



MIGRANTS, MINORITIES AND EMPLOYMENT IN SWEDEN

EXCLUSION, DISCRIMINATION AND ANTI-DISCRIMINATION

**RAXEN 3 Report
to the ▲ European Monitoring Centre on
Racism and Xenophobia (EUMC)**

by the ▲ RAXEN Focal Point for Sweden
Expo Foundation

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Executive summary

The main aim of this report is to shed light on the migrants' situation in the Swedish labour market. The labour market situation has improved radically for the whole Swedish population during the last ten years. The unemployment rates have decreased and the employment rates have been growing. There are however inequalities between foreign born and Swedish born workers.

The report shows that the possibilities in obtaining an employment depend to a large extent on a person's origin, nationality and religion. These factors also have an effect on which branches people are working, on how much they earn and the working conditions.

The Swedish labour market is greatly segregated, not only regarding gender but also regarding ethnicity. Some areas in the labour market are mainly occupied by migrants, such as the health care sector but also the self-employment sector. To enter the self-employment sector may be a way for a migrant to escape unemployment and take a step towards integrating into society. The reality, however, shows that segregation in the labour market may be maintained by these small-scale migrant run enterprises. In addition, the price the entrepreneurs have to pay is high, as the work is hard and low-paid.

Although having an education may increase the chances to enter the Swedish labour market, research shows that even highly educated migrants have difficulties getting jobs within their professions. Foreign-born with foreign diplomas face the greatest difficulties.

The report shows that there is a great difference between different groups of migrants regarding employment. The African-born and Asian-born migrants are the groups most likely to be unemployed or subjected to discrimination in the Swedish labour market. This may depend on several reasons.

First, employers may perceive African- and Asian-born as more different than the European-born migrants. Second, these migrants have fairly recently arrived in Sweden. Thus, they may have more difficulties than other groups. These factors as well as others that lead to the migrants' exclusion from the Swedish labour market are brought up in a theoretical part of the report.

This report also examines the impact that changes in the Swedish economy have had on immigration and integration politics during the last five to ten years. In periods of depression, restrictions in migration policies have been made and in good times the policies have been liberalised. The changes in the Swedish economy also have an impact on the migrants' integration in the labour market. Another aspect making it more difficult for migrants is the discrepancy between labour market demands and their actual skills. New skills are today needed to get a job.

The knowledge of ethnic discrimination in the labour market and in working life has increased among both employers and employees. Still, there is a great lack of knowledge in particular among the employers' organisations but also among the employees. The increased knowledge about the legislation on ethnic discrimination may be evident as complaints made to the Ombudsman against Ethnic Discrimination have increased. During the past few years complaints have tripled. Most cases regard the labour market and working life.

The legislation on ethnic discrimination has been reviewed and suggestions on changes will most probably come into force in the very near future. These changes in the legislation will

make it easier to counteract discrimination in working life, such as ethnic harassment, but also the discrimination that jobseekers may be subjected to at employment offices. Still, there is a large amount of hidden statistics. The majority of people subject to discrimination do not report.

There are a wide variety of different measures taken in Sweden to combat racism, xenophobia and discrimination in the labour market by both authorities and other organisations working in the labour market field. The major initiatives are presented in this report.

Also some good practices will be presented. There are many diversity projects going on around in Sweden. The outcome of all these projects is not always visible as evaluation reports are seldom written. Local branches of the Confederation of Swedish Enterprise run diversity projects around the country. Also there are projects for migrant women and the African group, as they are one of the migrant groups most subjected to discrimination in the Swedish labour market. The majority of the projects regard matching foreign-born unemployed with the companies, but also the use of mentors is included as a method to increase the possibilities for migrants to enter the Swedish labour market.

The labour market is expected to begin to change within the coming five years. The labour force is predicted to decrease due to a large number of retirements, which will lead to a labour shortage. This may have positive effects on the labour market situation for the migrants in Sweden, as their so far unutilised resources will be needed.

This prognosis for an ageing non-working population has affected the debate on migrants and the labour market and an increased labour force migration is argued for by some political parties and several representatives within the labour market, in particular representatives from organisations representing employers.

In the end of the report the Expo Foundation will present five recommendations on changes regarding the labour market situation for migrants in Sweden.

Definitions used in this report

Foreign citizens: A person with foreign citizenship.

Foreign-born: A person who was born abroad.

Foreign origin: A person who has either migrated to Sweden or has at least one parent who has done so.

Migrant: A person who has migrated to Sweden.

Native: A person born in Sweden.

Naturalized Swedish citizen: A person who is not a Swedish citizen from birth.

Refugee: A person who has been granted permit as refugee or on other protective grounds and for humanitarian reasons.

A second generation migrant: A person born in Sweden, with at least one parent born abroad.

Tied mover: Someone who is granted a residence permit due to close family ties.

Ethnic discrimination: If a person experiences unbeneficial treatment and in his or her view believe it is because of ethnic background.

Direct discrimination: Such as harassment, wage discrimination and post appointments because of ethnic background.

Indirect discrimination: When an employer treats different cases similarly, e.g. when the employer requires good language skills when it is not needed to perform the job. Exclusion from social networks is another example of indirect discrimination.

Statistical discrimination: A kind of discrimination that is manifested in employers' unwillingness to employ people from countries they are not familiar with.

Open unemployment: Regards people who are not employed but wanted and could work and has also applied for work. The Swedish concept of unemployment does not include full-time students who have applied for a job.

1. Introduction and purpose

During the last century, the Swedish population has to a great extent changed, from being relatively homogeneous, apart from the indigenous population, to becoming heterogeneous. Today Sweden is a multicultural society along with the other European countries, although Sweden may not be as experienced in such matters in comparison to several other countries.

Multicultural may however be a positive term, but the case for Sweden is that although the population has grown and changed due to migration in different ways, the country has become segregated. This is mainly visible in residential areas and in the labour market regarding gender, ethnicity and class.

The main purpose of this report is to describe the situation for foreign born and their children in the Swedish labour market regarding employment and unemployment, to put the findings in a historical context, the present time and the future. The aim is also to show where these groups of the population are working and what their working situation is in comparison with the native population.

A short background of Sweden as an immigrant country will be presented in the second chapter. In addition, this report will deal with recent legislation and integration policies in Sweden regarding the labour market and discrimination of foreign born, their children, often called the second generation, and discrimination because of sexual orientation. At the end of the report a few suggestions for recommendations to the Swedish government will be presented.

2. Swedish immigration and integration policies in a historical perspective

Sweden is a fairly new immigrant country. For a long period of time, particularly in the latter half of the 19th century, Sweden was a country of emigration (usually to America) rather than of immigration.

2.1. Immigration policies

During the two World Wars Sweden had a restricted immigration policy towards non-Nordic citizens. When immigration started to increase in the 1930's, the main group was actually Swedish emigrants returning from America. The Swedish economy expanded during these years, which led to a labour shortage and a liberalised immigration policy.¹

In 1951 Sweden signed the Geneva Convention, followed by the Aliens Act of 1954, which implied an increased possibility for refugees to obtain residence permit. The same year, in 1954, an agreement on a common Nordic labour market was made. Thus, the Swedish borders were opened to large groups of labour immigrants from the Nordic countries. In addition, a large number of labour immigrants arrived to Sweden from the Mediterranean countries, such as Greece, former Yugoslavia, Italy and Turkey, through a system for organised collective labour immigration, which was instituted by the Swedish Labour Market Board.²

Labour immigration continued throughout the 1960's but decreased when, in 1967, the migration rules were changed due to criticism from the Swedish labour unions.³ Thus it became more difficult for non-Nordic citizens to receive residence permit. The restricted immigration policy came into force in March 1967. This did not, however, change the number of labour immigrants; on the contrary, Sweden received 100 000 immigrants from the Nordic countries between 1968-1970, since they were not affected by the new regulations.⁴

Relatively large groups of refugees came during and after the Second World War, mainly from the Baltic and the Nordic countries, and about 45 000 refugees were rescued from the German concentration camps.⁵ In the 1970's the characteristics of the migrants changed. From 1975 and onwards the migrants mainly came from non-European countries, the majority were refugees escaping from wars, military coups and political instability in countries in the Middle East, Africa and South America. In 1993 and 1994 the number of European refugees escalated due to the war in former Yugoslavia. In one year, 1994, approximately 40 000 refugees from Bosnia obtained Swedish permanent residence permit.⁶

1 Dan-Olof Roth, ■ Refugee Immigrants in Sweden, Educational Investments and Labour Market Integration, Lund Economy Studies number 84, Lund 1999, p. 20

2 Dan-Olof Roth, ■ Refugee Immigrants in Sweden, Educational Investments and Labour Market Integration, Lund Economy Studies number 84, Lund 1999, p. 20

3 Kirk Scott (1999) ■ The Immigrant Experience: Changing Employment and Income Patterns in Sweden, 1970-1993, Lund Studies in Economic History 9, Lund University Press, Lund, p. 39

4 Swedish Migration Board, ■ Statistik 2001, p. 3.

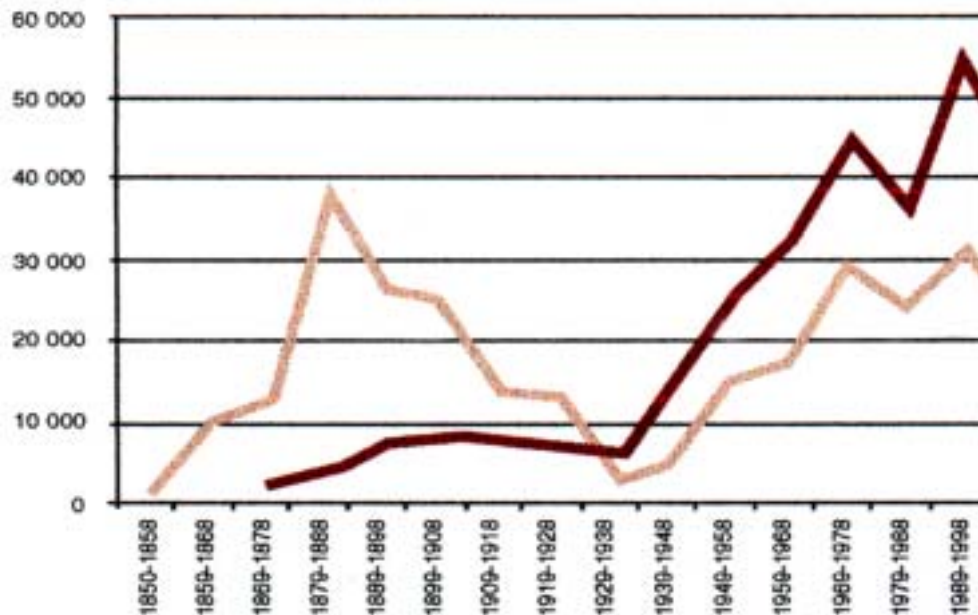
5 Statistics from the Migration Board available on their webpage; <http://www.migrationsverket.se>

6 Swedish Migration Board, ■ Statistik 2001, p. 3 - 4

Another important group of migrants not to be forgotten, is the tied movers, e.g. someone who has a close relative living in Sweden, and therefore obtains a Swedish residence permit. Sweden has not restricted the regulations for tied movers in the same way as for the other categories of migrants. Although some restrictions have been made, e.g. today only the nuclear family, excluding children over 18 years of age, are granted permits. Still, the majority of granted permits are because of tied movers.

The changes of regulations regarding immigration follow the ups and downs of the Swedish economy. When there has been an economic upswing, the policy has been liberalised and during economic depressions restrictions have been made.

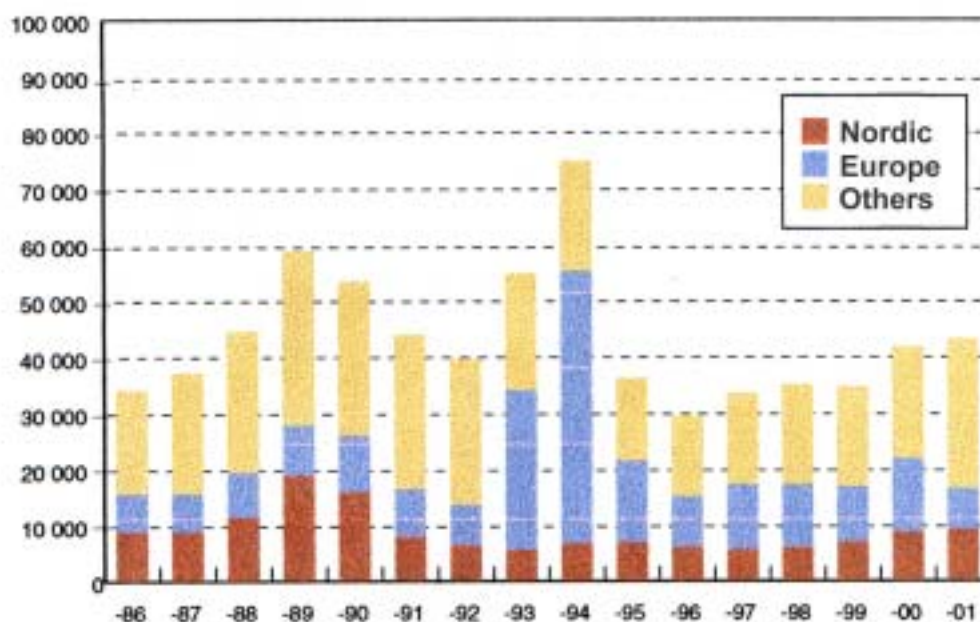
Migration since 1850
(Immigration: dark line; Emigration: light line)
SOURCE: Migration Board Annual report 2001



7

Origin of migrants

SOURCE: Migration Board Annual report 2001



8

2.2. Integration policies

Between 1968 and 1975 the Swedish Parliament formulated three goals for the Swedish immigration policy. They were the principles of equality, freedom of choice and co-operation. The first one, the principle of equality, states that the migrant has the same rights, obligations and opportunities as a Swedish citizen has. This principle was formulated in 1968 and was meant to serve as a primary goal. The second principle, freedom of choice, gives the migrants a choice to decide to what extent they want to assimilate and to what degree they want to maintain their own cultural background and language. It was formulated in 1975, as well as the third principle, positive co-operation. This goal implies that there should be a co-operation between migrants and Swedish citizens, giving the migrants an opportunity to participate in the development of society.⁹

The old Swedish immigration policy could be seen as twofold. On one hand it eased the adaptation process for people migrating to Sweden, on the other hand the migrants had the possibility to maintain their own cultural background and develop their mother tongue.

In 1997 the Swedish parliament decided on a new policy regarding migrants, which changed the direction of the former immigrant policy to become an “integration policy”.¹⁰ The argument for abandoning the old policy was that it made the migrants visible in society as a homogeneous group of people that differed from the natives, even if a majority had lived in Sweden for a long time and some even were born in the country. The old policy strengthened

8 Swedish Migration Board, ■ Annual Report 2001, p. 4

9 Dan-Olof Rooth, ■ Refugee Immigrants in Sweden, Educational Investments and Labour Market Integration, Lund Economic Studies number 84, Lund 1999, p. 28-29

10 Swedish Government, ■ Written Government Communication 2001/02:129, p. 6-7

the feeling of “us and them”, thus, increasing the migrants and their children’s feelings of social exclusion.

The goals formulated in 1997 for the new integration policy were that all people living in Sweden, irrespective of ethnic or cultural origin, should have the same rights and opportunities, a mutual society with the diversity of society as a basis.¹¹ In addition, it was decided that Swedish society should be characterised by mutual respect and tolerance and that all people, irrespective of origin, should participate and share the responsibility of the development of society.

The work of the integration policy should be aimed at supporting individuals with economical support and participation in society, as well as protecting the fundamental democratic values, working for equal rights and possibilities for men and women and counteracting discrimination, xenophobia and racism.¹²

11 Swedish Government, ■ Written Government Communication 2001/02:129, p. 6-7

12 Swedish Government, ■ Written Government Communication 2001/02:129, p. 6-7

3. Migrants' deteriorated labour market situation

During the last 20 years it has become increasingly difficult for migrants to obtain employment. Several factors may have caused this development. This chapter will present a methodological and theoretical approach that later on will be compared with the findings that have been collected during 2001 and 2002.

The theory presented includes different factors that may have caused the present situation for immigrants in Sweden in the labour market.

The Swedish economy has gone through many changes during the last 30 years. This has affected immigration policies and also the migrants' opportunities in obtaining employment and their income.

In a thesis from Lund University, economic historian Kirk Scott states that there are great differences between male migrants arriving before and after 1975 in obtaining work and income patterns.¹³ There has occurred a great deterioration in the economy of the migrants. According to Scott these differences are due to shifts in Sweden's economy. Migrants with equivalent human capital have different prospects in obtaining a job and how much they earn depending on what year they entered the country. Migrants arriving before the shift more easily collect what Scott calls "country specific" human capital¹⁴, which puts them on an equal level with the natives.

He also states that this shift of economy could be a major reason behind the smaller labour force participation rate among migrants in 1990 compared to 1970. Also, cultural proximity may play a part, since European migrants in 1990 have higher participation rates than non-European migrants.¹⁵

According to a qualitative study of well-educated migrants, a number of factors lie behind the different prospects of entering the Swedish labour market.¹⁶ The first factor is country of origin. The closer to Sweden it is, the easier to obtain employment according to competence. One of the theories describing the reasons for this is called statistical discrimination. This theory suggests that employers are more willing to employ people from countries that they are familiar with. This kind of discrimination occurs when employers have an insufficient knowledge of the migrants' competence and productivity. The study suggests that employers should be provided with information of foreign diplomas and that the system of equalisation of diplomas should be improved to make it easier for the employers to evaluate migrants' competence.

13 Kirk Scott, ■ *The Immigrant Experience: Changing Employment and Income patterns in Sweden 1970 – 1993*, Lund Studies in Economic History 9, Lund University Press, Lund, 1999, p. 188-204.

14 Among the characteristics of country-specific human capital are language, the type of economy and political system operating in the migrants' home country, its dominant religion, history etc. (Scott, ■ 1999, p. 21).

15 Kirk Scott, ■ *The Immigrant Experience: Changing Employment and Income patterns in Sweden 1970 – 1993*, Lund Studies in Economic History 9, Lund University Press, Lund, 1999, p. 188-204.

16 Charlotta Ryding Zink, ■ *Where You Come From Decides Where You Are Heading – a qualitative study of well-educated immigrants entering the labor market in Sweden*, Working Paper Series 7, The Sociology Department, Uppsala University, 2001, p. 122 – 137.

Another major factor, according to this study, is how fast the migrant enters the labour market, which may depend on the circumstances surrounding the arrival in Sweden. For example, it takes a longer time for a refugee to obtain an employment than it does for a tied mover. According to the interviewees in this study, it is of significant importance to enter the labour market rapidly. Otherwise, the professional competence may perish or deteriorate.

Skills in Swedish and what is called social competence are other important factors that affect the chances of obtaining a job, according to this study. On the other hand, these demands may sometimes be exaggerated or an excuse for not employing a migrant. In addition, it may be difficult for migrants to practice Swedish as many live in segregated areas where the majority of the residents are of foreign origin.

The exclusion from social networks may be another important reason behind migrants deteriorated labour market situation.¹⁷ Indirect discrimination, which is closely connected to network recruitment, has increased, as the network recruitment in recent years has become a more common strategy to employ. Migrants, both among employees and supervisors, are excluded from the social networks. Thus, they are excluded from the labour market.

Some researchers believe that what is called “cultural distance” is the main reason, rather than ethnic discrimination, for migrants’ deteriorated labour market situation in Sweden.¹⁸ The migrants, mainly refugees and their families, that have arrived during the last 20 years come from more distant countries and also to a great extent of non European origin compared to the labour force that migrated to Sweden during the 1960’s and 1970’s. Therefore, the latter group of migrants is perceived in society as being more “different” than the native population. This implies that the greater cultural distance the less valued is human capital.

The increasing demand of social competence, e.g. competence in communication, has also affected the labour market situation for migrants. Other factors are: cuts in the labour market, the service sector has become more professional, work places where decentralised work routines have replaced hierarchies, the demand of formal education has increased and recruitment has become individualised. These demands on increased social competence in particular may in the end be discriminatory and a way for employers to exclude migrants from the labour market.¹⁹

Another segregating factor that somewhat may exclude migrants from the Swedish labour market is self-employment. To run one’s own business has been argued by many researchers as the only alternative to being unemployed or working in low-status professions.

Ethno-geographer Saeid Abbasian states in his study of self-employed Iranians in Gothenburg, that self-employment is increasing the segregation among migrants.²⁰ There are,

17 Sten Höglund, *Svensk forskning om diskriminering av invandrare i arbetslivet 1990 – 1996. En kunskapsöversikt* (■ Swedish research on discrimination of immigrants in working life 1990 – 1996. An outline of knowledge), Radet för arbetslivsforskning (the Council for research on working life), Stockholm, 1998

18 Woukko Knocke and Fredrik Hertzberg, *Mangfaldens barn söker sin plats* (■ The children of diversity are looking for their place), Svartvitts förlag, Stockholm, 2000, p.28-29

19 Woukko Knocke and Fredrik Hertzberg, *Mangfaldens barn söker sin plats* (The children of diversity are looking for their place), Svartvitts förlag, Stockholm, 2000, p.30.

20 Saeid Abbasian, “Bosättningsmönster, Eget Företagande och Integration. En studie av iraniernas integration i Göteborg” (■ Pattern of residence, Self-employment, Integration. A study of the integration of Iranians in Gothenburg), CHOROS: 2000:5, the Department of Ethnogeography, School of Economics at Gothenburg University, Gothenburg, 2000, p.104-106

however, many positive arguments for self-employment, such as it is an opportunity for migrants who risk being unemployed to take part in society. Self-employment is a way to break isolation, social exclusion and marginalisation for migrants. In addition, it is a cheap alternative for society to create employment for unemployed migrants, as self-employed migrants do not require financial support from public institutions. The self-employed migrants also create employment for other people, that may be unemployed, mostly relatives. Migrant self-employment also opens up ethnic Swedes' eyes to other countries, thus contributing somewhat to the diversity of society.

On the other hand, according to Abbasian, self-employment among migrants, in addition to the encouragement from society, both conceal, strengthen and justify the already existing discrimination in the labour market. This discriminatory aspect in particular concerns the foreign-born university graduates, who do not obtain employment according to their skills and qualifications. Migrants rarely receive financial support from society compared to Swedish self-employed. They are also treated unfairly because of lack of references. Therefore, they have to establish themselves in non-sheltered branches of businesses and their businesses remain small-scale. They also pay a high price in proportion to the results, as they have to work hard for a low turnover. This increases both physical and mental strain for the self-employed migrants.

Considering the pros and cons of self-employment, Abbasian states in his study that self-employment is not a good measure of integration, but rather that it is increasing the ethnic segregation in the labour market.

Sociologist Aleksandra Alund calls self-employment among migrants “neo-slavery”, as it constitutes the new economy’s insecure and low-paid service-sector within a hierarchy of branches of professions.²¹ The main branches are restaurants, barbershops and dry-cleaners. According to Alund, it is the fact that they are migrants that forces them into self-employment within these low-paid sectors, which in turn will add to the segregation of the economy. The ethnic self-employment is thus reflecting the advantages and disadvantages of the globalised world. In addition, Alund states that there must be acknowledged that migrants do not automatically want to work in these branches of businesses, but it is the only alternative for them to avoid unemployment or being dependant on society for financial support.

21 Aleksandra Alund, “Kultur som möjligheternas basar” (■ Culture as the bazaar of opportunities) in “Invandrare & Minoriteter” (Immigrants and Minorities), 2002/1:19-24.

4. Data and sources

In Sweden there are many available sources regarding data on migrants in the labour market.²² Migrants in the labour market is of high priority at the moment, as can be seen in the abundance of research reports, projects and statistics on this matter.

The main sources used in this report come from governmental institutions, such as the ▲ Swedish Government, the ▲ Swedish Labour Market Board and the ▲ Swedish Integration Board. Also, sources from universities and colleges have been used, in particular as regards to the parts of this report on a historical and a theoretical perspective. In Sweden nearly all universities and colleges have particular research institutes focussing on multicultural issues.

A few sources used in this report come from the Internet and the media. However, it is of major importance that one is careful when using sources from the media and the Internet, in particular regarding the aspect of reliability.

Regarding non-existing material, it is difficult to find any gaps in the sources, as there is such a great deal of data to be found. One may, however, conclude that there are very few evaluation reports from the several different projects regarding diversity. Therefore, it is difficult to evaluate whether the projects have been successful or not. Also, it is not easy to establish what the criterion for a successful project should be. Is it a project that makes unemployed employed, or is it a project that changes attitudes within a group? Or are both aspects criteria for good practice?

In January 2002 the Swedish Integration Board established a ☀ web portal called “Sverige mot rasism” (Sweden against racism).²³ It is a database, where information on measures, statistics and organisations working against racism and xenophobia is available. On the web portal one can find all governmental authorities and in what ways they counteract racism, xenophobia and discrimination. The published statistics mainly concern figures on discrimination cases and racist crimes. In addition, there is a list of all organisations, researchers and research institutions that are working within this area in Sweden.

The following main sources have been used in this report:

▲ Statistics Sweden/Statistiska Centralbyran (SCB)

The main task of the SCB is to produce and make available official statistics in different areas of society as a basis for public policy debate, research and political decisions. The statistics produced have to be objective, reliable, comparable, current and easily accessible. SCB is in particular responsible for official statistics on comprehensive areas of society such as the labour market, economy, industry, prices, population, living conditions and housing.

In other areas, SCB co-operates with other government agencies to produce official statistics on their behalf. The official statistics are to provide the society's basic requirements of information.

The SCB provides statistics on labour force surveys (AKU, Arbetskraftsundersökningarna) aiming to produce figures on employment/unemployment and on the development of the

²² This chapter is to a large extent based on the ■ Raxen 2 report on the employment sector from the Expo Foundation

²³ <http://www.sverigemotrasism.nu>

labour market. Included are corresponding figures on unemployment, employment and intensity of occupation among migrants and in which business sectors the migrants work.

Internet access to SCB information and publications can be found at <http://www.scb.se/>

▲ **The Ombudsman against Ethnic Discrimination/ Ombudsmannen mot etnisk diskriminering**

The Ombudsman against ethnic discrimination (DO) is appointed by the Swedish government and was established in 1986. The tasks of DO are to investigate and if necessary take cases to court and to oversee that employers actively work to create ethnic diversity in the workplace. The DO has no jurisdiction outside the working sphere. In these cases paragraphs in the criminal law are applied and the police investigates the cases on unlawful discrimination.

On the Internet site <http://www.do.se> there are statistics on complaints on ethnic discrimination in different sectors of society. Reports and studies can be downloaded.

▲ **The National Labour Market Board/ Arbetsmarknadsstyrelsen (AMS)**

The National Labour Market Board is the central body within the National Labour Market Administration. The National Labour Market Board issues guidelines to the county job centres, e.g. government employment service, follows up activities in the counties and allocates resources.

The Swedish Employment Service ("Arbetsformedlingen") operates under the National ▲ Labour Market Board and handles people seeking employment. The employment service is to actively work to promote diversity of the labour market. The Employment service has produced reports on the employment situation for migrants with higher education and reports describing the general labour market for migrants in Sweden.

Their web page can be found on <http://www.ams.se>

Trade Unions/ Fackförbunden

Several of the major trade unions have been involved in the issue of migrants and diversity of the labour market. Among others, Sweden's largest workers union, the Swedish Confederation of Trade Unions, ▲ "Landsorganisationen" (LO) with 2.1 million members, the ▲ Swedish Central Organisation of Civil Servants "Tjänstemannens Centralorganisation" (TCO), the ▲ Swedish Confederation of Professional Associations (SACO) and the ▲ Confederation of Swedish Enterprise "Svenskt Näringsliv" representing companies and employers.

▲ **Swedish Integration Board/ Integrationsverket**

Previously, all aspects of integration and immigration were handled by the Swedish Immigration Board. In 1998 the different fields of work were separated into two main areas; integration and migration. Thus the Swedish Integration Board was established.

The Swedish Integration Board is responsible for the introduction and support of newly arrived migrants in the Swedish society, and to work for equal opportunities and rights for everyone regardless of ethnic and cultural background. Also the Board is responsible for preventing and counteracting racism and ethnic discrimination, as well as to evaluate the development of society based on its ethnic and cultural diversity.

The Board produces materials on different subjects, for example on diversity in the labour market, and arranges conferences and initiates projects. The Swedish government has

commissioned the Swedish Integration Board to create a database on work against racism, xenophobia and ethnic discrimination, known as the “national bank of knowledge” on the issue.

The Swedish Integration Board’s web page is located on
http://www.integrationsverket.se/templates/ivStartPage_____1937.asp

▲ **Swedish Migration Board/Migrationsverket**

The Migration Board is the Swedish government’s central authority for aliens’ affairs, which includes permits for visiting and settling, the asylum process (from application to permit or voluntary returning to home country), citizenship affairs, voluntary return migration and international work (e.g. ▲ EU, ▲ UNHCR).

The Migration Board cooperates with Sweden’s embassies and consulates abroad, the Swedish police, the Alien’s Appeals Board, the national Integration Office and voluntary organisations and aid bodies.

The Board’s Internet site is found on www.migrationsverket.se.

5. Foreign-born and their children in the labour market

According to statistics, the situation in the labour market has stabilised during the last five years for the whole Swedish population. The number of employed today is higher than in the 1990's when Sweden suffered badly from a recession. On the other hand, people of foreign origin, both foreign-born (approximately 11 percent of the total population)²⁴ and their children, to a greater extent still have more difficulties in entering the labour market than native Swedes have. They are also over-represented in low-status professions. In addition, they are subject to the risk of discrimination, both in the job-seeking process and in working life.

Swedish demography in 2001 according to foreign and native born and years in Sweden

Total	Foreign born 0-4 years in Sweden	150061
	Foreign born 5- years in Sweden	877913
Total	Swedish born with foreign born parents	294493
	Swedish born with at least one Swedish born parent	7586661
Total		8909128

Source: ▲ Swedish Integration Board's database, STATIV

Population after birth place, gender and time

			1997	1998	1999	2000	2001
EU15 except the Nordic countries	Male	Total	14080	15486	16533	18355	20167
	Female	Total	9324	10359	11094	12155	13247
Europe except EU15 and the Nordic countries	Male	Total	61119	63848	65380	67939	70162
	Female	Total	73168	76414	78789	82466	85808
North America	Male	Total	5863	6327	6640	7048	7382
	Female	Total	4896	5249	5538	5941	6258
South America	Male	Total	12838	13098	13384	13839	14347
	Female	Total	13390	13770	14132	14668	15265
Africa	Male	Total	20380	21113	21734	22508	23521
	Female	Total	16890	18040	18822	19796	20905
Asia	Male	Total	78533	83443	87903	93611	99603
	Female	Total	76081	82399	88085	94595	101383

Source: ▲ Swedish Integration Board's database STATIV

24 According to SCB (▲ Statistics Sweden) the foreign born 2001-12-31 represented 11, 5 percent (1 027 974) of the total population in Sweden, which then was 8 909 128.

Education: Population after foreign and native born, level of education, age, gender and percentage.

		2001		
			Male	Female
			Percentage	Percentage
Foreign born 0-4 years in Sweden	Pre upper secondary school	Total	1.41	2.22
	Upper secondary school	Total	0.96	1.05
	Post upper secondary school	Total	3.02	2.86
Foreign born 5- years in Sweden	Pre upper secondary school	Total	7.90	11.56
	Upper secondary school	Total	6.97	8.00
	Post upper secondary school	Total	23.60	19.70
Native born with foreign born parents	Pre upper secondary school	Total	17.19	25.80
	Upper secondary school	Total	27.02	29.50
	Post upper secondary school	Total	1.66	1.11
Native born with at least one native born parent	Pre upper secondary school	Total	7.65	9.49
	Upper secondary school	Total	1.38	1.60
	Post upper secondary school	Total	9.77	7.98

Source: ▲ Swedish Integration Board's database STATIV

The chances of obtaining a job in Sweden today greatly depend on where a person was born. This affects where people are working, since the Swedish labour market in several ways is segregated.

5.1. Unemployment and employment

Statistics on unemployment among migrants show a rapid decrease in the end of the 1990's. However, in comparison with the Swedish-born, migrants still to a larger extent are unemployed and the intensity of occupation is lower. Within the migrant group there are also great differences between different nationalities.

In the end of 2001 the employment rate²⁵ for Swedish-born add up to a total of 77 percent, 70 percent for people who were born in an EU or EEA country, 61 percent for people who were born in the rest of Europe and 54 percent for people who were born outside Europe.²⁶

The open unemployment for people born in an EU or an EEA country amounted to 5,3 percent, 9,5 percent for people born in Europe and 14,2 percent for people born outside Europe. For people born in Sweden the statistics on unemployment amounted to 3,2 percent.²⁷ For all groups except people who were born in a European country outside the EU or the EEA the figures on unemployment are higher for men than women.

Not only the foreign-born have more difficulties than the native population in obtaining a job. Statistics show that also their children, the second generation, in particular those with two foreign-born parents, have a lower employment rate than children with Swedish-born

25 The statistics on employment regard the Swedish population in the 16-64 age bracket.

26 Swedish Government, ■ Written Government Communication 2001/02:129 p. 37 (original source: ▲ SCB)

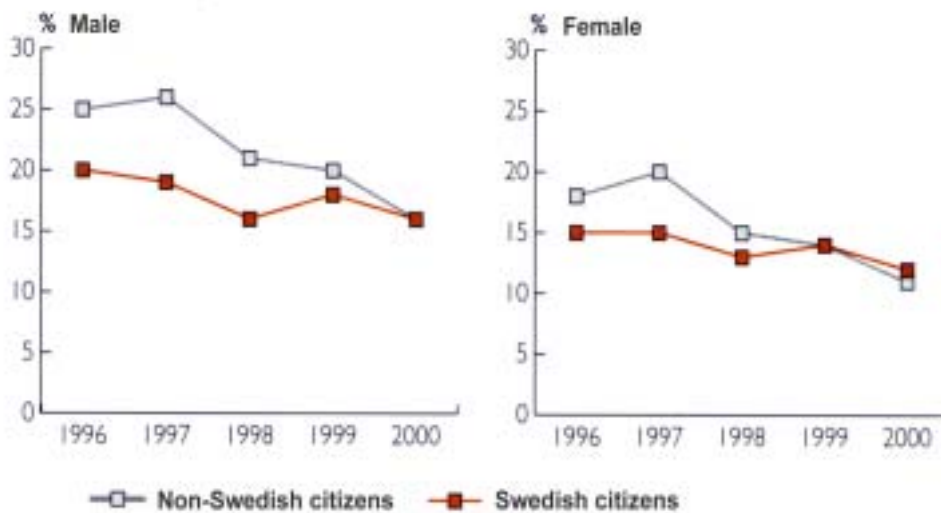
27 Swedish Government, ■ Written Government Communication 2001/02:129 p. 37 (original source: ▲ SCB)

parents.²⁸ This pattern becomes more evident among people without higher education after the nine-year compulsory school.

A special group of unemployed migrants have emerged with special problems, the so-called “long-time unemployed”. According to the Member of Parliament Ana Maria Narti, who is heading a project for long-time unemployed migrants, approximately 200.000 people, among whom many are migrants, are permanently outside the Swedish labour market, and have increasingly small chances to gain employment.²⁹ The difficulties in obtaining an employment increase with the time being unemployed.

Percent long time unemployed or in labour training programs

Source: Integration Report 2001



30

According to the Swedish Integration Board, this group of long-time unemployed migrants increased in the 1990's.³¹ In 1995 more than four percent of the total labour force had been registered for more than two years at an employment office. Between 1996 and 2000, many among the newly arrived migrants had been long-time unemployed, without ever entering the labour market. In 2000 long-time unemployed with foreign citizenship amounted to 13 percent compared to 14 percent for Swedish citizens. Foreign citizens are thus over-represented as they represent only 8 percent of the total labour force while they represent 11 percent of the long-time unemployed. Although, according to the Swedish Integration

28 Swedish Integration Board, ■ Rapport Integration 2001, p.88 (original source: the Long-Term Survey 1999, appendix 6,

http://www.finans.regeringen.se/propositionermm/sou/pdf/sou2000_7/sou2000_7e.pdf)

29 Ana Maria Narti, ...Integrerad, lille vän? (■ Are you integrated my little friend?), Svartvitts förlag, Stockholm, 2002

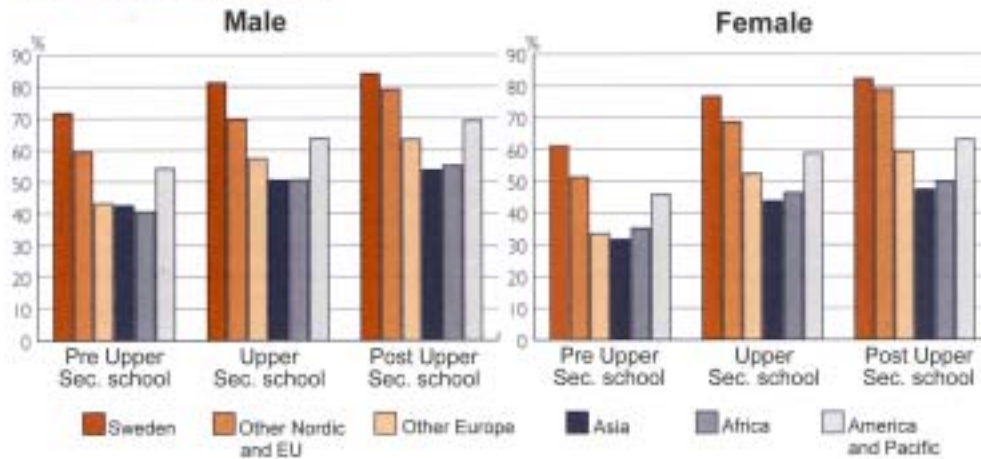
30 Swedish Integration Board, ■ Rapport Integration 2001, p 109

31 Swedish Integration Board, ■ Rapport Integration 2001, p.110 (original source: AMS)

Board, the rates on long-time unemployed have decreased faster among the foreign citizens compared to the Swedish citizens³².

Employment (percent) related to area of origin and educational level age 20–64 (1999)

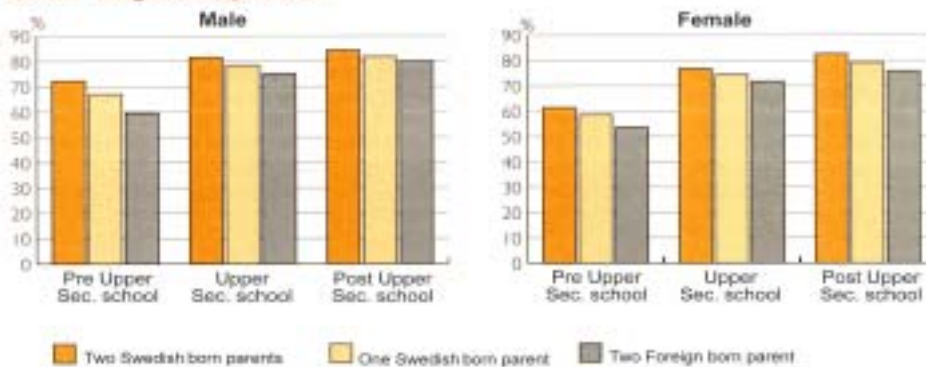
Source: Integration Report 2001



33

Employment (percent) related to ethnic background and educational level age 20–64 (1999)

Source: Integration Report 2001



34

Source: ▲ Swedish Integration Board’s database STATIV

32 Swedish Integration Board, ■ Rapport Integration 2001, p.108-109 (original source: AMS)

33 Swedish Integration Board, ■ Rapport Integration 2001, p. 87

34 Swedish Integration Board, ■ Rapport Integration 2001, p. 87

Employed / not employed by age, birthplace, gender and year.

		1997		1998		1999		2000	
		Male	Female	Male	Female	Male	Female	Male	Female
Employed in the age brackets 20-64 years	Total Sweden	1756889	1598416	1793022	1635125	1812081	1645684	1845951	1671223
	The Nordic countries except Sweden	62310	75962	61771	75497	60849	74568	60597	74053
	EU15 except The Nordic countries	23855	14829	24362	15058	24603	15107	25445	15326
	Europe except EU15 and The Nordic countries	32449	32601	36557	36690	40625	41338	45348	46423
	North America	4048	3065	4497	3364	4798	3667	47927	36695
	South America	8616	7660	35992	27004	10512	9728	5223	3972
	Africa	8104	4519	9055	5529	40756	31147	11895	10822
	Asia	31781	22384	9457	8691	766	399	876	458
	The Pacific	617	355	700	376	10341	6422	12340	7736
	Total	1928669	1759791	1975413	1807334	2005331	1828060	2055602	1866708
Not employed in the age brackets 20-64 years	Total Sweden	513300	584959	480218	550171	467371	544211	439534	523667
	The Nordic countries except Sweden	35974	42842	33849	40491	32702	38892	31458	37350
	EU15 except The Nordic countries	15154	13264	14997	12898	14655	12435	14557	12176
	Europe except EU15 and The Nordic countries	41516	53681	38991	51662	35718	48742	32454	46356
	North America	4097	3875	3995	3773	3908	3708	3872	3760
	South America	8253	9508	7936	9125	7459	8767	6793	8458
	Africa	14019	11454	13677	11453	12965	11367	11786	11037
	Asia	51564	55113	51323	55686	50266	56690	48290	57384
	The Pacific	581	478	596	501	609	482	641	481
	Total	684458	775174	645582	735760	625653	725294	589385	700669

Source: ▲ Swedish Integration Board's database STATIV

Open unemployment after foreign and native born, age, year, gender and percentage.

		1997		1998		1999		2000		2001	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
		%	%	%	%	%	%	%	%	%	%
Foreign born 0-4 years in Sweden	Total	12.46	8.32	7.91	5.52	7.78	5.19	5.35	4.05	6.17	4.31
Foreign born 5- years in Sweden	Total	11.59	8.52	10.55	7.56	10.76	7.79	6.71	5.04	6.59	4.79
Native born with foreign born parents	Total	9.63	8.35	8.08	6.74	7.92	6.46	4.82	4.12	5.44	4.23
Native born with at least one native born parent	Total	6.16	4.86	5.09	4.01	5.43	4.33	3.66	2.86	3.79	2.72
Total	Total	6.97	5.44	5.83	4.53	6.15	4.82	4.08	3.18	4.21	3.05

As is apparent from statistics there are differences in integration in the labour market between people born in different countries. For instance, unemployment has been higher among migrants from African and Asian countries than for other migrants. Residential time in Sweden may also play a part here.³⁵

One of the groups that are mentioned in the annual report from the Swedish Integration Board is the Iraqi-born migrants.³⁶ 20 percent of this group have arrived in Sweden during the last four years. In 2000 only 38 percent of the Iraqi-born had occupations and as many as 27 percent were unemployed. The statistics show similar tendencies among migrants born in Turkey and Poland, although these groups have been living in Sweden for a much longer period of time. However, for the migrants from Bosnia that arrived in the 1990's the situation had improved significantly in 2000 compared to 1995. In general migrants also have a weaker attachment to the Swedish labour market than Swedes have. 20 percent of the migrants that are working have time-limited employment, compared to 12 percent among the Swedes. Furthermore, migrants to a larger extent are self-employed. There is also a major difference in income between migrants and people who were born in Sweden. In 1974 migrant men had 3 percent less income than men born in Sweden. In 1981 the difference had increased to 8 percent and in 1991 the difference was 14 percent.³⁷ These differences only measure the difference in income between people who have a job. If one counts unemployed and people outside the work force the differences in income between foreign-born and people born in Sweden will become even higher. These differences are also striking concerning foreign-born university graduates, even when they have Swedish diplomas.³⁸ Furthermore, the most low-paid groups in the Swedish labour market are the African- and the Asian-born migrants.³⁹

5.2. The segregated labour market

The Swedish labour market is to a large extent segregated, not only between men and women but also between natives and foreign-born. There are even noticeable tendencies towards segregation between different ethnic groups.

According to the Swedish Integration Board migrants that were working in 1999 were concentrated to a few branches of business.⁴⁰ Migrants from non-European countries dominated the branch Personal and Cultural services⁴¹, the only branch of business where natives were under-represented. Within the branch of manufacturing and recycling quite a few migrants from the Nordic countries and from the EU-countries were working. Within the caring professions the number of employed born in African countries increased greatly, firstly women but also comparatively many men. Women from European countries outside

35 Swedish Government, ■ Written Government Communication 2001/02:129, p.38 (original source: SCB)

36 Swedish Integration Board, ■ Rapport Integration 2001, p.84 (original source: SCB, AKU)

37 Swedish Government, ■ Written Government Communication 2001/02:129, p.38

38 Swedish Government, ■ Written Government Communication 2001/02:129, p.39

39 Swedish Integration Board, ■ Rapport Integration 2001, p.104

40 Swedish Integration Board, ■ Rapport Integration 2001, p.97 (original source: SCB, AKU)

41 I. e. according to Statistics Sweden (SCB) includes branches of business such as work in hotel and restaurant businesses, work with sewage and purification, work in interest organisations, such as labour unions and employer organisations, religious communities and political organisations, production and distribution of media, artistic activities, activities concerning amusement, activities concerning sports and activities concerning washing (for example laundry services, barbershops and beauty parlours).

FEMALE

Branch of business	Sweden	The Nordic countries and the EU	The rest of Europe	Asia	Africa	America and the Pacific	The whole population
Farming, forestry and fishing	0,9	0,4	0,5	0,4	0,1	0,2	1
Manufacturing and recycling	10	14,1	20,1	13	6,2	10,3	10,4
Construction business	0,9	0,8	0,6	0,3	0,2	0,4	0,9
Trade and communication	15	12,6	11,8	12,9	7,4	10,2	14,7
Financial activities and business services	11,5	12,3	13,3	12,5	14,9	16	11,6
Education and research	11,8	10,7	9	8,3	7	11,6	11,6
Caring professions	34	33,8	28,1	28,5	43,4	34,1	33,8
The public sector etc.	6,1	5	3,8	3	3	3,4	5,9
Personal and cultural services	7,3	7,2	8,7	15,4	10,2	9,5	7,5
Energy, water and waste	0,4	0,3	0,3	0,1	0,1	0,2	0,4
Not specified activity	2,1	2,8	3,8	5,6	7,6	4,2	2,2
Total	100	100	100	100	100	100	100

Statistics on foreign-born university graduates show similar tendencies. A study carried out by the Swedish Labour Market Board⁴² indicates that it is more unusual for a foreign-born university graduate to have a job corresponding to his or her competence. Only 40 percent among the foreign-born university graduates have a qualified job⁴³ compared to 90 percent of the Swedish-born university graduates.⁴⁴ The study also indicates that the possibility to obtain a qualified job varies depending on region of birth, country of education and the evaluation of foreign diplomas. The probability of obtaining an employment according to one's qualifications is decreased for university graduates born in African and Asian countries.

Although the differences are more striking regarding university graduates with foreign diplomas, there are also great dissimilarities in obtaining qualified jobs between foreign-born university graduates with Swedish diplomas and Swedish-born university graduates.

To sum up, this study shows that there is potential in the competence among the foreign-born holding an university degree. Many of them are working in jobs far below their competence. The Swedish Labour Market Board estimates that between 15 000 – 30 000 foreign-born university graduates are not employed according to their qualifications. Thus, they constitute an unutilized resource in the Swedish labour market of today. One way to ease the situation for the foreign-born university graduates is, according to this study, to survey and make improvements in the system of evaluation of foreign diplomas.

42 Swedish Labour Market Board, Katarina Berggren och Abukar Omarsson, ■ Rätt man på fel plats, Ura 2001:5

43 I. e. working with something he or she has qualifications for.

44 Swedish Labour Market Board, Katarina Berggren och Abukar Omarsson, ■ Rätt man på fel plats, Ura 2001:5, p.4

Another study that reveals the same pattern is the study on taxi-drivers in Sweden's third largest city, Malmö.⁴⁵ 212 taxi-drivers were interviewed in this study. The results show that there are unutilized skills in this group. 59 percent of the interviewed had another occupation/education apart from working as taxi-drivers. 44 percent of them were university graduates and some of the interviewees had several exams. Furthermore, there were taxi-drivers having occupations in great demand in Sweden. Many of the interviewees expressed their disappointment over their situation. The main reason for them to drive a taxi was to support themselves financially.

Another significant difference between Swedish-born and foreign-born is the working conditions. The foreign-born more often have physically strenuous and monotonous jobs, which lead to higher absence due to illness. Work accidents and work related illnesses have been more common among men and women of foreign background. The foreign-born have also to a larger extent been granted an early retirement.⁴⁶

A study from 1988 reveals that the sickness figures (days of sickness benefit paid) of foreign citizens were 70 percent higher than for Swedish citizens.⁴⁷ The sickness rate of women was higher than the rate for men.

Differences between different nationalities were also found. Women who were born in southern Europe had, for example, the highest sick leave figures per year, 82 days. Swedish-born women had only 28 days. Another study on migrants residing in the area of Stockholm shows a similar tendency. Approximately 75 percent of Greek women between 50-64 years of age were receiving disability pensions or sickness allowance. For Yugoslavian women the figures were 60 percent and 35 percent for women from Turkey, compared to only 15 percent for Swedish women.

5.3. Self-employment

To run one's own business is another way to escape unemployment. According to the Swedish Integration Board, since the migrants' situation in the labour market had greatly deteriorated in the beginning of the 1990's, the number of self-employed migrants has tripled.⁴⁸ In 1999, every fifth business was established by a person of foreign origin. 13 percent of these people were born abroad and the rest were born in Sweden by at least one foreign born parent, to a great extent of a non-European background. Most of these self-employed businesses run by migrants are rather small and aiming at local markets. The main branches are merchandise, restaurants, cleaning services and barbershops.

45 City of Malmö's Office of Industry, the Confederation of Swedish Enterprise and the project Practical Bridges over Öresund: ■ "Who drives taxi?", A report on skills, educational backgrounds, ethnicity and age among the taxi-drivers in Malmö, 2001

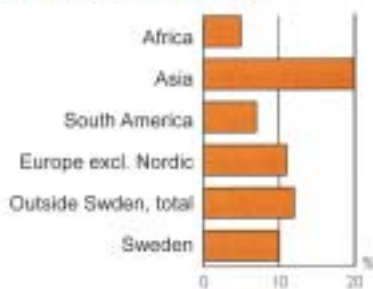
46 Swedish Integration Board, ■ Rapport Integration 2001, p.104

47 Wuokko Knocke, Migrants, ■ The Labour Market for Immigrant Women in Sweden: Marginalised Women in Low-valued Jobs in Migrants, Ethnic Minorities and the Labour Market, Integration and Exclusion in Europe, Editors: John Wrench, Andrea Rea and Nouria Ouali, Basingstoke : Macmillan in association with Centre for Research in Ethnic Relations, Univ. of Warwick ; New York : St. Martin's, 1999, p. 122-123

48 Swedish Integration Board, ■ Rapport Integration 2001, p.105 (original source: SCB, see also http://www.finans.regeringen.se/propositionermm/sou/pdf/sou2000_7/sou2000_7e.pdf)

Percent self-employed related to area of origin, year 2000

Source: Integration Report 2001



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5.4. Discrimination because of ethnicity and race

In Sweden there is no joint legislation to protect against discrimination on racial, ethnic, cultural and religious grounds but rather a series of laws independently covering various issues. The law on measures against ethnic discrimination in working life came into force on May 1, 1999. The ▲ Ombudsman against Ethnic Discrimination is the Swedish authority whose main task is to counteract ethnic discrimination in working life and other areas in the Swedish society.⁵⁰

Since the start in 1999 the Ombudsman against Ethnic Discrimination has had an increasing workload. The number of reports of discrimination to the office of the Ombudsman increased with 60 percent in 2001 compared to the reports made previous years.⁵¹ However, hidden statistics are large. Approximately only 4 percent of people subjected to ethnic discrimination report to the Ombudsman. In 2001, 633 complaints of ethnic discrimination were filed. 272⁵² of the complaints concerned ethnic discrimination in working life and 311 concerned incidents in other areas of society.⁵³ The reports on ethnic discrimination in working life to a large extent concern post appointments, wage discrimination, ethnic harassment and notices.

In 2001 the ▲ Ombudsman against Ethnic Discrimination completed 262 cases.⁵⁴ 32 of these cases were solved through conciliation. In two cases in 2001 the Ombudsman applied for a summons to the ▲ Swedish Labour Court, in one of them conciliation could be reached. That case concerned an engineer of Iraqi background who was subjected to ethnic harassment by his colleagues. Furthermore, he was discriminated in terms of payment. In addition, he was later dismissed without any reason. The Ombudsman sued the employer and took the case to the Swedish Labour Court. The man finally received 150 000 SEK in damages from the employer. This was the first case concerning ethnic harassment to be brought up in the Swedish Labour Court.⁵⁵

49 Swedish Integration Board, ■ Rapport Integration 2001, p.106

50 The § law (1999:131) on the Ombudsman against Ethnic Discrimination.

51 Ombudsman against Ethnic Discrimination, ■ Newsletter 2002:1

52 Ombudsman against Ethnic Discrimination, ■ Annual Report for 2001, p.8, report to be found on <http://www.do.se/o.o.i.s?id=17>

53 Ombudsman against Ethnic Discrimination, Annual Report for 2001, p.12-13

54 Ombudsman against Ethnic Discrimination, Annual Report for 2001, p.10


55 Case no. A 35/01 in the Swedish Labour Court, <http://www.do.se>

According to an analysis presented in February 2002 by the Ombudsman against Ethnic Discrimination, there are weaknesses in the regulations concerning ethnic harassment in working life.⁵⁶ Therefore, the Ombudsman suggests a number of changes in the law (1999:130) on measures against ethnic discrimination in working life. The first change suggested concerns a removal of the requirement that the subjected persons of ethnic origin can be related to the abusive treatment. The discrimination ban should also include ethnic harassment by the employer. In addition, the obligations of the employer to investigate and to take measures should also include harassment made by outsiders. Finally, the Ombudsman suggests that the protection against ethnic harassment should include job applicants.

Two surveys to measure the knowledge of ethnic discrimination were carried out during 2000 and 2001 by the Swedish research institute Sifo. The results showed that the level of knowledge of the new law was generally low and that the inclination to take active preventive measures was very small.⁵⁷ Also among the local union representatives knowledge was poor of the implications of the law against ethnic discrimination. A large part of the union representatives stated in the survey that they were aware of what the law entails, nonetheless, few of them had taken part in any training on the new law. Furthermore, 83 percent of the union representatives stated that they had not taken active measures against ethnic discrimination. These results regard three Swedish major labour unions (the Swedish Confederation of Professional Employees (TCO), the Swedish Trade Union Confederation (LO) and the Swedish Confederation of Professional Associations (SACO)).⁵⁸

The survey in 2001 also showed an increasing number of campaigns around information and education on ethnic discrimination within both employers' organisations and trade unions.⁵⁹ The Ombudsman against Ethnic Discrimination has also produced educational material aiming at raising the knowledge and supporting and advising people who work against ethnic discrimination. During the autumn of 2001 the four Ombudsmen in Sweden, the Ombudsman against Ethnic Discrimination, the Disability Ombudsman, the Ombudsman against discrimination because of sexual orientation and the Equal Opportunities Ombudsman, have created a joint web page with educational material on discrimination. The Swedish Labour Market Board has been commissioned by the Government to take measures against discrimination concerning the work of the employment offices.

5.5. Initiatives from Swedish authorities

In the beginning of 2001, the Swedish Government, however, presented a  National Action Plan against racism, xenophobia, homophobia and discrimination.⁶⁰ In the national action plan the Government presents measures taken to combat racism, xenophobia, homophobia and discrimination on the basis of ethnicity and sexual orientation. The action plan also contains the relevant legislation and new practical initiatives.

A step further, it was appointing a parliamentary committee to consider a joint discrimination legislation covering all areas in society and grounds for discrimination in

56 Ombudsman against Ethnic Discrimination, *Analys av bestämmelserna om etniska trakasserier i lagen om åtgärder mot etnisk diskriminering i arbetslivet* (■ An analysis of the regulations regarding ethnic harassment in the law on measures against ethnic discrimination in working life), 2002-02-21

57 Ombudsman against Ethnic Discrimination, ■ *Fact sheet Employers – Knowledge of Laws Against Ethnic Discrimination*, <http://www.do.se>, 2000

58 Ombudsman against Ethnic Discrimination, ■ *Fact sheet Labour union representatives – Knowledge of laws against Ethnic Discrimination*, <http://www.do.se>, 2000

59 Swedish Government, ■ *Written Government Communication 2001/02:129*, p. 98

60 The Swedish Government, ■ *Written Government Communication 2000/2001:59*

January 2002. One of the matters that will be considered by the committee is a rule on affirmative action due to ethnicity in the labour market. The committee will present suggestions on changes in legislation latest in 2004.⁶¹ On May 2, 2002, a governmental investigator presented the report “Ett utvidgat skydd mot diskriminering” (An extended protection against discrimination).⁶² According to this report harassment and other types of discrimination shall be banned within working life, within labour unions, at employment offices and when people want to start their own businesses. According to the suggestions the laws should come into force no later than July 1, 2003.

One of the tasks of the Swedish Integration Board is to promote ethnic diversity in working life. In 2001 the Board had 5 million SEK at their disposal, which is part of a three-year venture to increase employment among migrants.⁶³ The Integration Board has carried through an ☀ information campaign aiming at increasing the employers’ willingness to employ people of foreign background. Their work has also been directed to companies and organisations, which have excelled in diversity issues.

The Integration Board has made ☀ evaluations of how a number of employees work with diversity issues and how they have carried through their diversity plans.

Furthermore, they have ☀ promoted the diversity work of the local authorities in the country. A recent report on the diversity among the local authorities shows that only 14 percent have adopted a diversity plan with the purpose of increasing the diversity of the staff.⁶⁴

20 percent of the local authorities have plans to draw up a ☀ diversity plan.⁶⁵ However, the majority of the local authorities state in the report that they have not drawn up a central diversity plan. The main aim of the diversity plans, according to the local authorities is to widen the base of recruitment and increase the diversity. On the other hand, very few local authorities have a recruitment policy that includes the diversity aspect.

Another initiative coming from the Swedish authorities is a ☀ diversity project that the Ministry of Industry, Employment and Communications has carried out, which resulted in the report *Alla lika olika – mångfald i arbetslivet* (*All equally different – diversity in working life*).⁶⁶ The aim of the project was to map and describe how variables such as gender, age, class, ethnicity, sexual orientation and physical disability can affect the situation and opportunities for an individual in working life.

5.6. Good practice

Many diversity projects have been carried out in Sweden in 2001. The majority of them are difficult to evaluate, as there are few evaluation reports available. Among the most successful are the several ☀ matching projects carried out by the ▲ Confederation of Swedish Enterprise. The main aim of these projects has been to develop and show the employment offices that migrants who have been unemployed for a long time can obtain qualified jobs. This work involved interviewing both company recruitment departments and

61 Swedish parliament, ■ Parliamentary committee directive 2002:11

62 Swedish Government, ■ SOU 2002:43

63 Swedish Government, ■ Written Government Communication 2001/02:129, p.51

64 Swedish Integration Board, Kommunernas mångfaldsarbete (■ The diversity work of the local authorities), 2001:10, 2001, p. 20

65 Swedish Integration Board, Kommunernas mångfaldsarbete (■ The diversity work of the local authorities), 2001:10, 2001, p. 20

66 Swedish Ministry of Industry, Employment and Communications, ■ Ds 2000:69

the unemployed in the project in order to find a match. Almost everyone concerned obtained a job corresponding to his or her individual skills and background.

According to many surveys and studies, the Africans in Sweden are one of the groups most subjected to ethnic discrimination in the Swedish labour market.⁶⁷ In 2001 the Afro-Swedes' National Association initiated a ☀ one-year long project concerning the Africans' situation in the Swedish labour market. The main aim is to carry out a survey in order to identify possible long-term strategies for eliminating obstacles and improving the situation for the group as a whole in the labour market. The project will be completed with a conference and a report in 2002.

Yet another initiative to support and promote migrants in the labour market is the ☀ campaign "Migrant women – a potential resource", which was launched by the Kvinnor Kan Foundation (Women can do) in 2001. The purpose of this campaign is firstly educational, e.g. to give girls of foreign background additional possibilities to obtain higher education by using mentors. Secondly, the purpose is to offer migrant women qualified counselling in order to increase their possibilities in finding their occupational roles in the labour market.

In 1999 a project was initiated with the aim to improve the possibilities for unemployed foreign physicians to be included in the Swedish medical register, in particular physicians with diplomas from countries outside the EU and the EES.⁶⁸ The project is called the ☀ "Stockholm project" and is a collaboration between the ▲ County Labour Board in Stockholm (Lansarbetsnamnden), the ▲ Stockholm County Council (Stockholms lans landsting) and the ▲ Association for physicians in Stockholm.

Since the start in 1999, 65 participants have been included in the Swedish medical register while approximately 160 persons are either doing their 21-month practice period as physicians or acting as *locum tenens* for a physician. This project has recently been granted another 823 000 SEK by the Swedish government.

On March 12, 2001, the EU commission approved of the ☀ Swedish Equal Program. The aim of Equal program is to support the development of methods to counteract all kinds of discrimination and inequality in the labour market, both regarding entering the labour market and in working life. In particular, the asylum seekers' integration in the labour market is paid attention to. There are Equal programs all over the country. Equal is supported financially by EU's social fund.

5.7. The future of the Swedish labour market

The European labour market is changing and Sweden is no exception. In Sweden the future labour force is anticipated to change in the coming 15 years. A large part of the Swedish population is ageing. In 2015 approximately two million people will be 65 years of age or above.⁶⁹ This implies a decrease in the labour force with a start in 2010. Men and women of foreign origin⁷⁰ will stand for the net increase of the whole work force during this period. There is an ongoing debate in Sweden on this expected decrease of the labour force. One alternative that has been discussed is to make the labour market accessible to people of foreign origin, who today are included in the labour reserve, but large parts are excluded from the Swedish labour market, partly due to discrimination.

67 e. g. Swedish Integration Board, ■ Rapport Integration 2001

68 Press release from Swedish Ministry of Industry dated 2002-06-27.

69 Swedish Ministry of Industry, Employment and Communications, ■ Ds 2000:69

70 i.e. foreign-born and people born in Sweden with one or two foreign-born parents.

The Confederation of Swedish Enterprise suggests in the report “*Arbete, arbete och mer arbete – alla måste bidra till Sveriges välstånd*” (*Work, work and more work – everyone has to contribute to the welfare of Sweden*) that labour migration has to be facilitated.⁷¹ Many companies may have difficulties in finding the competence that is needed within the Swedish borders. Also, they find that Sweden has to be made attractive for people who want to come here and work. In addition, the Confederation of Swedish enterprise maintains in this report that the competence of people who have already migrated to Sweden has to be made use of. Swedish companies therefore have to dare to employ migrants. Another suggestion is that if there are structures counteracting the employing of people of foreign origin, these have to be removed. They also put an emphasis on the importance of the evaluation of migrants’ diplomas.

According to statistics from the Swedish Migration Board 22 800 persons in 2001 received permits to stay in Sweden to work for longer or shorter times.⁷² Approximately 12 900 among these came from countries outside the EU. 400 persons were granted permanent residence permit and 2 300 people came according to the EEA-agreement. Work permits granted only amount to one percent (442 permits)⁷³ of all permits granted, compared to 55 percent due to tied moving and approximately 15 percent were granted residence permits as refugees or on other protective grounds and for humanitarian reasons.⁷⁴

It is difficult to be granted work permit in Sweden as one can see from the small amount of permits granted. According to the Migration Board a person may be granted a work permit if there is a temporary labour shortage or he or she is participating in an international exchange. However, Swedes, foreign citizens and EU/EEA citizens have preference for the jobs in Sweden.⁷⁵ Everyone outside the EU/EEA needs a work permit to work in Sweden. For a stay longer than three months a residence permit is required. What is required generally for a work permit are a written job offer, a minimum monthly salary of 13 000 SEK before tax and accommodation arranged beforehand. The work permit has to be granted before the journey to Sweden.

Economist Sandro Scocco suggests in a recently published report “*Moder Sveas rynkor*” (■ *The Wrinkles of Mother Svea*) that in order to stabilize the rate of economic growth Sweden has to increase the number of labour migrants to approximately 45.000 persons every year until 2050.⁷⁶ This is the same number of migrants that Sweden had in the 1970’s. Since there will be a labour shortage within the whole industrialised world, Scocco states that the only areas that can provide Europe with labour force is Subsahara in Africa and South East Asia. However, since there are many unemployed migrants today in Sweden, he suggests that it is necessary to be both socially and politically responsible regarding the future labour immigration. The employers also have to start to show that they can utilise the immigrated labour force. Otherwise, this suggested labour force immigration would increase the inequalities in Swedish society.

71 Confederation of Swedish Enterprise, Björn Lindgren, “*Arbete, arbete och mer arbete – alla måste bidra till Sveriges välstånd*” (■ *Work, work and more work – everyone has to contribute to the welfare of Sweden*), Stockholm 2002-05-17, available on <http://www.svensktnaringsliv.se/index.asp>

72 Swedish Migration Board, ■ *Statistics 2001*, available on <http://www.migrationsverket.se>

73 Swedish Migration Board, <http://www.migrationsverket.se>

74 Swedish Migration Board,

<http://www.migrationsverket.se/english.html?english/estatistik/esiffror.html>

75 Swedish Migration Board,

<http://www.migrationsverket.se/english.html?english/eat/eat.html>

76 Sandro Scocco, “*Moder Sveas rynkor. Tankar kring ekonomisk politik, välfärdssystem och arbetsmarknad i ett åldrande samhälle*” (■ *The Wrinkles of Mother Svea. Reflections on the politics of economy, the welfare system and labour market in an ageing society*), Tankesmedjan.sap, The Swedish Social Democratic Party, 03/2002

6. Analysis

In recent years, media and authorities have paid much attention to migrants' situation in the Swedish labour market. People of foreign origin constitute a large part of the Swedish population. It has often been argued that the integration of these newcomers has not been successful. The result of the Swedish integration policies may be evident in the segregated residential areas in the three larger metropolitan areas, such as Stockholm, Gothenburg and Malmö, and also in the labour market.

Having a job is of major importance for an individual's integration into the society. This was stated by the director-general of the ▲ Swedish Integration Board, Andreas Carlgren, when he in February 2002 presented the Board's annual report for the previous year. The picture of Sweden as a multicultural society presented then was rather positive. The unemployment rates had radically decreased and the statistics regarding the rate of occupation had improved for foreign-born since the economic depression in the middle of the 1990's. However, the differences between foreign-born and the natives regarding the labour market remain. The natives are employed to a higher extent than the foreign-born. There are many mechanisms of exclusion that prevent migrants from entering the Swedish labour market.

The migrant group in Sweden is a very heterogeneous group. They have come to Sweden because of a variety of reasons; they are from a great number of countries and cultures and have different educational backgrounds. Also, they have arrived in Sweden at different times. Therefore, there are great differences in how and if migrants succeed in the new country.

6.1. Sweden's state of economy versus immigration policy

Swedish society has gone through a great change during the last half of the century. In the beginning of the 20th century Sweden was a relatively homogenous society, even though people had migrated before. The last century's immigration to Sweden led to a change in the characteristics of the Swedish population. Today approximately one fourth of the Swedish population have a foreign background, i.e. either migrants themselves or children to migrants. Sweden has become a multicultural society, but Sweden is in many aspects a country characterized by segregation.

Sweden's immigration policies during the last 50 years can be related to the state of economy (see chapter 2 and 3). In times of prosperity, Sweden's immigration policy has been generous. When there has been a depression, restrictions in immigration legislation have been made. This pattern can also be related to the labour market. After the Second World War there was a boom in Sweden, which resulted in a labour shortage. This led to an increased labour immigration first from the Nordic and later from the Mediterranean countries. In 1970's approximately 40 000 migrants arrived. This was the start of major changes in the Swedish population.

When the state of economy changed, the need for foreign labour force immigration decreased. Sweden made restrictions in the regulations, which deteriorated non-Nordic

citizens' possibilities to immigrate due to labour. The characteristics of migrants changed and Sweden started to receive asylum seekers, of whom the majority was from non-European countries escaping from wars and political instability in their home countries.

The relation between the state of economy and the migrant's labour market situation is evident as migrants arriving in the 1970's obtained employment more easily compared to those arriving in the 1980's and 1990's. In that way the early labour force migrants were more integrated in the labour market, than the refugees who followed. However, the labour force migrants had to pay a high price, as the work they performed was strenuous and monotonous, which led to high sickness rates and early retirements.

Today it is more difficult for migrants in the labour market. The requirements on qualifications needed have become wider than in the 1970's and the sectors where migrants then were working in do not exist to the same extent in Sweden of today. Another important aspect as regards the labour force migrants' integration in the labour market, is that the differences in income between foreign-born and Swedes have increased during the last thirty years.⁷⁷

6.2. Factors for exclusion in the Swedish labour market

The Swedish labour market is rather segregated with the majority of migrants working in low-qualified and low-paid professions, e.g. the caring sector and the service sector. Those two sectors are probably the ones with the greatest need of labour in Sweden, and it is here the labour shortage most likely will increase in the near future. Migrants are excluded from quite a few sectors in the labour market, such as the public administration and the construction business, two sectors that have very few migrants employed. They also are subjected to worse working conditions, both regarding those who are employed and those who are self-employed, which is seen in higher sickness rates. Furthermore, foreign-born earn less than Swedish-born.

The unemployment rates among the population as a whole have decreased in the last ten years. This tendency holds true for the foreign-born and their children as well, although they are still over-represented in the unemployment statistics. People born outside Europe have the highest rates of unemployment. It is evident that it matters where a person was born. Migrants from African or Asian countries are the groups most likely to be subjected to discrimination and unemployment in the Swedish labour market, irrespective of their educational background.

One reason may be that these groups of migrants are fairly recent arrivals in Sweden, such as the Iraqis.⁷⁸ For another recent migrant group, the Bosnians, the unemployment rates, on the other hand, have improved to a great extent. Due to cultural proximity⁷⁹ the Bosnian group may have better chances to be integrated in the labour market than the Iraqi migrants, as they are Europeans.

Researchers recurrently discuss the importance of cultural proximity. It seems easier for employers to hire someone who has a background that is perceived as close to the employer's own background than the opposite. Some researchers believe that this factor is the main obstacle for not employing a migrant.

77 Swedish Government, ■ Written Government Communication 2001/02:129, p.39

78 Swedish Integration Board, ■ Rapport Integration 2001, p.84

79 Knocke and Hertzberg ■ 2000

Foreign-born university graduates have far more difficulties to obtain jobs according to their qualifications, in particular for those with foreign diplomas. Also for foreign-born with Swedish diplomas it may be hard to get employment within their professions. The difficulties for people with foreign diplomas have been debated as discriminatory and there are recommendations from both government authorities and labour market researchers that the evaluation system of foreign diplomas should be looked into.

Another factor of exclusion that repeatedly is brought up in the debate is the lack of social networks.⁸⁰ According to surveys migrants are more seldom than Swedes included in networks. Furthermore, network recruitment is one of the most commonly used employment strategies in present-day Sweden. Firstly, it affects newcomers, in particular refugees, as they do not have a wide circle of acquaintances. Tied movers, on the other hand, who when they arrive in the country already is part of a social network, may be employed faster than refugees. In addition, tied movers are allowed to work from their first day in Sweden, while refugees cannot, as it takes time to wait for the residence permit and they are not allowed to work while seeking asylum. The exclusion from social networks not only makes it difficult for migrants to obtain employment, but also prevent them from making careers in their work places.

The time it takes to obtain an employment plays an important part regarding the migrants' integration in the labour market. Qualifications can deteriorate when not being used. This in particular refers to foreign-born university graduates.

Employers are today requiring more of the job-applicants than before. One example on what is required is social competence, which implies skills in communication. This competence is somewhat difficult to define, and therefore employers can refuse someone employment on hollow grounds. Some researchers see this as a discriminatory behaviour from the employers, stating requirements that sometimes are not needed.⁸¹ It may not be necessary for someone who applies for a cleaning job to be able to write and speak perfect Swedish. This is often argued as an easy way for the employers to exclude migrants from the labour market. This cannot however be the main explanation as to why the second-generation who have gone through the Swedish school system have a higher probability of being unemployed compared to children with Swedish-born parents. The problems of the second generation are less than those of their foreign-born parents.

It may be fairly easy for migrants to obtain jobs in the sectors that are in great need of staff, such as the health care sector and the service sector, but for the foreign-born university graduates the situation is worse, even within professions in high demand.

According to the findings, many of these unemployed holding a college degree, start their own enterprises in other sectors instead of being unemployed or having to work in low-status professions. Their qualifications are often not used in the enterprises they start as the majority of migrant enterprises can be found within the service-sector, such as restaurants, barbershops and dry-cleaners.

Some researchers state that this fairly new sector of small enterprises with low turnover run by migrants also illuminates the segregation of the Swedish labour market. Also, there are discriminatory aspects regarding migrants' self-employment, in particular since they do not have the same possibilities as Swedes to obtain bank loans or financial support from the society. Therefore, they cannot invest for the same amounts as Swedish self-employed and

80 Höglund ■ 1998

81 Knocke and Hertzberg ■ 2000

they are forced into small-scale businesses within the service-sector. Thus, the segregation in society is maintained.

6.3. Discrimination in the labour market

During the past few years there has been a dramatic increase in the number of complaints filed to the Ombudsman against Ethnic Discrimination. This may be due to the public's increased awareness of the authority and its tasks. The Ombudsman has in recent years carried out many information campaigns.

However, the authority reports on hidden statistics concerning the number of complaints. Only four percent file a complaint on ethnic discrimination to the Ombudsman. The reasons for this may be lack of knowledge of the Ombudsman's responsibilities and authorities. Another reason for not reporting may be that the people that are subjected to discrimination lack confidence in what the authorities can achieve.

The major parts of the complaints that are filed to the Ombudsman concern direct discrimination, such as ethnic harassment, wage discrimination and post appointments. What is more difficult to tackle is the indirect discrimination, the exclusion from social networks, which is concealed. Another kind of discrimination that is hidden and thus hard to counteract with legislation is the statistical discrimination. Current legislative measures can only prevent migrants from direct discrimination. The other mechanisms have to be handled differently.

A rather depressing sign regarding discrimination in the labour market is that the labour unions' knowledge of legislation is insufficient. This is particularly harmful as they have such an important role in the work against discrimination, both in general prevention and in the specific cases of complaint. Some unions, such as the Building and Construction Workers' Union have in 2002 begun a discussion on how to combat racism and xenophobia within their field. The Builders' Union national congress (June 2002) adopted a resolution to actively combat racism.

6.4. The expected labour shortage

The factors of exclusion for migrants in the labour market result in an enormous amount of unutilised skills among a large part of the Swedish population. This fact has recently been paid much attention to, as there in a few years time will be labour shortage in Sweden. During the first half of 2002 many reports on this topic have been presented by organisations, representing different parts of society. The majority of the reports bring up migrants' difficulties in entering the Swedish labour market, as something that society has to deal with before the expected labour shortage occurs. The employers have to start to act differently than they have done until now as regards migrants' labour force.

In addition, the majority of the reports suggest a liberalised immigration policy on labour force migrants. At present, it is very difficult to be granted a residence permit due to labour. Only a very small percentage (one-percent) of the permits is granted on such grounds.

There are a great deal of ongoing activities and measures regarding the labour market situation for migrants in Sweden. Many projects and studies in this issue have been carried out during the past few years. Some of the projects have succeeded in making it easier for

migrants to obtain employment. Others have not. Many of the projects are carried out without any clear plans.

The Confederation of Swedish Enterprise runs ☀ several diversity projects around the country. The majority of these projects are small-scale, and there are no plans or evaluation reports presented from these projects. Therefore, it is difficult to evaluate the outcome of such projects.

However, one thing is certain, that the knowledge of the inequalities regarding migrants in the labour market has been improved. This has led to a number of suggestions and initiatives for further improvements in the labour market. One example is that a ☀ government committee has been appointed to look into the legislation on discrimination. The suggested changes in discrimination legislation should cover areas of working life where no protection against discrimination exists, such as the job-applicant situation and the situation for self-employed migrants.

Other suggestions concern the ☀ evaluation of foreign diplomas, as society has noticed that the unutilised skills many migrants have are an enormous resource, in particular with reference to the expected labour shortage.

☀ Affirmative action has been discussed as another measure for improvement, although such measures have been met by sharp criticism, in particular with regard to the way affirmative action has been applied on issues related to gender inequality.

7. Concluding remarks

The Swedish labour force is expected to change dramatically in the coming five to ten years due to a great number of retirements, predicted to lead to a labour shortage. At present a large part of the population is outside the Swedish labour market – the migrants. As many as 30 per cent in some migrant groups, mainly among African- and Asian-born are today without employment. These people constitute a large unutilised resource in the Swedish labour market. Both representatives for the authorities and other organisations have recently started to react to this fact. They have understood that the migrants' situation in the labour market is of major importance for the Swedish welfare as a whole, and not only for the migrants themselves.

There are however a great deal of improvements to be made regarding migrants in the labour market, as there are major inequalities today. Irrespective of the fact that it may be more difficult for foreign born in obtaining employment compared to Swedish-born, a great number of foreign-born are also subjected to lower incomes than the Swedish-born. They also risk being excluded from networks in the working places, worse working conditions and discrimination from colleagues and the management.

How can you change employers' attitudes towards people of foreign origin? Can a diversity plan change the situation or must affirmative action be applied? There are no simple answers to such questions. The migrants' situation in the Swedish labour market is becoming an increasingly important issue on the Swedish agenda. Several suggestions regarding improvements in the legislation on discrimination and measures to combat racism, discrimination and xenophobia have been made. These suggestions will most probably lead to a better coverage and to new practical activities within this field than the current legislation so far. The questions are, however, whether these changes and measures will improve the situation in depth. Can they change the attitudes among the population and the employers in particular in sufficient time to avoid the deepening social and economic impacts?

On the other hand, the future perspective of the Swedish labour market as a whole looks much brighter than in many years. This may have a positive impact on the whole Swedish population, as everyone will be needed in the labour force. Eventually this may lead to increased possibilities for the whole population irrespective of ethnicity, nationality, religion, and sexual orientation.

Future projections indicate that Sweden in the next decade will need to expand its labour force. Ethnic Swedes alone cannot fill expected gaps. However, before Sweden considers active measures to recruit new labour from other countries to fill in these gaps, it is immensely important to also include the large part of the population that at present is excluded from the Swedish labour market.

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