

Chapter 1. Migration insights: Flows, stock and nationality

Migration flows and approach

Sweden has a longstanding history of migration. People have migrated to Sweden since the 1500s. Gothenburg has a history as a city of commerce, trade, shipyard and manufacturing. The Swedish East India Company was settled in Gothenburg in the 18th century. It has been characterised by immigration since the 1600s, with Dutch architecture helping construct the canal system and the British contributing to trade and industrialisation of the city during the 1700s and 1800s.

During almost a century (between the 1850s to the 1930s), Sweden was a country of large-scale emigration as poor peasants and workers made the hazardous journey across the Atlantic for economic as well as political reasons and in order to try to find better living conditions. Between 1860 and 1930 approximately 1.4 million individuals left Sweden (OECD, 2016b_[2]). Gothenburg was, during the time of the great emigration, the main port of departure.

Since World War II, Sweden has been a country of immigration (see Strömbäck 2016). Refugees (many from the Baltic states) and war survivors arrived in the aftermath of World War II. In parallel, from the 1950s and until the early 1970s, there was a fairly large inflow of labour migrants, in particular from Finland, Greece, Italy, Turkey and the former Yugoslavia. In Gothenburg, many worked in car production (Volvo), but also in bearings manufacturing (SKF) and in the leading shipyard industry. For more details on history of migration in Sweden please see (OECD, 2016_[1]).

In relation to the oil crisis in 1973 and the shipping crisis, labour migration declined, and since then, Sweden's immigration policies have largely focused on refugees and family reunification. Labour migration has picked up since 2008 but has remained relatively stable and between 2004 and 2013 over 20% of permanent migrant inflows to Sweden were made up of people seeking international protection, and another 40% arrived to reunite with family members (OECD, 2016_[1]). The leading refugee groups were Vietnamese, following the Vietnam war, Latin Americans during the 1970s and 1980s, Middle Eastern minority groups (Assyrians, Kurds) during the 1980s, fleeing the Iran-Iraq war or the 1979 Iranian revolution, from the horn of Africa, Palestinians from Lebanon, Bosnians and Croats during the Yugoslav war as well as Iraqis between 2003 and 2011.

The aim of Swedish integration policy can be summarised as 'promoting equal rights, obligations and opportunities for all, regardless of ethnic or cultural background which should be reached through general measures for the whole population' (Regerungskansliet, 2009_[12]). Despite this 'universal approach', integration measures started as early as 1970 when free language training was introduced for all immigrants and since then the rights of immigrants have been systematically extended and immigrants (mainly refugees and family members) have received targeted support in their first years in Sweden (Bakbasel, 2012_[5]). Sweden has a long tradition in providing a home for many migrants fleeing war and persecution. Integration politics, other than language training, rarely target labour migrants and are most often oriented towards

refugees. Of course, labour migrants benefit from health, social and school services – just like any other Swede – but are not targeted by specific labour integration policies as most of them are already employed (see section 2.4.3).

Today: Stock and migration law

Sweden is meeting demographic challenges with an elderly population, and low levels of reproduction. An increase in the population through immigration is, according to most economic analysts, seen as positive for long-term development and growth. Some reports indicate that growth is related to the influx of refugees, as it creates new jobs and increases consumption (Scocco & Andersson, 2015).

Today, non-Swedish inhabitants in Sweden represent 19% of the total population (2014-2015 data extraction from OECD Database on regional migration outcomes) and largely originate from Finland (10%), Iraq (8%), Poland (5%), Iranian, Syrian (4%) and Somali (4%) (OECD, 2016^[11]). Some 4 000 EU migrants were estimated to be living in Sweden in autumn 2016, Roma from Romania and Bulgaria have been arriving in Sweden for a number of years (Swedish Migration Agency).

Gothenburg is the second largest city of Sweden and has a population of 556 640 (2016). Immigrants account for 25% of the population and 34% of the general population has a foreign background (Göteborgs stad 2016). The city is situated along the coast in the region of Västra Götaland, one of Sweden's 21 geographical and administrative regions and one of the two counties (Västra Götaland and Halland) that form the Västsverige region, which itself is one of the eight Riksomraden regions in Sweden. In comparison in the Västsverige region, foreign-born represent 18.4% of the population (2014-2015 data extraction from OECD Database on regional migration outcomes) and foreign workers accounted for 14% of the regional labour force in 2009. In Gothenburg in 2009 the most of the non-nationals, nearly a quarter of them, came from Scandinavia and about two thirds of all non-nationals came from third countries with the largest group being from Iraq (9%) (Bakbasel, 2012^[5]).

The main legal framework regulating immigration to Sweden is the Law on Foreigners (*Utlänningslagen* 2005: 716). A person is automatically Swedish if at least one parent is a Swedish citizen. In order to receive a work permit, one needs to have been offered a job beforehand, and to have applied for the permit before arriving in Sweden (*Arbetsförmedlingen*, 2016^[13]). Work permit applications are usually filed from outside Sweden; it is not possible to apply for a work permit and search for a job in Sweden except for people who are studying in the country, which represented 3% of work permits issued in 2016 (OECD, 2017^[8]). When it comes to labour migration, 12 526 permits for work were granted in 2016 as compared to 16 900 in 2015 (Migration Agency 2016, Statistics: Work Permits granted). Most of them were in the IT sector (e.g. IT architects or developers), but many also work as civil engineers or engineers. Most jobs in this category required post-secondary education. Another significant sector for persons seeking a work permit to come to Sweden is, however, low-paid and agricultural or forestry work, such as blueberry picking.

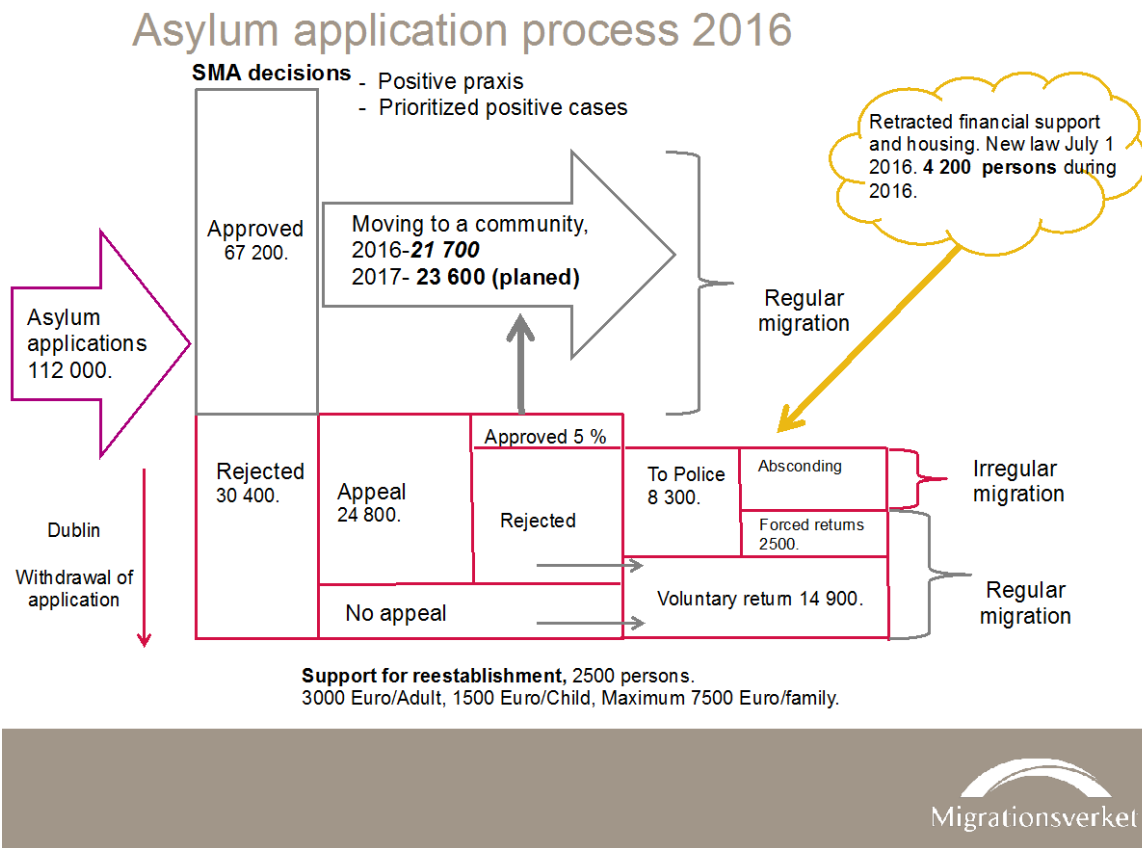
Recent asylum seekers and refugee arrivals and legislation

Since 2012, there has been an increase in the number of asylum seekers and in 2015, Sweden experienced the largest intake of asylum seekers in modern times. In that year, there were 162 877 applications for asylum representing 12.3% of the EU total (Swedish

Migration Agency statistics). Over 70 000 were children and 35 000 of them were unaccompanied minors. Most asylum seekers were from Syria, Afghanistan, Iraq, Somalia, Eritrea and there is also the 'stateless' category¹. In 2016 and 2017, Turkey and Georgia appeared as new countries-of-origin (ibid). However in 2016, the total number of asylum applications in Sweden was 29 000 (Migration Agency statistics), the lowest number since 2010.

The increased arrivals raised questions among Swedish public opinion with regards to the capacity of Swedish welfare institutions to receive and in the longer term integrate large numbers of refugees. A change in asylum legislation was introduced in 2016, including greater scrutiny of reasons for asylum and temporary residence permits, as well as border controls resulting in a decrease in the numbers of asylum seekers. Since 1 January 2017, the Migration Agency is responsible for assigning status holders who need assistance in arranging accommodation to municipalities across the country (see figure 3.1 below). The distribution is based on a combination of criteria including size of the municipality, labour opportunities and capacity to receive (for a more detailed analysis please see section 4.3.1). With the large influx of refugees in 2014 and 2015, the Migration Agency has had difficulties in managing all applications for asylum and the time to process them has been protracted. In 2016, the average time that was required to handle an application was 328 days (Migration agency statistics 2016) compared to 125 days in 2013. With fewer applications, it is expected that the process will be more rapid, reducing the time asylum seekers have to live in the uncertainty of being sent back.

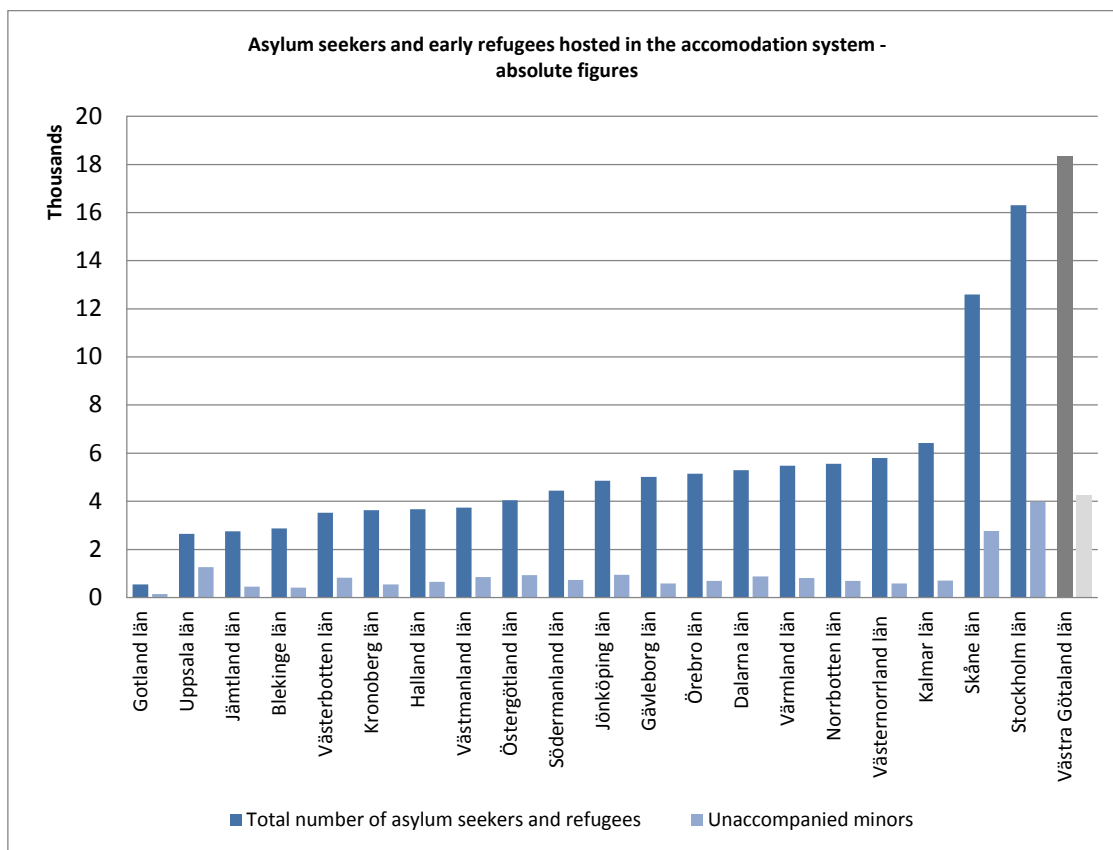
Figure 1.1. Asylum seekers per steps of the application process in 2016 in Sweden



Source: Swedish Migration Agency, March 2017.

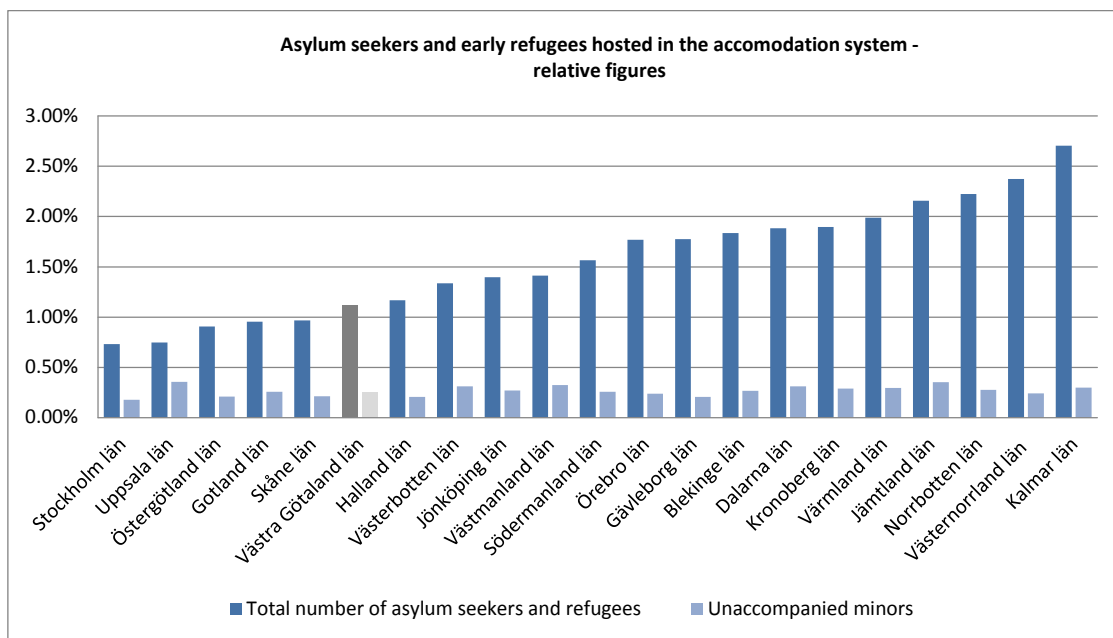
The Vastra Gotaland lan region hosts the highest absolute number of asylum seekers of all Swedish regions (see figure 3.2 below) however in relative terms they represent only 1% of the population and places Vastra Gotaland lan among the regions receiving fewer asylum seekers in relative terms (Figure 1.1).

Figure 1.2. Presence of asylum seekers in the accommodation system per region at TL3 level in Sweden in 2017 –absolute figures



Source. OECD database on presence of asylum seekers distribution at TL3 level, forthcoming.

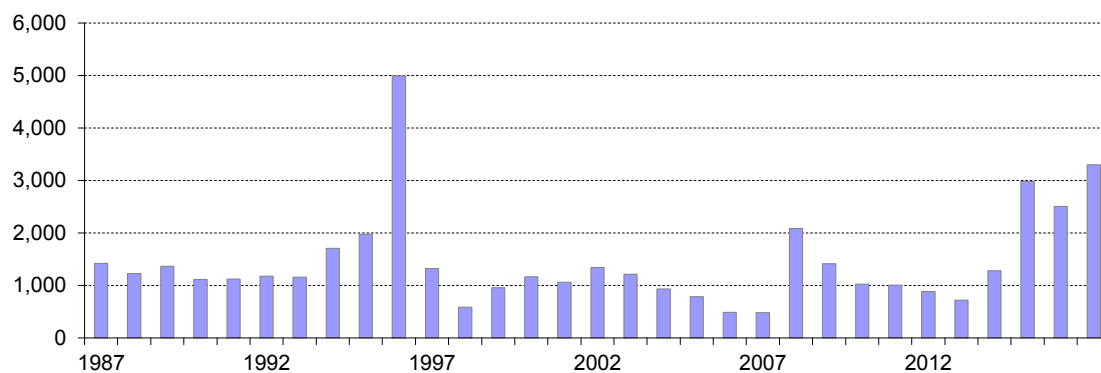
Figure 1.3. Presence of asylum seekers in the accommodation system per region at TL3 level in Sweden in 2017 – relative figures



Source. OECD database on presence of asylum seekers distribution at TL3 level, forthcoming

In Gothenburg in 2016, there were 3 321 recognised refugees of which 455 unaccompanied minors and 4 704 asylum seekers (in January 2017), which was a steep decrease compared to 6 193 asylum seekers hosted in 2015. As we can see from figure 3.4 below, another peak of refugees in Gothenburg was reached in 1996, when 5 000 refugees arrived mainly from Iraq and the Balkans.

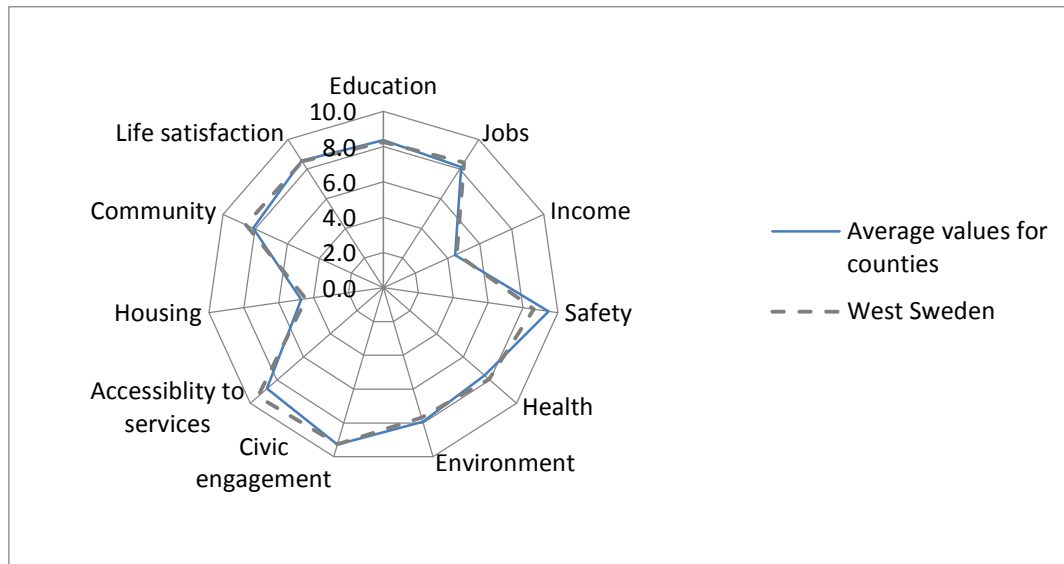
Figure 1.4. Number of refugees per year in Gothenburg 1987-2016



Source: Social resource management Gothenburg 2016

City well-being and inclusion

Figure 1.5. Well-being in West Sweden 2017



Source: ad-hoc analysis based on OECD well-being dataset on Västsverige-West Sweden region (2017).

Well-being in the region of West Sweden (Västsverige region), where Gothenburg is located, is very similar to the national average. However, the region is performing slightly worse in the following dimensions: housing, environment, safety and education, equally in life satisfaction and civic engagement and slightly better in accessibility of services, health, jobs, income and sense of community (ad-hoc analysis based on OECD well-being dataset 2017).

Historically, Gothenburg has been a city of trade, commerce, shipyards and industry. Being the largest port in Scandinavia and one of the largest in Northern Europe, the city is home to one third of Sweden's exports and imports (Business Region Göteborg 2016). Important industrial companies originating in Gothenburg include Volvo and SKF.

The Gothenburg region represents today a growing economy. One of the fastest growing industrial branches is the medical industry. The global pharmaceutical company AstraZeneca is based in Gothenburg where the bulk of research activities are located, which provides for close collaboration between the company and the universities situated in the city (Chalmers and the University of Gothenburg). Tourism and the IT-sector are also examples of sectors representing rapid growth. More than 100 000 new jobs have been created since 2000, and the pace of growth is expected to accelerate further with several new development projects, including city planning of building and expansion (Business Region Göteborg 2016).

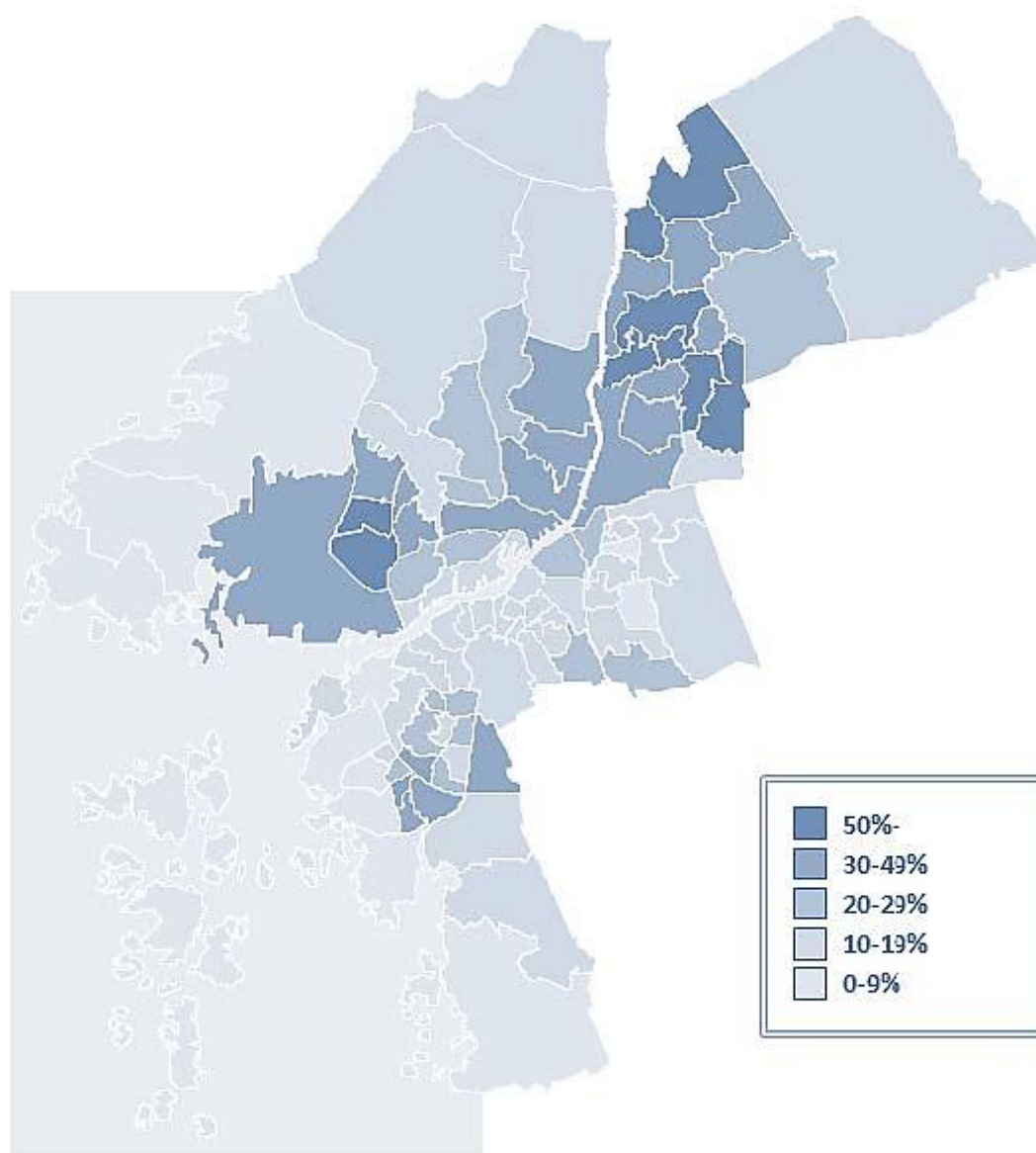
The two universities in the city further contribute to the city's profile as knowledge intensive and also providing for close collaboration between research, policy, innovation and entrepreneurship.

Large disparities and inequalities between different parts and districts make Gothenburg a segregated city. In general, Sweden has a high rate of residential segregation by ethnicity when compared internationally (Andersson, 2010_[14]). Although Sweden is still one of the

most egalitarian countries in the OECD, the increase in inequalities in living conditions between 1985 and the late 2000s is the most rapid among all OECD countries (OECD 2015). Urban geographical segregation in Sweden has its roots in the so-called “million programme” (*miljonprogrammet*), established during the late 1960s and early 1970s. The goal was to come to terms with housing shortages through building one million residences, mostly rental apartments in tall buildings outside of the city centre. Suburbs were created and mostly inhabited, at first, by the working class. Between 1970 and 1990, many of these original residents moved out, leaving empty apartments and residential towers behind. Those who stayed were generally people in relatively difficult social situations. Since the 1990s, many refugees have moved into these areas. As the number of asylum seekers increased in 2014 and 2015, this pattern was reinforced in some Swedish cities. Some of these areas are called by Swedish public authorities “exposed areas” and are frequently associated with high unemployment, low income, lower levels of education and health, poor results in school and a sometimes marginal youths. The police have identified 15 areas/neighbourhoods in Sweden as particularly “exposed”; six of these are within Gothenburg (Polisen 2015). There has, over time, been targeted action plans to address inequalities across specific areas (Thörnquist: 22) and the city is committed to measuring disparities across its neighbourhoods. To this end, it produces the ‘Göteborgsbladet’², which is an annual report providing key statistics for each subdivision of the city. Most of the data used in the following paragraphs are extracted from that report.

Figure 1.6. Gothenburg and its districts 2016

Source: Google Maps.

Figure 1.7. Percentage (%) of persons foreign born by sub-district

Note: The average % of foreign born in Gothenburg is 26%.

Source: Göteborgs stad, Stadsledningskontoret Statistik och analys. December 2017.

Table 1.1. Percentage of population with a foreign background and foreign born in the districts and Gothenburg as a whole

District	Percentage of foreign background	Percentage foreign born		
Angered(Gunnared and Lärjedalen)	73.4	51.0	Angered(Gunnared and Lärjedalen)	73.4
Östra Göteborg (Bergsjön and Kortedala)	57.0	42.4	Östra Göteborg (Bergsjön and Kortedala)	57.0
Örgryte/Härlanda	19.0	14.7	Örgryte/Härlanda	19.0
Centrum	22.7	18.0	Centrum	22.7
Majorna/Linné	18.4	14.5	Majorna/Linné	18.4
Askim/Frölunda/Högsbo	23.7	18.1	Askim/Frölunda/Högsbo	23.7
Västra Göteborg (Långedrag)	22.1	15.8	Västra Göteborg (Långedrag)	22.1
Västra Hisingen (Torslanda)	37.5	27.9	Västra Hisingen (Torslanda)	37.5
Lundby	30.5	22.7	Lundby	30.5
Norra Hisingen	36.7	25.8	Norra Hisingen	36.7
Gothenburg as a whole	33.1	24.5	Gothenburg as a whole	33.1

Source: Göteborgsbladet 2016

Gothenburg is composed of ten districts (Figure 3.6). Socio-spatial division characterises some of the districts, for instance “Swedes” dominate in the Southwest, which is close to the sea, whereas other areas (e.g. the Northeast) are dominated by immigrants (see Figure 3.7 and Table 3.1). Within the same district there can be large differences in terms of origin and well-being. For instance, the district Askim-Frölunda-Högsbo is a microcosm of the segregation in Gothenburg: around the Frölunda torg and in Tynnered neighbourhoods there are still remnants of the million programme, whereas in Fiskebäck and Näset, the population has a high income and live in residential areas with single-family houses. Residential segregation didn’t happen overnight, between 1994 and 2005 the number of foreign-born residents increased in nearly every district but more significantly in those districts that already had a high number of foreign-born residents in 1994, showing that the presence of immigrants in an area represented a pull factor for newcomers (Bakbasel, 2012^[5]).

Some neighbourhoods are denser in ethnic minorities and are also marked by low socio-economic outcomes in terms of income, education, life expectancy, trust, health, etc. For instance, in Bergsjön (Ostra Gotenburg), 54% of the adult population define themselves as socially isolated, meaning that they consider that they lack friends and social relations, compared to 4% in the South West Coast (Gothenburg, 2014^[3]): 106). In North Angered, 51% of the population expresses low trust in other people, compared to 11% in the South West Coast. There are large variations in income throughout the city (Table 3.2). The middle income for Gothenburg in total was SEK 279 000 in 2015; 313 000 for those with a Swedish background and 212 000 for those with a foreign background. In 2010, a person with a foreign background in Gothenburg earned, on average, 64% of the middle income for a person with a Swedish background; in 2015, the gap had decreased to 68% (Göteborgs stad, 2016, statistics).

Table 1.2. Middle income in the districts and Gothenburg as a whole

District	Middle income in SEK
Angered (Gunnared and Lärjedalen)	190 000
Östra Göteborg (Bergsjön and Kortedala)	197 700
Örgryte/Härlanda	297 900
Centrum	291 800
Majorna/Linné	290 300
Askim/Frölunda/Högsbo	300 000
Västra Göteborg	339 300
Västra Hisingen	280 700
Lundby	276 800
Norra Hisingen	266 600
Göteborg as a whole	275 800

Source: Göteborgsbladet 2016

The average income has increased significantly in Gothenburg since 1992; however, it has actually decreased in those districts where it was lowest from the outset (Gothenburg, 2014_[3]).

Disparities in living conditions between children with different backgrounds have worsened considerably during the period between 1990 and 2012 (Gothenburg, 2014_[3]). In 2013, in the district of Torslanda, 1.5% of children lived in households that could be characterised as poor by the standards used by Save the Children³, whereas the corresponding figure for Bergsjön was 56% (Göteborgs stad 2014: 64).

Life expectancy varies by 9.1 years for men and 6 years for women between the districts of Bergsjön (73 % foreign background) and Långedrag (22% foreign background population) (Göteborgs stad 2014: 121).

Others variations across districts in terms of access to jobs and education will be described in sections 7.1 and 7.4.

Notes

¹ Most persons in this category are of Palestinian origin.

² <http://statistik.goteborg.se/Statistik/Faktablad/Goteborgsbladet/Goteborgsbladet-2017/>

³ This definition includes children living in families whose income is not enough to cover basic costs, or families that receive welfare.

A checklist for public action to migrant integration at the local level

Block 1. Multi-level governance: Institutional and financial settings

Objective 1. Enhance effectiveness of migrant integration policy through improved vertical co-ordination and implementation at the relevant scale.

Objective 2. Seek policy coherence in addressing the multi-dimensional needs of, and opportunities for, migrants at the local level.

Objective 3. Ensure access to, and effective use of, financial resources that are adapted to local responsibilities for migrant integration.

Block 2. Time and space: Keys for migrants and host communities to live together

Objective 4. Design integration policies that take time into account throughout migrants' lifetimes and evolution of residency status.

Objective 5. Create spaces where the interaction brings migrant and native-born communities closer

Block 3. Local capacity for policy formulation and implementation

Objective 6. Build capacity and diversity in civil service, with a view to ensure access to mainstream services for migrants and newcomers

Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts.

Objective 8. Intensify the assessment of integration results for migrants and host communities and their use for evidence-based policies.

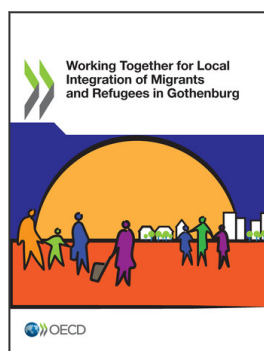
Block 4. Sectoral policies related to integration

Objective 9. Match migrant skills with economic and job opportunities.

Objective 10. Secure access to adequate housing.

Objective 11. Provide social welfare measures that are aligned with migrant inclusion.

Objective 12. Establish education responses to address segregation and provide equitable paths to professional growth.



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