January 2007 was 276,244; 27% of the population or 75,156 inhabitants were born outside Sweden, of whom 63% have Swedish citizenship; 9% of the population or 24,080 Malmö inhabitants were born in Sweden, but have both parents born outside Sweden; 36% or almost 100,000 Malmö inhabitants have a foreign background, i.e. they were born outside Sweden or in Sweden but with both parents outside Sweden; 61% of those born outside Sweden were born in Europe, and approximately 30% come from Asia.

Currently there are 171 different nationalities in Malmö. Table 2 shows the largest immigrant groups in December 2007, based on the nationality measure.

Table 2 Largest Foreign Nationalities in Malmö in 31 Dec 2007

Nationality	number	pct
Total population	280 000	100.0%
Foreign nationals of which:	100 000	36.0%
Danish	9 135	3.0%
Iraqis	7 947	3.0%
Polish	6 320	2.0%
Former Yugoslavs (of which Bosnians)	8 791 5 502	3.0% 2.0%
Iranians	2 871	1.0%

Nationality	number	pct
Hungarians	1 837	0.5%
Finnish	1 696	0.5%
Rumanians	1 644	0.5%
Turkish	1 592	0.5%

Source: Malmö City Council

As table 2 shows, Danes are the largest immigrant group. The recent immigration of Danes has increased after the bridge to Copenhagen was ready. There is a shortage of houses in Copenhagen and houses in Malmö are cheaper and by train commuting to Copenhagen city centre takes only half an hour. Also recent is the immigration of Danes that want to marry a foreigner, which is not possible in Denmark due to the Danish legislation, but possible in Sweden, since European rules apply to Danes in Sweden.

While most other Swedish cities have problems with ageing, Malmö has a young population: 47% is less than 35 years of age. This is mainly due to the immigrants. Of the children in Malmö half have parents that are foreign born.

Table 3 *Percentage of employed in the work force of Malmö of the largest ethnic groups, based on country of birth and gender in 2001*

Country of Birth	Men	Women
Swedes	74%	73%
Danish	33%	42%
Iraqis	22%	11%
Polish	52%	52%
Former Yugoslavs	45%	40%
Iranians	45%	38%
Hungarians	46%	46%
Finnish	54%	63%
Rumanians	52%	50%
Somali's	23%	21%

Source: Broomé and others (2007: 21)

As table 3 shows that employment in Malmö is not equally divided between the ethnic groups. While Swedes have an employment rate of 74% for men and 73% for women, all foreign born groups have a considerably lower rate, including the Danish immigrants. In most cases the employment rate do not even reach 50%. The two groups that are on the bottom of the ladder with extremely low employment rates are Iraqis (22% employed men and 11% women) and Somali's (23% employed men, 21% women).

Another striking characteristic is the high concentration of immigrants in a few city districts. Concentration is higher than in most other European cities. This segregation is based on an older structure of socio-economic segregation, and refugees have settled in the low income areas, where their fellow ethnic group members already lived and where persons of Swedish origin gradually moved out. In Sweden refugees can settle in any city they want to, they are not obliged to stay in the few refugee camps that Sweden has. When the rent of a flat is high for someone's income, the municipal pays a share, irrespective of the total rent price or other characteristic of the flat.

Rosengård is the city district with the highest percentage of immigrants, namely per 1 Jan 2005: 59% first generation + 25% second generation with two foreign parents + 10% with one foreign parent = 84%, only 16% has two Swedish parents, as data from the municipal website below show. Since the number of immigrants has only grown since 2005, the figures in the table 3 have increased.

Table 4 Citizens of Rosengård with foreign background (1st and 2nd generation) on Jan 1st, 2005

	Born abroad	Born in Sweden, both parents born abroad
Former Yugoslavia	2 860	1 223
Iraq	2 488	814
Bosnia Herzegovina	1 404	264
Lebanon	1 298	1 428
Poland	505	131
Total	12 605	5 461
% of the population	59%	2 5%

Source: translated from Rosengård Factsheet

<http://www.malmo.se/download/18.d2883b106e53ae64c80001627/20.Roseng%C3%A5rd.pdf+2005>

Other city districts with high concentrations are: Fossie (38% first generation, + 12 % second generation), Hyllie (26% first generation + 8% second generation), Centrum (22% first generation + 6% second generation). In the last two districts the immigrants consist to a large extend of Danes.

2.3 The city authority: tier of government, responsibilities, structure

Malmö has compared to other European cities a relatively large number of employees (19,915) and a lot of power, which is a consequence of the so-called Nordic model. Beside a large central administration with the central political leadership which has responsibility for strategic issues and taxing rights, there are ten city district administrations, responsible for local services to residents. The city is also involved with determining influence in seven real estate companies, eight industrial companies, six service companies and four culture and leisure companies (Malmö annual report 2006, p. 9). City districts get 80% of the budget and take care of citizen's offices, schools and social welfare. The work is based on pre-set goals with twelve parameters to measure the achievement. For children of immigrant parents, a city district gets extra money (two times compared to a Swedish child).

In the current coalition the Social Democratic Party and the Moderate Party have most influence. 25% of the councillors are of immigrant origin, which is the highest in Sweden. As our informants tell, an extreme right party that never gets more than three seats in the council can be disturbing in the discussions on immigrant issues in the council. This party tends to protest against all specific measure for immigrants.

Within the central city office, the Department of Integration and Employment takes care of introduction programmes for newcomers. There is close cooperation with the labour offices and schools to arrange this successfully.

3 The city's approach to diversity

3.1 Historical background

On 16 December 1999 a proposal was drafted by the Malmö City Council called 'Action plan to promote integration in the City of Malmö'. The municipal saw that it was difficult for people who have migrated to Sweden from other countries to be accepted and to participate in Swedish society. As we already saw, immigrants usually live in high concentration areas, separate from the rest of the population. Meeting places are few or few and it is very difficult for immigrants to get in touch naturally and establish social relationships with native born Swedes.

The city council wants to create a city where all human beings are 'ascribed equal value' and where diversity is regarded as a resource. It wants a city that is free of fear of strangers, discrimination, xenophobia and racism. A common language, common legal norms and common meeting places are necessary if citizens are to function as members of the same social community. The action plan applies to all the inhabitants in the city.

The plan has three sections:

- **Employments:** Malmö is a city where everyone should get a job.
- **Language:** language education is multilingual; kids have a right to mother tongue lessons. Translations are used in courses, immigrants have a right for a translator in health issues, service providers have the obligation to take care that they reach the public.
- **Anti-discrimination:** Malmö is the first city in Sweden that puts anti-discrimination in its legislation and organisations can lose their subsidy or the right to service citizens when they get charged for discrimination (which is conditional contract compliance).

In Malmö the integration policy is interwoven with the policy on diversity of staff. We will describe aspects that deal directly with diversity of staff in chapter 4. A more general policy document came out in 2005, called 'Welfare of all'. This document is valid until 2008, and contains two important discussions: firstly it identifies what the most important problems of Malmö are, and secondly it stresses the need that citizens, businesses and NGO's need to work together to solve these problems.

The national Swedish Government and municipalities share the responsibility for the integration and labour market policies. In Malmö in recent years, models have been developed that focus on groups that need public sector support to get a foothold in the regular labour market. The aim in has been to clarify the boundaries between the authorities' key areas of responsibility and to reach agreement in areas where those boundaries are unclear. It is essential that municipal and government funding is made available to help push this trend in the right direction.

Surprisingly the media attention has influenced the development towards diversity in a positive manner. There has not been any negative reporting about Muslims.

3.2 Objectives of the policy/approach

Most parts of the policy apply to all, both native born Swedes, immigrants and their kids. Specific measures are:

The introduction programme to the city

All refugees and other immigrants, who live in Malmö, get into an introductory programme when they receive their residence permit. The law states that all adult immigrants should start within three months after being registered in the municipality. People can take it within three years. The course is organised and financed by the city of Malmö in cooperation with the Public Employment Service, the Region Skåne, and the Swedish Migration Board.

There is a central reception unit that is responsible for registration, an introduction plan and the application for introduction allowance if requested. Secondly the local offices at the ten city districts follow up with coaching and guidance and decide on the introduction allowance. There are six introduction units, in total 24 officials work there. They have in January 2008 approximately 3000 participants, of which 1250 families with introduction allowance. Most of them are from Iraq, Poland and Afghanistan. In 2007 the number of new arrivals was 2400, of which 50% refugees.

The overall objective of the introductory training is that the individual upon becomes self sufficient, can take care to get employed, or is able to assume regular studies and is able to participate in society. Programmes are individual and customised, taking the needs and potential of the individual into account, and consists of Swedish for immigrants, social information, labour market information, a professional evaluation and validation, a workplace based training and employment matching.

The educational part of the training, Swedish for Foreigners (Sfi) is extremely flexible. The five schools offer courses for people with different educational background, one school has completely flexible study hours, one school offers lessons for people with visual or hearing problems, and one school for people with a post traumatic stress disorder. Language education can continue parallel to work, vocational or other education, or combined with work based training. Immigrants have the right to ask for education in their own language, but practically this is only possible with a minimum number of students. We will describe one of the schools, Hyllie Park Folkhögskola in paragraph 5.2.

Support to find work

The labour market part of the training includes the validation of the diploma and development of a merit portfolio. To develop this merit portfolio not only the actual diplomas are taken into account but also experience in sometimes for Swedish employers unknown circumstances. Participants learn to present their experience in an application letter and application talk in an attractive and suitable manner. This will be further explained in paragraph 4.10

After the diploma validation and the development of a merit portfolio, immigrants are supported to find employment. Vocational education is possible in engineering, roadwork,

caretaking of property (guarding), cleaning, bus driving, work as mechanic or in commercial traffic and restaurant business.

According to the 1999 Action Plan to promote integration in Malmö, the general goal is that every individual, regardless of social or ethnic background, shall have access to the job market on equal terms or be provided with meaningful occupation. The Action Plan stresses on the one hand that the Swedish language course must gain higher status and quality. And on the other hand that a less rigid attitude towards the need for Swedish language skills, combined with better adaptation to the practical circumstances in the workplace should be advocated. The recommendations in the actions plan (1999, page 9) include the following:

- The municipality should broaden the base for recruiting and strive for appointments that create working groups that are multidimensional and diverse and can provide good service, comprehensive bases for decisions, and promote creativity in the workplace.
- A guide should be written as a complement to the municipal personnel policy program concerning how competence of various minds should be assessed when employing people of foreign background. Particular attention should be paid to how foreign academic degrees and professional experience can be assessed, examined and utilised.
- All employees should be given support to develop in their professional roles and the necessary training to ensure that they feel secure and confident in their encounter with residents of Malmö of diverse origin. Every individual's right to devise solutions independently should be respected.
- Municipal programs to support entrepreneurship should be designated to be adaptable to anyone who wants to start a business, regardless of ethnic and social background.

Effort against Discrimination and racism

Four of the 10 recommendations as stated in the 1999 Action Plan for the Integration in Malmö apply to work situations (1999, p. 10):

- The municipality should take active measures to promote ethnic and cultural diversity in its operations, activities and programs.
- The personnel policy program should be supplemented with a rolling plan to transfer knowledge to all municipal personnel concerning applicable law, cultural encounters, prejudices, communication, etc.
- Unions should be involved in efforts to prevent discrimination in the workplace with respect to terms of employment and working conditions.
- Cultural encounters should be considered natural and should be promoted in all sectors, including the workplace.

All municipal employees should be made aware of the content of The Action Plan and it should also be communicated to everyone who lives, works or conducts a business in Malmö.

The '2007 Action Plan for Increased Integration and Employment for the People of Malmö'

This is a follow up and concerning integration three objectives are set:

1. To develop new methods of working in line with a new Local Development Agreement (this was worked out after the national 'Development and Justice – a metropolitan policy for the 21st Century') to counteract economic and social segregation, applying the additional resources from national and EU structural funds.
2. To continue the implementation of bridge builders. The 'bridge-builders-method' is considered successful in establishing better communication between services and sections of the population.
3. To put together and implement an anti-discrimination action plan, in line with the UNESCO group of 'European cities against Racism' which Malmö has joined. The work engages local businesses, and focuses on spreading information, analysing discrimination, and giving seminars how to fight it.

In the 2007 Action Plan more targets on employment are presented, which give priority to young people and immigrants with no or little connection with the Swedish labour market. The Work and Development Centres (AUC) should provide all functions related to welfare and work.

Besides employment and anti-discrimination, two more subject are also found important and have ambitious targets in the '2007 Action Plan':

1. Adult Education, 80% of recruitment training graduates should find employment, and 80% of introductory training graduates should go on to vocational training, regular studies or some other competence boosting activity.
2. Swedish for Immigrants (SFI), the targets for 2007 are: 80% of all participants completing SFI introductory course should gain employment, commence regular studies or take up any other competence boosting employment activity offered by the municipal or Government, and 80% of all participants completing the SFI introductory course will have done so in line with their individual syllabus and achieved their individual language target.

3.3 Responsibility: elected representatives and officials

One of the deputy mayors is responsible for staffing, labour market and integration issues. This deputy mayor (from the Socialist Party) is one of the six deputy mayors. The policy is executed at the central level of the City Office; within the department of the City Council we find the department of Integration and Employment. All departments have the responsibility to apply the diversity policy in service provision and have to report to the City Council. 59 of the 61 council members voted for the 'Action plan on Integration', only the two right wing councillors not, so there is a considerable support for the plan.

3.4 Collaboration with social partners and non governmental organisations in policy development and implementation

Cooperation with the trade unions and companies takes place for instance on staffing policy, there are 50 projects in this field.

Malmö encourages the "establishment of companies" through subsidies to organisations, providing a way out of unemployment. Several social partners support promoting the spirit of enterprise. Funding is available for trade and industry in connection with recruitment training. The social Enterprise Development Centre provides support in the form of matching to find work, education, to develop networks and to give advice.

The collaboration between the city and NGO's involves both consultation and more extensive common work, for example:

IntroRehab is a joint project run by the City of Malmö, Region Skåne, the Swedish Red Cross, Komvux Södervärn, Lernia AB, Liber Hermods and Iris Hadar AB. IntroRehab is an initiative within the City of Malmö's introduction programme, which is directed towards refugees and immigrants with migration related stress including post-traumatic stress disorder (PTSD). The aim is to offer a package solution, including treatment combined with some elements of the introductory program to increase social integration and employment opportunities. Currently 20 clients are in the program, but there are more requests.

PTSD can be caused by psychological or physical torture or loss of family members in the war situation in the country of origin (Iraq, Afghanistan). The usual symptoms are nightmares, flashbacks and worries, but also more severe depression, anger, difficulties in socialising and physical symptoms like breathing difficulties can occur. After arriving safely in Sweden, worries about family members don't disappear, and the uncertain situation in Sweden, waiting long for a staying permit (Iraq is officially in peace), housing problems, lack of activities until the asylum procedure is past, further destabilises the individuals.

One of the most important things according to the coordinator is that the traumatised clients need a daily schedule of activities, preferably work, but on the other hand it easily becomes too much. Getting work means looking forward, having money and practice in some labour situations. A normal language school is difficult because many of them have concentration and sleeping problems, so the courses take few hours and take place in small groups.

While teaching similar things as in the integration program, IntroRehab uses four basic strategies. The strategy to overcome anxiety/lack of control/lack of feeling of safety is to provide a safe structured and predictable environment, use writing, art and dance as expression of feelings, to allow a graded approach to unfamiliar activities, allow exemptions from very difficult tasks. The strategy to overcome depressed mood/avoidance of new information/withdrawal from people is: to provide a supportive environment in the classroom, while also provide one-to-one discussions, set achievable goals, praise effort and promote cooperation. The strategy to overcome anger/low frustration tolerance (restore meaning and purpose in life) is to explain limit setting, to discover what is troubling the student, to address causes, to allow for appropriate expressions of difficulties like telling somebody, drama. The fourth strategy to overcome guilt and shame and restore dignity is to

communicate respectfully, allowing for gradual participation, listen to students, and acknowledge feelings, thoughts and fantasies.

The Organisation for International women in Malmö (IKF) arranges in collaboration with the city of Malmö, ESF and other national and local partners several programs. It works mainly with project money, though the 1000 members (40% Swedish and 60% other nationalities) also pay contribution. Some of the activities of IKF include evening schools in language (English, Danish, and Spanish), computer, music, health improvement, yoga etc., projects to train women for political functions, sexual health projects, and labour market projects. IKF find the labour market important, has programs to increase competences, knowledge and to create a place where unemployed can meet and use the Swedish language. The "Competences Days for Female Entrepreneurs" and the network with mentors in leading positions in companies work well. By connecting mentors in businesses to young (25-30) educated immigrants women, a lot of jobs were found for unemployed women. Both mentors and mentees profit. Individual immigrant women get to know the formal and informal rules of the labour market, while the mentors increase their multicultural skills, while prejudices about foreign employees are broken in the companies. Women from countries like Iraq or Somalia are not always stimulated by their surrounding (husband, community) to come out in society and sometimes they are even stopped from going to language courses or further education. From the Swedish side there is not pressure when kids are younger than 1,5 years old. On the other hand, women may find it possible to work with two kids, but much more difficult when they have eight kids. Somebody's daringness and attitude also determines whether or not she will sit isolated at home, or enter the educational system or labour market.

IKF has currently three immigrant women among its paid staff and four Swedish women, but that changes every time new projects get funded. Beside paid staff there are a lot of volunteers. IKF has won the integration price of Malmö for the year 2007.

There are **various other projects** in collaboration with NGO's, for example with the Swedish church association, with BRIS (Children's Right in Society), concerning training staff who come in contact with children and young people, and with MIP/MISO (Malmö Non-profit Umbrella Organization of Youth and Immigrant Associations') – there are projects on integration through associations.

There is not round table or advisory board with migrant associations.

3.5 Policy and practice on monitoring progress

Monitoring is extensive in Malmö. Many aspects of the policy are monitored by the planning secretary and controller. According to the 2007 Action Plan (p. 16), compilations of activity statistics should constantly be available, in a standardised form. Evaluation is based on four criteria: how the participants experience the activity, whether the activity achieves the target at a reasonable costs, are methods, competence, efficiency and productivity satisfactory and does the organisation recognize the targets and profit with long-term renewal.

Not only within the central administration, but also other institutions of the administration receiving integration and labour market funding must indicate how the specified targets will be achieved together with reviews of and reports on the results. The institutions are liable to implement and record the contributions made in their area and to include the outcomes of

such contributions and subsequent analyses in their annual reports. In general, employment is monitored by the labour office. The development of the characteristics of the staff of the municipality is monitored by the central administration. A figure on cultural diversity in the composition of municipal employees can be found in the Annual Report, which can be found on the Malmö website.¹

3.6 Key challenges faced in implementation and broad lessons learnt

The two largest challenges of the integration policy are the concentration of immigrants in certain city districts and neighbourhoods, and the limited participation of immigrants on the labour market. Migrant communities are growing and too much separation between Swedes and immigrants will influence the society negatively. The municipality wants to promote diversity and equality on the labour market and works to bring about changes regarding attitudes that currently impede immigrants from competing for jobs. A lesson that has been learned is that labour market initiatives have to be tailor made, suitable to the specific needs and characteristics of that particular person. Measures that are implemented too generally do not work, while looking carefully at a person's portfolio, as done in the validation office, increases the chance that someone is successfully supported towards the labour market.

3.7 Potential future policy development

The '2007 Action Plan' emphasises the future importance of active skills enhancement initiatives for the - educational, work experience places and other interventions that lead to jobs. Particular attention will be given to immigrants who are - for various reasons - considered unemployable.

Work with diversity shall also include other groups that are today discriminated against in the labour market. Information and training work has to develop in order to increase the opportunities for choice among the immigrant women in the labour market. The tailor made approach will be implemented in all these situations.

According to the Malmö city council, housing segregation is a serious impediment to long-term sustainable growth, which must be eliminated. Malmö's segregated housing areas need to be developed to ensure that they become more attractive to move into and remain in. Development plans for specific areas will be prepared in conjunction with residents and other parties interested in the area. The development plans shall comprise public and private service, communications, social work and changes to the physical environment.

¹ For a list of Annual Reports from 2002-2006:
<http://www.malmo.se/servicemeny/malmostadinenglish/annualreport.4.33aee30d103b8f15916800024867.html>

4 Employment: policy, practice and outcomes

4.1 Profile of city employees

The city of Malmö employed 19,915 people (on 31 Dec 2006), of which 4,948 with a migration background (that is 25 %). Among them are a majority of women (3,739) and a minority of men (1,209). The main reason for the large number of women is that the many work in child care (1,628) and as nursing assistants (3,619).

Table 5 shows the relative percentages of those employed by the city administration divided by the percentage in the population, calculated by Broomé and others (2007). A positive figure means that this country of origin is over represented in the work force; a negative figure means that this country is underrepresented.

Table 5 Representation: percentage of employees in the city administration divided by percentage of the population minus one, largest ethnic groups, based on country of birth and gender in 2001

Country of Birth	Men	Women	Total
Swedes	0.2	0.2	0.2
Danish	-0.6	-0.3	-0.5
Iraqis	-0.7	-0.8	-0.8
Polish	-0.5	-0.2	-0.2
Former Yugoslavs	-0.4	-0.5	-0.4
Iranians	-0.2	-0.3	-0.3
Hungarians	-0.4	-0.4	-0.4
Finnish	-0.4	0.0	0.0
Rumanians	-0.2	-0.4	-0.3
Somali's	0	-0.3	-0.3

Source: Broomé and others (2007:23)

As these data show, Swedish men and women were slightly overrepresented, while most other ethnic groups except Fins are underrepresented in 2001. The largest underrepresentation at that time was shown for the Iraqis. Broomé and others (2007) remark that it is of course difficult to represent all smaller ethnic groups in the same manner as the larger ethnic groups.

The figures have probably improved since 2001, but have no later data.

The data on age groups are of a later year. As table 6 shows, there are more immigrants in the older age groups. The registration system does not include second generation immigrants, so in the younger age groups, there might be a certain percentage of second generation immigrants.

Table 6 *Percentage of immigrants among the city's employees per age group*

Age group	Percentage of
30-39 year:	25 %
40-49 years:	35 %
50-59 years	35 %
60-69 years	12 %.

Source: Malmö City Council

Among managers (total 906), women are overrepresented with 551 (61%) and men are underrepresented with a number of 355 (39 %).

Broomé and others (2007) also analyse also analysed at what level in the organisation immigrants were situated. While the strongest legal position is a permanent job, the weakest position would be a temporary job with a fixed hourly rate. In table 7 the percentage of people employed on temporary basis with a fixed hourly rate is given for the main ethnic groups.

Table 7 *Percentage of employees in the city administration with a temporary job with fixed hourly rate, based on country of birth and gender in 2001*

Country of Birth	Men	Women	Total
Swedes	10%	10%	10%
Danish	11%	9%	9%
Iraqis	11%	18%	15%
Polish	16%	14%	14%
Former Yugoslavs	21%	23%	23%
Iranians	29%	31%	30%
Hungarians	4%	13%	11%
Finnish	5%	13%	11%
Rumanians	22%	18%	19%
Somali's	29%	55%	41%

Source: Broomé and others (2007: 30)

Among Swedish, Danish, Finnish and Hungarian employees only 9 to 11% have temporary contracts, but among Iranians 30% have such contracts and among Somali's even 41%. The position of Iranians and Somali's women is worst than among men. Surprisingly the Iraqi's are not in the bad position that we saw in the above tables.

4.2 Employment diversity policy (CRS: 4.3) including target sections of the population to which it is directed (CRS: 4.5) and occupations covered (CRS: 4.6)

In 1996, the first programme on employment diversity was written, called P96, in which was stated that the staff of the Malmö administration should reflect the population. The P96 program has four chapters: working, gender equality, ethnic diversity and generation shift, and it is directed towards all employees of the city. In chapter 3 we already mentioned that there have been 50 projects with companies and unions to improve staffing there too.

As we already wrote in 3.1 the 1999 'Action plan on Increase Integration and Employment' has an anti discrimination section. Complaints about discrimination, including complaints about the municipal can go to the ombudsman. Then the city co-finances the Anti Discrimination Bureau Malmö. In other cities this bureau is internal, but in Malmö it is preferred that this bureau is an external NGO, so that it can function more independently.

In 2001 a new policy document came out, called 'Engagement for Malmö', which targets people in leading positions. In total 950 managers, including small team managers, had to go to a management development training. Small groups with mixed professional background, (for instance administrative officials, teachers and technicians mixed) talk about diversity, about their values and receive training to improve selection procedures and to deal diversity in teams and to see diversity as an asset. Every year there is a follow up and in 2005 a second one and a half day event was added to discuss the ground values of the city administration. One of them is that the population is diverse and the administration also has to work in a diverse manner. All managers were pressured and had to go.

The objectives of the employment diversity policy in the local administration have been set clearly. The percentage of employees with migration background has to mirror the total population in Malmö, in 2008 36 %. Today (last counting December 2007) the employees with migration background are 25 % of the workforce, so the percentage has to go up further. It improved drastically from 13% in 1997 to 25% in 2007. The primarily goal is securing of fairness and equality.

The city is also considering more qualitative objectives in the organisation related to diversity, after a report by Per Broomé and Tobias Schölin that shows that actually managers still have a tendency to choose people who look like themselves when they select a new candidate for a job (Broomé and Schölin 2004).

The policy is directed at people with migration background, so this includes the second generation and also Danes and Fins. There are no jobs for which people from a migration background are excluded, except that one needs Swedish citizenship in the army.

4.3 Challenges and tensions in development and implementation of policy

Within the staff there are not a lot of tensions about employing immigrants. But in the council the same discussion takes place once a year and defending that money is necessary for project on immigrants is sometimes difficult because the right wing parties always voice protest.

4.4 Recruitment, training and promotion

The policy covers non discrimination in the recruitment procedure. It emphasizes the significance of diversity and its importance to the benefit of the organisation. The recruitment policy stresses the organisation's values norms and routines i.e. preparation, recruitment channels, advertising, selection, interviews, reference gathering, decision-making, documentation/records. The city has been successful in increasing recruitment from among people with a migration background. Employees with migration background have increased from 16 % in 2001 to 25 % in 2007.

Staff training and career development takes place in all types of programmes, e.g. in educational and development programmes there are elements that relate to ethnic diversity. The development programme "Commitment for Malmö" designed for all managers, has effectively contributed to an increasing awareness of the significance and meaning of diversity.

In promotion procedures, just like in application procedures, non-discrimination is important. Within the recruitment process fair and equal treatment has to be guaranteed, but there is no special treatment for any category due to migration background.

4.5 Equal pay and working conditions

The policy is meant to guarantee equal pay and working conditions for people who work on the same level. This is both part of the national and of the local policy.

4.6 Harassment

In Sweden complaints about harassment are generally treated by the police. There is no specific procedure for harassment within the local administration.

4.7 Accommodation of cultural and religious needs

There are no prayer rooms for Muslims in the city hall. The canteen of the city hall provides meat, vegetarian and fish dishes, so Jews, Muslims and Hindu's have a choice, but there is no specific halal or kosher food.

4.8 Health and safety

There are translated leaflets in Sweden about dangerous machinery, hygienic danger for instance in hospitals, and for fire prevention. Of course the 166 nationalities cannot all get translation, so only the largest groups are served with translations. There are also interpreters and foreign language contact persons at the city district councils.

4.9 Induction and language tuition

There is no specific induction and language tuition within the local administration. The general system is quite intensive however, as we already described in paragraph 3.2.

4.10 Recognition of qualifications

As we remarked in 3.2, the City of Malmö has a Centre of Validation, where diploma verification takes place and where a client works on his or her qualification portfolio. The centre is part of the City Education Administration, Department of Adult Education, and cooperates with the Employment Service, Malmö University and the municipalities of Skåne. Though the validation process is in Swedish, it is obliged for new immigrants. It is also possible to take it later, for instance when one loses one's job.

The process includes four steps: firstly an exploratory survey that is interpreted by a guidance councillor, secondly a one or two hour intensified identification of occupational skills by a

vocational teacher (this ends with a report), thirdly a three to five day occupational assessment, in which the basic occupational demands are discussed and practised (this ends with a certificate) and fourthly an assessment of 4-8 weeks to take courses in 'upper secondary school', which ends with a upper secondary school certificate.

Since 2000, more than 2000 newcomers, unemployed, employed and others have made their qualification portfolio. Since 2001 800 customers were sent through to upper secondary school courses. Identification of occupational skills started in 2007, and until January 2008, 70 newcomers were supported.

Questions for clients working on their portfolio are for instance: what have I done? how did I carry out my work tasks? what responsibilities did I have? what skills were required? The process of creating the portfolio has turned out nearly as important as the product, as turned out during the first year of work. Because supplementary descriptions are added to the CV, a clearer picture of all the competencies of a person develops. This is useful for the individual and for the employers. It increases the insight about oneself of the individual, it increases self-confidence and it increases the ability to communicate his or her skills.

4.11 Complaints

The Malmö Anti-Discrimination Bureau is a Non Governmental Organisation, paid by the municipal and some twenty funders. Internal procedures to complain about discrimination don't exist within the administration. The Anti-Discrimination Bureau applies every April for subsidy. Complaints on gender, disability, ethnicity and sexuality can be dropped at this office. Complaining about age discrimination will be possible soon, when the new legislation is implemented.

The office has three main duties: to treat individual complaints, to give information about the law and try to influence the public, to influence society by writing articles for newspapers and influencing decision makers.

The majority of the complaints in Malmö, 70-80%, is about ethnicity, mainly discrimination on the labour market, housing, disco's and restaurants refusing foreigners and harassment in the street. Two officers have handled 80 complaints, of which 50 were solved by counselling, 15 were taken to court and 15 were forwarded to the central Swedish Ombudsman on Ethnic Discrimination (Sweden has four central Ombudsmen). When someone comes with a complaint, he becomes a member, and pays a membership fee. Of the complaints related to ethnicity in employment, 25% concerns the public sector. Labour complaints usually first have to go to the unions. Sometimes the anti-discrimination bureau contacts the union, since the union has the first right and duty to help their members. Unions are not always happy with the involvement of the Anti Discrimination Bureau, but it also happens that the two institutions cooperate. When a customer has no money, he gets legal support, but the insurance easily covers sums till 10.000 Swedish Krona. There are all kinds of clients, not particularly one category. An important characteristic of the Swedish situation, that makes discrimination much clearer than in other countries, is that all applicants have to be informed who got the job after an application procedure. Therefore it is easier for applicants in Sweden than in other countries to find out whether or not they have been discriminated or not. When the case seems clear to the Anti Discrimination Bureau, they phone the employer, explain about the law and give a warning. It has turned out that giving information to employers is

very important, and though the laws are good, people don't know them. A phone call by the Anti Discrimination Bureau serves as a warning. That this bureau works locally is an advantage compared to the national ombudsman, since they know the local situation well and therefore more influential.

4.12 Special initiatives

A special initiative that has most probably worked very beneficial is the close cooperation between the city administration and the Institute on Integration and Migration Research IMER (Malmö University). The researchers Per Broomé, Inge Dahlstedt and Thomas Schölin have been able to study the diversity of employment within the administration of Malmö extensively, which shows openness to critique and readiness for improvement. The research has added to the knowledge on how the process of diversifying the staff works, and added a broader scope with creative ideas, brought in by the researchers. But that is not all: both during the interviews and the presentation of the results the chance for the staff to discuss the process openly and elaborately and to come with their own solutions and opinions has also been enhanced.

4.13 Monitoring

The central office of the administration registers the country of origin of the staff members of the administration and monitors this and reports in the City's Annual Report.

Monitoring of the Validation Office takes place by asking all participants what how they experienced working with the Qualification Portfolio. Of the respondents 68% answered that it better prepared them to plan for the future, 48% said that it created better conditions to learn relevant Swedish language, 32% said it increased their general motivation and 27% said it was an effective way to learn Swedish. Only 5% said it had no added value. On the question whether or not the Qualification Portfolio supported their planning of education, 49% replied positively. The employment officers were also positive about the Qualification Portfolio: 30% they found it easier to match job seekers against work, 17% found it easier to communicate with job seekers about their competencies, 16% found it easier to present job seekers to employers.

4.14 Impact of policy and lessons learnt

The administration of Malmö managed to get employees with immigrant background in its own offices, though it is less successful in pushing down the unemployment rate of immigrants, which is higher than that of the Swedes. It is interesting that Malmö managed to raise its percentage of foreign employees in its own administration rather fast. What made their policy relatively effective is probably the very complete approach, not only targeted at raising the educational and professional level of the immigrants but also at creating awareness among managers and convincing all layers of the organisation of the need to work like this.

Another factor in the success of the policy might also have to do with the relatively strong anti-discrimination laws, which oblige employers to let all applicants know who has been chosen for a job. Though discrimination is always hard to prove, this procedure makes it

easier for applicants to compare their own qualifications with these of the other applicants and to make a judgement about possible discrimination.

The cooperation with researchers has also had a positive effect, both in increasing the possibility to discuss the issue and in the amount of knowledge on the process. But as Brumée and others (2007: 42) remark, the quantitative aspects says not much about the quality of this representation in the different offices. To start with it would be impossible to represent the smaller nationalities of the 166 groups. But more importantly, the purpose of representation is not just to reach certain numbers, but also for instance to improve the communication between the different nationalities, to provide an example to other institutions, to profit from the diversity of staff, and to improve service provision towards non-Swedes.

5 Diversity in service provision

5.1 Services provided and contracted out

The city of Malmö provides 80% of the public/official services. The city also gives (limited) funds to ethnic organisations, but most of the service provision is directly by municipal institutions.

Most labour market, educational, healthcare, elderly care and information services are provided by authorities. As we saw the Anti Discrimination Bureau is on purpose established as an independent (subsidised) office.

5.2 Diversity policy in services

The city provides special services to immigrants. Though the intention is to provide all services as much as possible for all citizens, some language groups get extra attention, because a person is hired in the office that speaks that language. We saw quite often an Arab speaker, but also Yugoslavs and Afghani's. We will treat three examples:

- The Information Office at the city district council of Rosengård can help its clients in 12 different languages. There are only three staff members, but one Sudanese lady speaks six languages. When employing staff members, people who know many languages are preferred. It is considered important that people get the right information, that's why it is given in their own languages.

The information office works on many issues: it is the in-between between families and schools, it advises on pre-school, there is a nurse that advises on health care and elderly care, it advises on staying permits and citizenship questions, it supports associations, for instance by paying for the building of four women's associations, it helps with social security (filling in forms, etc.), it functions as mediator in case of problems with the welfare office, it helps people to find suitable housing, it gives support on starting a business, it helps to apply for scholarships, in April there are tax advisors to help with

the tax form and there are public computers with direct contact through webcam with five other offices.

- As we have described in paragraph 3.2 the city provides Swedish Language Courses in the languages of the countries of origin. Immigrants have the right to ask for education in their own language, but practically this is only possible with a minimum number of students. Hyllie Park Folkhögskola gives the Swedish for Foreigners in the mother tongue for Arab, Kurdish, Somali, Pashto, Dari and Albanian speakers. The Folkhögskola had an important role in Swedish history, since it grew from below. It was established when farmers, who wanted more influence in the parliament, arranged their education themselves. Also nowadays the school is more interested to listen to what students themselves see as their needs. In 2000 municipal administrators, who held a survey among immigrants, found out that the most urgent need that people talk about is language lessons in their native language. They found women that had taken courses for three years and had not learned anything. So they applied for funds and the project started as a pilot. There is still a lot of discussion about lessons in Swedish versus lessons in the mother language, but the results are very good. In January 2008, 160 students with short or no formal education background were following courses, of whom some in groups with only women. All teachers speak both Swedish and one foreign language, so the recruitment of teachers nearly automatically takes place among teachers from other countries. Currently one third of the staff of the Volkshögskola is from abroad.

Since most students are illiterate, they learn to read and write in both languages to start with. It is much easier to learn writing and the alphabet in your mother language. Since the students have to go through the stages of primary school, calculating and the computer are also part of the first course. Step by step they develop their general level of knowledge and their language capacity. They learn new concepts that they didn't know on their mother language, at the same time as the Swedish words. Hyllie school is convinced that this method works much better than 100% Swedish classes, in which students tend to lose their self confidence because they constantly misunderstand the teacher. Research by Collier & Thomas (1997) is quoted that shows that the test results of bilingual kids with bilingual education are much better than the results of education in the new language, but even better than the results of kids that get educated in their mother language. Because of bilingual teaching, the capacity to think abstractly increases. Since dignity and cultural background are important aspects of people's identity, the learning process takes place faster and people develop themselves also in their own language. Swedish teachers have in the past often remarked that one cannot teach illiterate women grammar, but after grammar was taught in Arab, some of them became extremely interested in grammar.

- As a consequence of an agreement between the city of Malmö, the country Labour Board and the Social Insurance, 'Employment and Development Centres' have been set up in the city districts with a majority of citizens who are born abroad. The 'Employment and Development Centre' is a labour market policy programme in Malmö with the purpose to help people finding work-experience places and/or rehabilitation and/or employment particularly for people facing various barriers to employment.

- In 2.3 we mentioned ‘bridging activities’ as an important aspect of the 2007 Action Plan. An example is found in the city district of Hyllie, where people are supported in their own language with so called ‘link workers’. The link workers form a link between individuals, (ethnic) groups, organisations and the different authorities (Andersson e.a. 2003). The link worker has a social position in two different groups and can help individuals in both groups to increase knowledge, understanding and contact between groups. He or she helps to make Malmö a multicultural city with equal chances and possibilities for all. There are 25 link workers, who work at schools, after school activities, meetings points, citizen’s offices and at the employment and development centre. During our visit we have met link workers from Afghanistan, Iraq, Kosovo, and one is of Roma origin at the labour office. The link workers have a network in the Hyllie district, they cooperate closely with the city office and they have contacts in Gothenburg, Helsingborg, Lads krona, Copenhagen and with the European Intercultural Workplace.

Work methods in Hyllie especially targeted at work and schools. Important is to connect people with work, taking care that the right people are not in the wrong place, and to cooperate between the secretary of the labour office and the officer handling the introduction. Besides his knowledge of at least one foreign language, a link worker needs to be confidence inspiring, to have an optimistic outlook and a positive attitude and convinced of the positive contribution of diversity. Obstacles that link workers encounter are: a negative interpretation of integration, traditional attitudes within authorities and organisations, passivity among people and lack of knowledge in working with projects and organisations. The report by Andersson and others. (2003) shows that link workers do not only mediate, they are also role models that show how to use two cultural codes. And they give practical advice function as gatekeepers to social institutions and isolated communities.

5.3 Employment profile of service providers

Malmö is able to provide a breakdown of the employment data showing occupations/migrant background, and thanks to the work by Broomé and others (2007) it is possible to present a detailed analysis. Three sectors have been analysed further, namely childcare and kindergarten, elementary school and health and elderly care. These sectors are relevant both because their services are very important for immigrants and because they tend to be understaffed and therefore attract staff members of immigrant groups (especially the first and the third one).

Table 8 show the representation of immigrant groups within the staff of childcare and kindergarten institutions. A positive figure indicates that there are more persons of that particular ethnic group working than would be representative, and a negative figure indicates that there are less persons of that ethnic group.

Table 8 Representation: percentage of employees in childcare and kindergarten compared to the workforce, per country of birth for three city districts in 2001

Country of Birth	Fosie	Rosengård	Södra Innerstaden
Swedes	0.1	-0.1	0.2
Danish	-0.7	-0.3	-0.6
Iraqis	-0.7	-0.2	-0.6
Polish	-0.1	0.6	0.0
Former Yugoslavs	-0.5	0.7	-0.6
Iranians	-0.8	0.5	-0.2
Hungarians	0.0	-0.6	0.2
Finnish	-0.4	-0.3	-0.3
Rumanians	0.0	0.1	-0.1
Somali's	-1.0	1.5	-1.0

Source: Broomé and others (2007:34)

Results of table 8 on childcare and kindergarten indicate generally speaking that Rosengård seems to manage better to find immigrant staff from for instance Iranian, former Yugoslav and Somali community than the other two city districts. The city districts Fosie and Södra Innerstaden have particular difficulties to find Iraqi's (-0.6 and -0.7) and Somali's (both -1.0) Table 9 shows similar figures for the employees of elementary school. We assume that working in elementary school requires more diploma's than working in childcare.

Table 9 Representation: percentage of employees in elementary school compared to the workforce, per country of birth for three city districts in 2001

Country of Birth	Fosie	Rosengård	Södra Innerstaden
Swedes	0.2	-0.2	0.2
Danish	-0.4	-0.6	-0.5
Iraqis	-0.9	0.6	-0.1
Polish	-0.4	0.2	-0.4
Former Yugoslavs	-0.7	0.4	-0.6
Iranians	-0.6	0.1	-0.7
Hungarians	-0.1	-0.4	-0.1
Finnish	-0.1	0.3	0.5
Rumanians	-0.3	-0.1	-0.4
Somali's	-0.5	2.3	-1.0

Source: Broomé and others (2007:36)

The most striking outcome of this table is again that the city district of Rosengård seems to manage better to find immigrant teachers and elementary school staff than the other two districts. In Rosengård the representation figure for Swedes and Danes is negative, but most of the representation figures of the poorer immigrant groups, including Iraqis, former Yugoslavs, Iranians and Somali's are positive. In Fosie and Södra Innerstaden Swedes are overrepresented and Iraqis, Iranians and Somalis' are under-representation.

Table 10 show the representation of ethnic groups within the health and elderly care. Generally this is a sector with many vacancies, so one would expect that immigrants easily get in on the lower levels.

Table 10 Representation: percentage of employees in the health and elderly care compared to the workforce, per country of birth for three city districts in 2001

Country of Birth	Fosie	Rosengård	Södra Innerstaden
Swedes	0.1	0.1	0.1
Danish	-0.4	-0.3	0.1
Iraqis	-1.0	-0.8	-0.9
Polish	0.2	1.1	-0.1
Former Yugoslavs	-0.3	-0.4	-0.6
Iranians	-0.2	-0.7	0.3
Hungarians	-0.3	-1.0	-0.3
Finnish	1.1	0.5	0.6
Rumanians	-0.7	0.7	-0.1
Somali's	-0.5	-1.0	-1.0

Source: Broomé and others (2007:37)

In the health sector underrepresentation is most visible for certain ethnic groups in all three districts, namely for Iraqis, Somali's. Swedish are slightly overrepresented, and Finnish are more clearly overrepresented. Our assumption that immigrants would often have taken jobs in this sector was not correct.

5.4 Access to services

As already explained, the Citizen Offices of Malmö in the 10 city districts, welcome citizens to get information, advice or any other service. These offices also serve as coordinators between the citizens and the local politicians, officials and other different organisations, and to help give the right information, right advice and the right directions to people. In this manner Malmö guarantees that people get access to services as easily as possible. They are nearby, have a low threshold and do not only work in Swedish.

The employees in the citizen's office have daily contacts with: Migration office, Social Security Department, Social benefit department, The Central National Fond, Labour market, Housing companies and more. The office cooperates with other resources available to help those who are in need of access to public services, for example: childcare/preschool, schools and young people's problems, elderly care, family and school coordination, and there are advisors on local association's, physiotherapy, how to build a (small or bigger) company and there is a health care adviser.

In de medical field 'International Health Advisors' have been employed, who are born abroad, with a professional medical background and who give health advice in the mother tongue language on an individual level as well as on group level.

5.5 Monitoring of access and outcomes identified

As we already described under 3.5, not only within the central administration, but also other institutions of the administration receiving integration and labour market funding must indicate how the specified targets will be achieved together with reviews of and reports on the results. The institutions are liable to implement and record the contributions made in their

area and to include the outcomes of such contributions and subsequent analyses in their annual reports.

5.6 Cultural awareness of staff

Managers of the municipal administration are trained on cultural awareness, fair selection procedures and culture free treatment of their staff members. Since foreign language speakers are hired at the service desks of the information offices in the districts, the language schools and at the labour office, there is some automatic cultural awareness of the staff there.

5.7 Discrimination against service users

Complaints can be directed towards the Anti-Discrimination Office that we have treated under 4.11. Complaints about service provision that were reported at this bureau are of all kinds. Immigrants complain rather often about the service officers of social security, the so called 'social officers'. Though there is a national office that controls the quality of social officers, social officers seem often not polite or respectful. It is something that didn't improve much in the last years. When the Anti Discrimination Bureau phones them it takes a lot of effort to convince them and to warn or punish them.

5.8 Special initiatives

Malmö is good at creating links between offices within the bureaucracy. A special initiative is the local agreement with regard to cooperation in the integration of asylum seekers, refugees and other immigrants to Malmö City. This agreement comprises the following signatory parties: Malmö City, City Administrative Office, Department of Integration and Labour Market, The Employment Office New Immigrants to Malmö, Region Skåne, South western Skåne Health care District, The Migration Board, and Malmö Admittance Unit. As a consequence these offices work closer together and the general service provision towards asylum seekers and refugees improves.

5.9 Impact of policy on access to and quality of services and lessons learnt

Three successful initiatives in Malmö that are not common in other cities were already described:

- Language courses in the mother tongue, access to health care in the mother tongue and access to information and labour market support in the mother tongue.
- The 'Centre of Validation'. Both native-born Swedes and immigrants, employed and unemployed, can make their qualification portfolios. Immigrants get special attention, since immigrants have sometimes a lot of experience that doesn't show in diplomas.
- Professional link working as a means of integration, a link between individuals and groups (immigrants), authorities and organisations, and vice versa. The concept of 'Link worker' was developed, for mutual dialogue with different groups of inhabitants and service and participation was developed, both in schools, in neighbourhoods and on the labour market.

In general one could say that Malmö's policy is strong in providing immigrants with a powerful integration programs: it gives immigrants the chance to study in their own language and to get their experience and diploma's validated in a manner that increases their chances on the labour market. We have gathered insight in the service provision in information provision and in the labour provision sector, where effort has been undertaken to make services more approachable and suitable for immigrants. We have not studied other important sectors like primary schools or health and elderly care.

Malmö seems strong in connecting different services and institutions within the local bureaucracy. Not only the link workers are a product of this, but many other initiatives that are organised and funded by several institutions. This is a valuable quality in the increasingly complicated field of services, that often uneducated immigrants have to cope with.

6 Conclusion: Key challenges, lessons and learning for CLIP

Generally, looking at Malmö, the stated policy and the practise of it, focuses first and foremost on improving the disadvantaged socio-economic position of immigrants. That means that the policy is geared to improve the quality of education and enhance the employment opportunities. The policy documents and actual policy is relatively silent on matters relating to ethno-cultural factors such as religion and culture. There are not even statistical data on the number of Christians, Muslims and other religious groups. The domain of culture and religion is understood as a matter of the private domain. In this sense policies reflect a republican view on citizenship.

According to the administration, one of the most serious challenges Malmö encounters is its severe level of segregation, which has a lot of consequences, and causes great difficulties and expenses. A percentage of 16% native Swedes in city district Rosengård shows how serious the segregation is. The most problematic consequence is that large groups of children and young people cannot be given an opportunity to education and development of their real potential. Building plans and diversification plans are therefore prepared. A second challenge is the high unemployment among immigrants compared to Swedes.

As we saw in 4.12, Malmö managed to raise its percentage of foreign employees in its own administration rather fast. This helps to diminish unemployment in general, since the administration is one of the largest employers, but also promotes an example to other employers. The total approach, which targets both at raising the educational and professional level of the immigrants but also at creating awareness among managers in all layers of the organisation, is relevant in this success.

A second factor for success might be the strong anti-discrimination laws, which oblige employers to let all applicants know who has been chosen for a job. Though discrimination is always hard to prove, this procedure makes it easier for applicants to compare their own qualifications with these of the other applicants and to make a judgement about possible discrimination.

Thirdly the cooperation with researchers has had a positive effect in increasing the possibility to discuss the issues and increase the amount of knowledge on the process in all levels of the organisation. Malmö's attitude of openness towards critique and development through involvement of research is very positive.

The aspects of the service provision that we studied more closely were the information provision, the language courses and the labour provision. We have less insight in primary and secondary education, health care, social or other services. Attempts to make services more approachable and suitable for immigrants focussed often on providing staff that speak many languages and attracting staff with immigrant background, who understand and communicate more easily with immigrants. Obviously this is only helpful for the largest foreign language community but not for the smaller communities. The gate keepers have an important role both in communicating with ethnic group members and as role models.

But as Brumée and others (2007: 42) remark, the quantitative aspects (numbers) says not much about the quality of this representation in the different offices. The purpose of

representation is not just to reach certain numbers, but also to improve the communication between the different nationalities, to provide an example to other institutions, to profit from the diversity of staff, and to cope better with the specific needs of non-Swedes.

Interviews (13-15 January 2008)

Kent Andersson, deputy mayor responsible for staffing, labour market and integration issues

Andreas Konstantinidis, department of integration and employment, and district mayor of city district Rosengård

Raja Sundman, coordinator of the City Office, Department of Integration and Employment

Ronny Nilsson and Angela Bergman, coordinators of the validation centre in Malmö

Per Broomé and Tobias Schölin, International Migration and Ethnic Relations (IMER) institute Malmö University

Two representatives of the Anti Discrimination Bureau for the region Skåne - Eva Johansson, teacher language for analphabetic Arab speaking immigrants at Hyllie park Folkhögskolan 1

Representative of the Rosengård City District Library

Thoira El Shaikh, Head of the Citizen Office, City District Rosengård - Tobias Wideberg, coordinator of Intro Rehab, a project for traumatised refugees

Lars Ekström, Section Chief of the Employment and Development Centre, Hyllie city district-

Hussein Sadayo, and seven colleagues from Iraq, Afghanistan, Kosovo and Rumania, all are 'link-workers' and provide the link between immigrant communities and services

Ulrika Melander and Maria Pålsson and three colleagues from the Organisation for International Women in Malmö IKF.

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