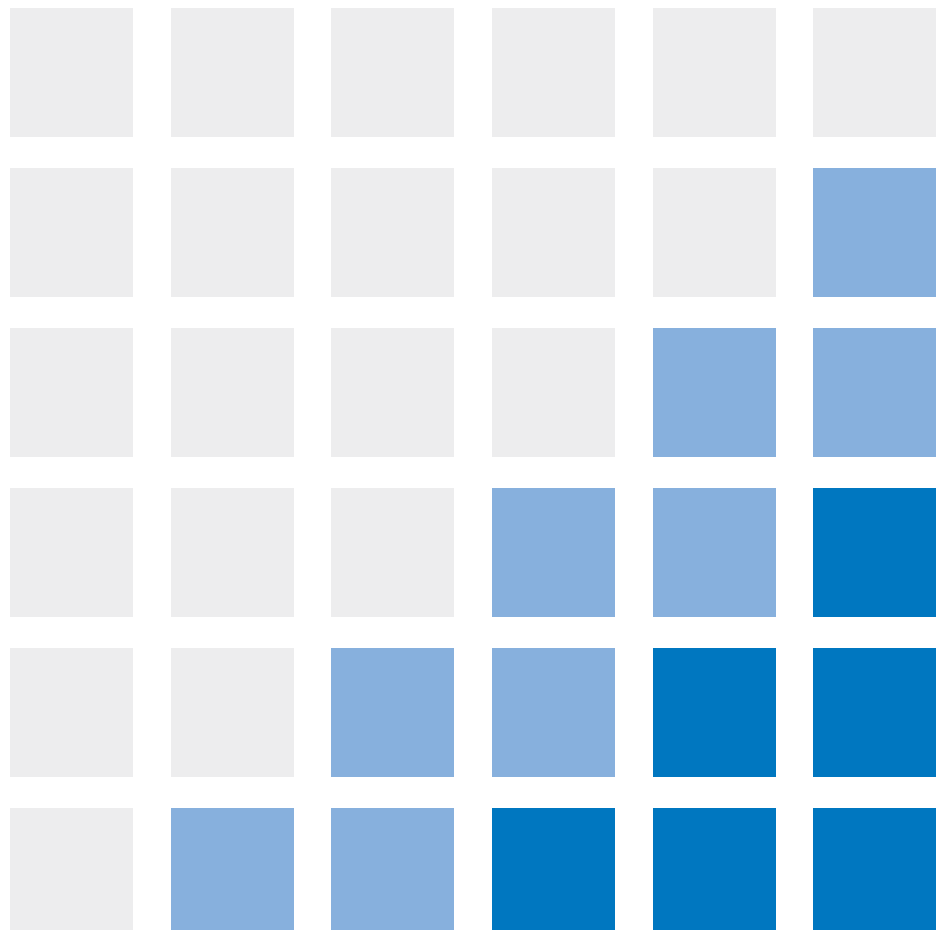


MIGRATION: ATTRACTIVENESS – OPENNESS – INTEGRATION

An International Benchmarking for Västra Götaland

November 2011



Editor

Region Västra Götaland in co-operation with the City of Göteborg, The Göteborg Region Association of Local Authorities (GR) and Business Region Göteborg.

Project director

Urs Müller

Editorial staff

Andrea Wagner

Urs Müller

Cesare Scherrer

Postal address

BAK Basel Economics AG

Güterstrasse 82

CH-4053 Basel

T +41 61 279 97 00

F +41 61 279 97 28

info@bakbasel.com

<http://www.bakbasel.com>

Contents

1	Executive Summary	6
2	Introduction	7
3	Theory and concept	9
3.1	Immigration and economic growth	9
3.2	Concept.....	11
4	Västsverige/Göteborg: An overview	15
5	Profile of the benchmarking regions and countries.....	21
5.1	Västsverige/Göteborg and its benchmarking regions	21
5.2	Main immigration patterns in European countries	23
6	Västsverige under the benchmarking lens.....	28
6.1	Attractiveness for migrants.....	28
6.1.1	Income and consumption	28
6.1.2	Labour market	29
6.1.3	Safety and health care	29
6.1.4	Education	30
6.1.5	International exchange	31
6.1.6	Index of migration: Attractiveness.....	32
6.2	Openness towards migrants	33
6.2.1	Access to the country and the region	33
6.2.2	Access to the labour market	35
6.2.3	Access for foreign investors.....	36
6.2.4	Public attitudes towards immigration policy.....	37
6.2.5	Index of migration: Openness.....	38
6.3	Integration of immigrants.....	39
6.3.1	Labour market integration	39
6.3.2	Education integration.....	43
6.3.3	Perception of immigrants	45
6.3.4	Participation and anti-discrimination	46
6.3.5	Index of migration: Integration.....	49
6.4	Index of migration.....	51
7	Case study: Göteborg as an intercultural city.....	56
7.1	Concept Intercultural Cities	56
7.2	Results for Göteborg in international comparison.....	57
7.2.1	Overview	57
7.2.2	Göteborg's intercultural initiatives in detail	58
7.2.3	Summary and recommendations.....	65
8	Summary and conclusions	67
9	References	69
	Appendix: Indicators Overview	72

List of Figures

Fig. 3-1	The way to sustainable performance	9
Fig. 3-2	Economic growth and migration.....	10
Fig. 3-3	Benchmarking migration: The BAKBASEL Approach	11
Fig. 3-4	Index of Migration	13
Fig. 4-5	Immigrants per year, Västsverige/Göteborg, 2000-2009	17
Fig. 4-6	Inhabitants with foreign citizenship, Göteborg City, 2009	17
Fig. 4-7	Inhabitants born abroad per city district Göteborg.....	19
Fig. 6-8	GDP per capita (in Euro), 2009, regions.....	28
Fig. 6-9	Taxation on manpower, 2009, regions.....	28
Fig. 6-10	Employment growth, 2005-09, regions	29
Fig. 6-11	Percentage of foreign-born people with tertiary education, 2009, regions	29
Fig. 6-12	Percentage of people who feel 'safe' or 'very safe', 2008, regions	30
Fig. 6-13	How likely not to receive health care needed if become ill in next 12 months, 2008, regions	30
Fig. 6-14	Perception of the state of health care nowadays, 2008, regions.....	30
Fig. 6-15	Top universities: sub-index of internationalisation, 2010, regions.....	31
Fig. 6-16	Number of international school programmes, 2009, regions	31
Fig. 6-17	Global accessibility, 2009, regions	31
Fig. 6-18	Foreign tourist intensity, 2009, regions.....	31
Fig. 6-19	International meetings, 2009, regions	32
Fig. 6-20	Percentage of foreign-born people, 2009, regions and cities.....	32
Fig. 6-21	Index of Migration: Attractiveness, regions	33
Fig. 6-22	MIPEX: Family reunion / access to nationality / long-term residence, 2010, countries	34
Fig. 6-23	MIPEX – Labour market mobility, 2010, countries.....	36
Fig. 6-24	Ease of hiring foreign labour, 2007/2008, countries.....	36
Fig. 6-25	Freedom of investment, 2011, countries.....	37
Fig. 6-26	Prevalence of foreign ownership, 2010, countries	37
Fig. 6-27	Allow many/some immigrants of same race/ethnic group (different race/ethnic group; from poorer countries) as majority? 2008, regions	37
Fig. 6-28	Index of Migration: Openness, regions	38
Fig. 6-29	Participation rate, 2009, regions	39
Fig. 6-30	Unemployment rate, 2009, regions	39
Fig. 6-31	Change of the unemployment rate, 2005/2009, regions.....	40
Fig. 6-32	Youth unemployment rates, 2009, countries	40
Fig. 6-33	Unemployment rates for third country nationals and nationals, 2009, countries.....	41
Fig. 6-34	Unemployment rate of employees with tertiary education, 2009, regions.....	41
Fig. 6-35	Unemployment rate of employees with completed lower education, 2009, regions	41
Fig. 6-36	Point differences in the PISA scores for reading literacy between children of natives and those of immigrants, 2006/2009, countries	44
Fig. 6-37	Host-country language not spoken at home, 2008, regions	44
Fig. 6-38	Percentage of population with completed lower education, 2009, regions	44
Fig. 6-39	Do immigrants make the country a better or worse place to live?	46
Fig. 6-40	MIPEX sub-index: Anti-discrimination / political participation, 2010, countries	47
Fig. 6-41	Percentage of people who voted in the last national elections, 2008, regions.....	47
Fig. 6-42	Percentage of people who are not members of a political party, 2008, regions.....	47
Fig. 6-43	Percentage of people who are not members of a trade union, 2008, regions.....	48
Fig. 6-44	Percentage of people who trust police, 2008, regions	48
Fig. 6-45	Percentage of reported discrimination of the foreign-born population because of colour or race, 2008, regions.....	49
Fig. 6-46	Index of migration: Integration, regions	50
Fig. 6-47	Index of migration, regions	52
Fig. 6-48	Index of migration: Göteborg and sub-samples according to skill level, regions.....	53

Fig. 6-49	Index of migration: Göteborg and sub-samples for Northern Europe and Central Europe, regions.....	54
Fig. 6-50	Index of migration: Göteborg and Oslo, regions	54
Fig. 7-1	Intercultural City Index: Göteborg City in international comparison	59
Fig. 7-2	Intercultural City Index: Intercultural lens – Göteborg City	59

List of Tables

Tab. 4-1	Percentage of employees in different sectors	15
Tab. 5-1	Population of region and of city, 2009	21
Tab. 5-2	Migration profile region and city 2009.....	22
Tab. 5-3	Migration stock and inflow 2009, countries.....	23
Tab. 5-4	Most important immigration groups and waves.....	25
Tab. 7-1	Intercultural cities questions (indicators).....	57
Tab. 7-2	Intercultural City Index – International comparison, cities	62

1 Executive Summary

The study has been conducted on behalf of the Region Västra Götaland in co-operation with the City of Göteborg, The Göteborg Region Association of Local Authorities (GR) and Business Region Göteborg. The study is about migration. Positive migration is the single most important sign that people believe that there are opportunities and a possibility of living a good life in a city or region. The more opportunities people see, and the more people who see these opportunities, the larger the net inflow will be. This is valid for people with radically different backgrounds: for rich and for poor; for people seeking the most advanced, well-paid jobs and for people seeking any kind of work; for people just looking for a better life and for people trying to escape oppression and violence. This is important. A city or region has to be attractive for all groups: for the native population as well as for people coming from abroad with different skills, cultures and resources. Only diverse, heterogeneous places are attractive. Sustainable migration can therefore only exist if there is attractiveness, openness and integration in a city or region.

Attracting people from other countries and different parts of the world is also decisive for the city's or region's own sustainable future. The migration flow determines the future age structure of the population. This study shows that only 10 percent of the international migrants to Göteborg are over 65 years old compared to 27 percent of the native population. Human capital is the most vital asset for a region yet populations are both shrinking and ageing in most parts of the Western world, even in China. In this situation, positive migration is becoming even more important.

Migration, attractiveness, openness and integration of Västsverige/Göteborg is compared with twelve strong European urban regions. The regions are Stockholm, København, Helsinki, Oslo, München, Stuttgart, Genève, Barcelona, Milano, Bruxelles, Wien and Amsterdam. The ability to attract people from other countries is the main indicator of success. Göteborg and Västsverige are doing well. The growth of the foreign-born population was almost four percent per year in the region during the first decade of the 21st century, the fifth highest in the sample. The share of foreign-born in Göteborg city is at approximately the same level as in Barcelona, Oslo, Stuttgart, München and Stockholm. It is markedly higher than in Helsinki, København and Milano. Its attractiveness is primarily built on a strong appeal to students and on a society that is genuinely open to migration.

However, there is room for improvement. The overall structural attractiveness, as it is measured here, is not the strongest among the regions. Integration is weak compared to the other regions. This is especially true when it comes to labour market, educational attainments and trust in the services of society. Even for the relatively large group of immigrants with higher education, the unemployment level is high relative to the other cities and regions. Göteborg is also a segregated society (compared to the other cities in the sample). This situation means that there is a lack of integration that leads to marginalisation of people in these areas. The explanations are, of course, manifold. Neighbourhood segregation is one reason by itself and also seems to be affecting the general quality of the educational system in a way that hinders educational attainment for immigrants. There are also signs that foreign labour is seen as less valuable than native labour in the Swedish society. This will, of course, not make it easier for people with a non-Swedish background to succeed on the labour market. However, and this is important, integration has not failed. A high percentage of people from other countries are well-integrated and make significant contributions to the society of Göteborg and of other parts of the region.

The benchmarking of Göteborg as an intercultural city also shows good results overall. The problematic areas are, in general, linked to the segregated neighbourhoods. A more active policy vis-à-vis the local media also seems important. Otherwise, there is, in general, an active policy to fight segregation. Still, there are other cities and regions with a high number of foreign people, including refugees, which are more intercultural and show better integration. A deeper comparison with Oslo, Amsterdam and København might be fruitful for Göteborg to understand ways to become even more attractive to immigrants in the future.

There are measures Västsverige/Göteborg can take to improve its standing. When it comes to attractiveness, it can increase accessibility to facilitate international exchange. Openness can be enhanced by going back to former rules when students from all over the world had the right to come and study for free. Integration and intercultural exchange can be bettered by encouraging ethnic diversity in all areas of society. The region and its municipalities can implement diversity policies when answering the following questions: How do they provide their services? How do they recruit their workforces? And how do they procure their goods and services?

2 Introduction

Globalisation continually challenges the economic and social structures of our cities and regions. Some thirty years ago, rising competition from Asia led to the decline of the shipping industry in Göteborg and initiated a long and at times painful transition towards a service economy. The recent financial crisis and the subsequent recession almost washed Västsverige's automotive industry away. Although the situation has improved, nobody can predict the relevance of the Swedish car sector in ten year's time. However, we do know that globalisation will continue to reshape our economies and our societies.

Thus, cities and regions have to prepare for the future. They must be ready to act and ready to influence whatever developments come. They will increasingly compete on a global scale for the best people. The competition for talents has become as important as investments due to the increasing relevance of knowledge-based industries.¹ Highly qualified migrants contribute to economic growth and local welfare as long as they can use their qualifications (knowledge) adequately in the new labour market. In regions with a high cost of living, unskilled migrants are also welcome in lower paid jobs which do not appeal to the local population. Apart from economic reasons, qualified and unqualified people have moved and still move to Europe because of political reasons. Armed conflicts and dictatorships force people to leave their countries. The receiving countries and regions have to allow these people to rebuild their lives.

Demographic changes will challenge regional policy, too. Low fertility rates and the resulting baby gap will shrink workforces in most European countries. The share of elderly will also increase dramatically due to longevity. The number of elderly dependent on pensions will threaten the sustainability and financing of the whole pension system. Immigration may help reduce the burden. Germany, for example, would need net migration of 353'000 young people each year to stabilize its population.² The situation is less drastic in Sweden. The net migration of young people required to stabilize the population would be 10'000 each year. However, increased immigration cannot fully compensate for gaps in the workforce because the required inflow would be too large in many countries.³ Nevertheless, it is widely accepted that immigration can help reduce the burden of ageing populations. Having workers who are willing 'to care for' the elderly will increasingly become an important location factor in communities. Thus, it is crucial for regions to not only retain people already living there, but also to attract people from outside and to integrate both groups in the production process and in society.

The primary goal of policy is sustainably high welfare per capita. Migration may help achieve this goal. Thus, regional and urban policy for sustainable economic development should include a specific immigration policy. In this context, there are three aspects to deal with. Firstly, regions should be **attractive** because migrants only want to go to attractive places and residents will only stay in an attractive environment. Secondly, the region should be **open** because migrants can only go to an open place where barriers of entry and obstacles for living and working are low. Thirdly, regions have to foster **integration** because immigrants can only add to welfare when they are part of the receiving society. The potential of migrants is often not fully realised because of language barriers, lack of recognition of qualifications, lack of information about local labour markets and so on. Integration and intercultural exchange are important preconditions that must be in place for immigrants to contribute to regional success. In addition, integration and intercultural exchange are important ingredients for social cohesion. A high level of trust and social cohesion helps to prevent conflicts and violence, increases policy effectiveness and makes the region attractive for people and investors alike.

The aim of this study is an international benchmarking of Västsverige/Göteborg with regard to the three aspects mentioned above: attractiveness, openness and integration. It will discuss how attractive and open Västsverige/Göteborg is for people all over the world and will have a more in-depth study on how well immigrants are integrated into Västsverige's society. It will identify Västsverige's strengths and weaknesses in these three facets of migration policy.

Benchmarking means to compare oneself with others and to learn from them, or from the best of them (best practice). Given the wide range of factors determining immigration and integration, the diversity of immigrants

¹ OECD (2006)

² BAKBASEL (2010b); Annual baby gap = ((fertility rate / 2.1)-1)*(population/life expectancy)

³ OECD (2006)

and the different approaches of policy makers, there are no standard measures which can be applied in order to become an attractive and open place with high social cohesion. There are no 'ideal' policy measures in this process. Benchmarking can only be 'a fruitful basis of exchange of information, policy initiatives and best practices'.⁴

Immigration policy is often determined and designed at national level, however, the impact on migrants and on society is felt in local communities⁵ so a local approach is important, particularly for successful integration. To assess where Göteborg stands in different policy areas of integration, the concept of intercultural cities developed by the Council of Europe is adopted. This study will explore how intercultural Göteborg is and how well Göteborg manages its cultural diversity.

Definition of the concepts used: 'integration' and 'interculturalism'

Social integration is a complex phenomenon. There is no consensus on the concept. In this study, **integration is taken as a positive 'social goal implying equal opportunities and rights for all human beings. In this case, becoming more integrated implies improving life's chances.'**⁶ In a more narrow sense, it is about 'ways of promoting immigrant participation in the major institutional arrangements of a society.'⁷

According to the Council of Europe, **an intercultural city regards diversity as an asset and enhances exchange between different cultural communities. 'Interculturalism is about explicitly recognising the value of diversity while doing everything possible to increase interaction and mixing between cultural communities.'**⁸

This study is structured as follows: It begins with some theoretical reflections on immigration and economic growth. Then the concept applied in this report is described. An overview of the inhabitants and the different labour market sectors of the region Västverige and the city of Göteborg follows. Then, Västverige's and Göteborg's benchmarking regions are described and the main migration patterns in European countries are outlined.

In chapter 4, Västverige is put under the benchmarking lens. Attractiveness for immigrants, openness towards immigrants and integration of immigrants are analyzed. The chapter ends with a discussion of the index of migration.

Chapter 5 is the case study of Göteborg as an intercultural city. This refers to the intercultural cities project designed by the Council of Europe and the European Commission which focuses on special intercultural measures a city can undertake.

Finally, Västerige's and Göteborg's strengths and weaknesses are summarized with some concluding remarks.

⁴ Entzinger and Biezeveld (2003), 11

⁵ OECD (2006)

⁶ United Nation Research Institute for Social Development (1994)

⁷ Entzinger and Biezeveld (2003), 11

⁸ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/Interculturality_en.pdf (download: 02.04.2011)

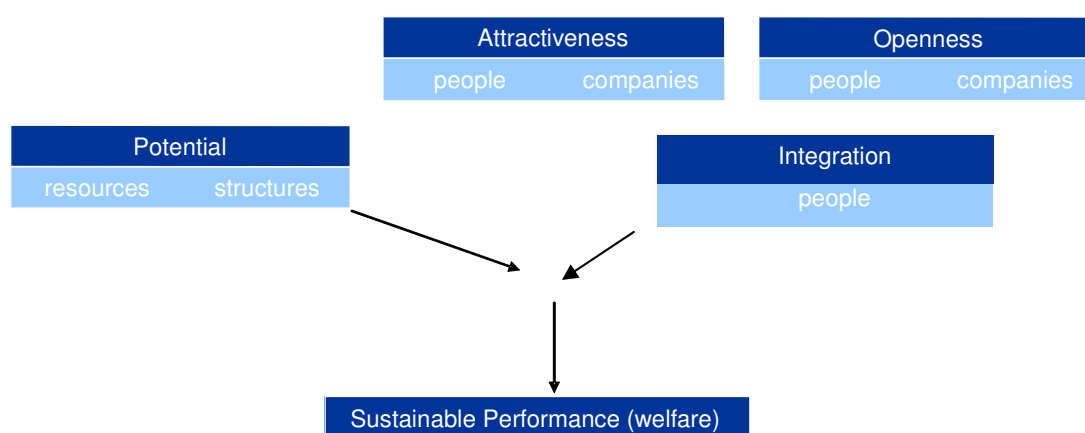
3 Theory and concept

3.1 Immigration and economic growth

How can cities and regions reach sustainable economic growth? The economic performance of a region depends on its potential, its attractiveness and its openness (see Fig. 3-1). People from abroad have to be integrated into the production process as well. The economic foundation of a region (its potential) is formed by the availability of productive manpower and capital (its resources) as well as its combined portfolio of industrial sectors, manpower and capital. For attractiveness, conditions for companies and for individuals are both important. Regions should have attractive framework conditions for companies (business climate), but they should also offer a high quality of life (people's climate). Regions should also be open to both companies and individuals. How easy is access to all relevant goods in the regions? Barriers for starting, conducting and closing a company should be as low as possible. Regions should try to remove or reduce barriers for individuals wanting to enter and stay (or leave). It is decisive that people not only can come and stay, but also that they participate and contribute to the society and the production process.

Thus, this study focuses on the attractiveness and openness of regions and cities as well as their capacity to integrate immigrants as three important steps on the path towards sustainable performance.

Fig. 3-1 The way to sustainable performance



Source: BAKBASEL

In economic literature, there are different models and approaches towards discovering how immigration affects the economy.⁹ Fig. 3-2 illustrates how regional output can be influenced by labour inputs. Both labour productivity and labour utilisation can have an effect on GDP per capita. Immigration can affect GDP per capita in one or both of these ways.

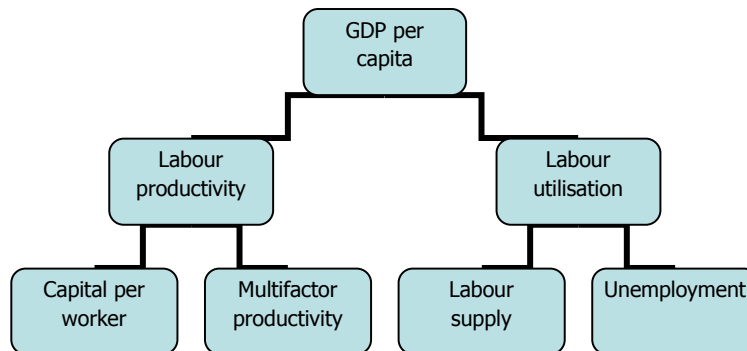
Immigrants directly impact labour utilisation through their labour market behaviour. The higher the labour force participation of immigrants is, the higher the labour utilisation is. Labour force participation varies between different groups of immigrants according to their origin, sex, age, qualifications, etc. The effects of labour utilisation also vary between different migration groups. It is therefore important to have low barriers of entry into labour markets to make use of the foreign labour force. In this respect, openness matters!

Immigration also has an influence on labour productivity. For example, highly qualified immigrants will increase labour force productivity. Immigrants who bring investment capital with them also affect productivity positively. Multifactor productivity can increase through immigrants who share their knowledge within firms which can bring

⁹ Moody (2006)

about innovations. There is also evidence that diversity of the workforce can have positive productivity effects. Ottaviano and Peri (2004) state that a greater variety of individual skills increases total output as long as the productive benefits to diversity are higher than the possible costs that may rise due to difficult communication between those with different languages, cultures, etc. Integration and intercultural exchange may reduce communication costs. Thus, both integration and intercultural exchange matter for regional output.

Fig. 3-2 Economic growth and migration



Source: Based on Moody (2006)

To sum up, immigration can increase regional GDP through labour productivity or labour utilisation. These factors, however, depend on both the openness of the region and on the integration of immigrants in the region and in the labour market.

Different concepts of immigrants and foreigners

Views on the appropriate definition of immigrant populations vary from country to country. Despite this, it is possible to draw an internationally comparable picture of the size of an immigrant population, based on either nationality or on country-of-birth criteria.

Foreign-born:	The foreign-born population of a country includes all people who live in the host country (it's their usual residence) but were born in another country. ¹⁰
Non-nationals:	People who are not citizens of the country where they live. Non-nationals still have the nationality of their home country, but live in the host country. They may have been born in the host country or in the home country.
Migrant background:	While definitions vary, in most countries, people with a migrant background are those who were born in another country, but live permanently in the host country, or those who were born in the host country, but have at least one parent who was born in another country.

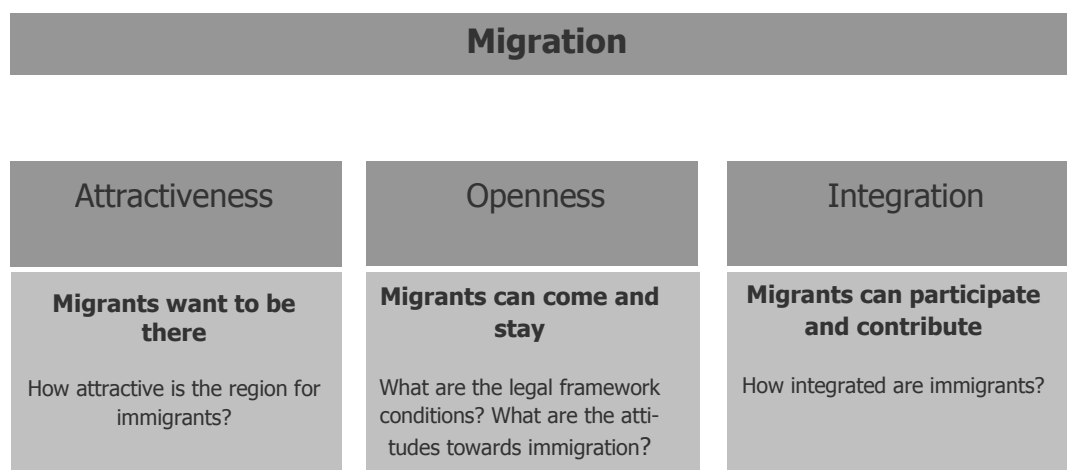
In this study, the terms 'immigrants' and 'foreign-born population' are used as synonyms.

¹⁰ stats.oecd.org/glossary

3.2 Concept

The BAKBASEL migration model assesses three broad issues: A region's attractiveness to migrants, its openness for migrants and its integration of migrants as shown in Fig. 3-3.

Fig. 3-3 Benchmarking migration: The BAKBASEL Approach



Source: BAKBASEL

The first issue, attractiveness, reflects the fact that migrants only want to go to attractive places. Regions should be not only attractive to residents (potential emigrants), but they also should have a good cost-utility ratio for potential immigrants from all over the world. The second issue, openness, is important because people can only come and stay if the region is open to them. There should not be any barriers of entry or obstacles for living and working for people from all over the world. Integration of immigrants is the third issue which is relevant because immigrants only add to welfare when they are integrated (otherwise they produce, primarily, costs). Regions should make effective and efficient use of human resources including all minorities (especially all immigrants from all over the world). Immigrants will only participate and contribute to the recipient society if they are integrated.

Attractiveness to migrants measures the region's appeal to migrants, based on its economic and social environment. A region is attractive for migrants when the region offers a high quality of life, particularly for migrants. For this reason, indicators which measure the overall quality of life – such as GDP per capita, consumer price indices, taxes or employment growth – are included alongside indicators which measure aspects of the quality of life which apply more directly to immigrants, such as international schools. The attractiveness of Västsverige to migrants also depends on its degree of international exchange. Regions, for example, with good accessibility, a large number of international firms, and a lot of immigrants who already live there may be more attractive to new immigrants. Västra Götaland has identified internationalisation as one important aspect of expanding and ensuring a 'good life' in the region. In its vision, 'Västra Götaland is attractive to companies, capital, skilled labour, research, students and visitors'.¹¹ To sum up, the issue of attractiveness deals with the following questions. Does the region provide an attractive labour market for foreigners? Does it offer a high quality of health care and is it safe for immigrants? Does the region have well-developed international exchange? Does it have internationally well-known, high-quality educational facilities? Fig. 3-4 summarises the issues and components of the BAKBASEL migration model.

Openness towards migrants measures the absence of relevant barriers of entry and obstacles to living in the region. The openness of a region is often determined primarily by the national political and legal framework for foreigners. Important areas for the region's openness towards immigrants are: access to the country and to the labour market, access for foreign investors and public attitudes towards immigration policy. The access to the country is measured both by the stock and diversity of the non-native population and by the national legal condi-

¹¹ Region Västra Götaland (2005)

tions for naturalisation, long-term residence and family reunification. The access to the labour market deals with the national legal conditions for access and integration of immigrants into the labour market and the national labour market regulations for foreign labour. The access for investors deals also mainly with the national regulations for foreign investors.

For benchmarking integration, it is useful to distinguish between four dimensions of integration: (1) socio-economic integration (2) cultural integration (3) legal and political integration and (4) the attitude of the recipient society towards immigrants.¹² Socio-economic integration is measured using labour market participation indicators, rates of educational attainment by immigrants as well as housing and residential patterns. In recent years, it has been felt that socio-economic integration does not tell the whole story and that cultural integration must also be assessed. Do immigrants speak the language of the recipient country? Do immigrants respect the core values of the recipient society (such as equal rights for men and women)? Do immigrants have contact with natives? Legal and political integration refers to the regulations regarding citizenship (often measured through naturalization rates) as well as rights and entitlements for immigrants and their participation in politics and society. Integration is a two-way process which requires effort both on the part of immigrants and on the part of the host society. The perception of native residents towards non-native residents reflects the degree of the immigrants' integration.

Based on integration literature and data availability, this study uses the following four dimensions of integration: 1) labour market integration 2) educational attainment of immigrants 3) the recipient society's perception of immigrants and 4) cultural and political participation and anti-discrimination¹³ which are combined in this report under the heading of 'participation and anti-discrimination'. Because the legal integration of immigrants is seen as an integral part of openness in this study, it is discussed under the heading of openness rather than integration. Unemployment rates, labour market participation and related issues for success in the labour market such as educational achievement (level of qualification, language knowledge and education) are among the most widely recognized indicators of socio-economic integration. The recipient society's perception addresses whether or not people in the region have a positive view of diversity and whether or not they think that immigrants contribute in a positive way to society. Indicators of participation and anti-discrimination are, for example, diversity in trade-union or political party membership and the percentage of immigrants who feel discriminated against in the region.

How should we measure integration? Who should be included in the reference group?

One problem of measuring integration is that the necessary data are often lacking. However, even if there are data available, determining who should be included in the reference group remains a major problem. Should we compare immigrants to the host society or to immigrants in other regions? And when we find differences, how do we explain those differences? For example, are higher unemployment rates among immigrants compared to the native population due to the immigrants' lack of skills or due to natives' discrimination in hiring? Would it be any better to compare the labour market outcomes of immigrants in one region to immigrants in another region?¹⁴

As there is no 'ideal' reference group, this study usually presents the results of both groups, immigrants and non-immigrants. In calculating the index of migration, the differences between both groups are used. It is assumed that in regions where outcomes greatly differ, immigrants are less integrated.

For summarising and assessing complex topics like attractiveness, openness and integration, aggregated indices are highly valuable tools. They provide the big picture before delving into more detailed analysis of a region, which will be necessary when working towards specific policy conclusions. Thus, an index of migration, an index family with several sub-indices, has been calculated. It provides a quick overview of a region's ranking in an international benchmarking.

¹² Entzinger and Biezeveld (2003)

¹³ The aspect of housing and residential patterns can only be discussed on a very local level. This aspect will, therefore, be discussed in the case study to Göteborg (see chapter 7).

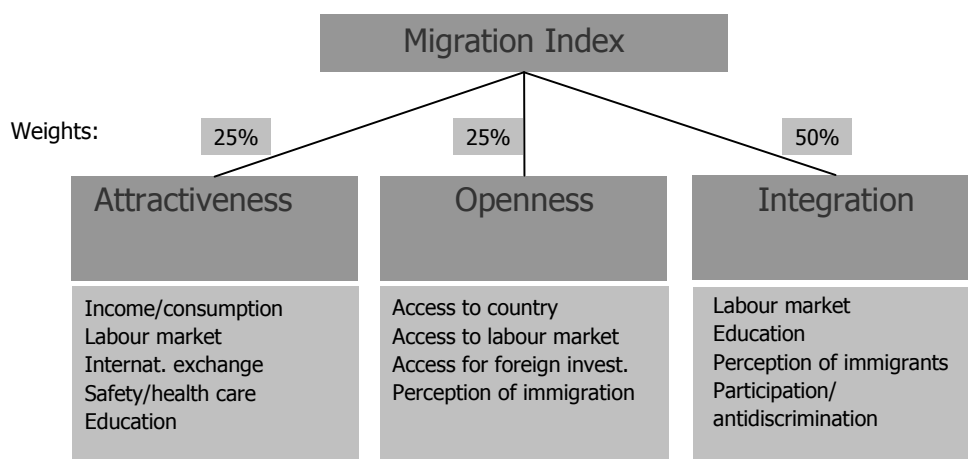
¹⁴ Council of Europe (1997)

The total index of migration is composed of 45 indicators which are subdivided into the three pillars, namely attractiveness to migrants, openness towards migrants and integration of migrations. Each of these three pillars includes several main components, which were explained above.

In order to calculate the index of migration, the indicators have to be aggregated and weighted. All three pillars of the index, as well as all sub-indices used, are normalized with identical methods. All variables and all indices have an average of 100 and a standard deviation of 10. An index value of 110 means that a region is one standard deviation above the benchmarking sample.

In the overall index of migration, attractiveness and openness received a weight of 25%, while integration received half the weight (50%). Integration was weighted more heavily because only immigrants who are integrated can contribute to the region's success. Attractiveness and openness are therefore necessary, but not sufficient conditions for successful immigration.

Fig. 3-4 Index of Migration



Source: BAKBASEL

Index of Migration

Attractiveness for migrants (25%)

Income and consumption:	GDP per capita, tax burden on high personal incomes, consumer price index
Labour market:	Employment growth, foreign-born population with tertiary education, large international companies
International exchange:	Global accessibility, international passengers (flights), foreign tourist intensity, international meetings, stock of foreign-born population, diversity of foreign-born populations
Safety and health care:	Subjective feeling of safety of foreign-borns, their satisfaction with the health care system, how likely not to receive health care needed if become ill in next 12 months
Education:	International schools, international students

Openness towards migrants (25%)

Access to the country/region:	MIPEX (Migrant Integration Policy Index): family reunion, access to citizenship, long-term residence, number of foreign languages on government websites and existence of official websites for certain groups of immigrants or foreign investors, inflow of foreign-born population 2000-2009
Access to the labour market:	MIPEX sub-index labour market mobility, ease of hiring foreign labour
Access for foreign investors:	Freedom of investment, prevalence of foreign ownership
Perception of immigration policy:	Attitudes of the inhabitants in the regions: How many immigrants should be allowed to come (same race, different race, from poorer countries)?

Integration of migrants (50%)

Labour market integration:	Ratio of unemployment rates (native population/foreign population), ratio of participation rate (native/foreign-born population), ratio of youth unemployment rate (native/foreign-born population)
Education integration:	Differences in percentage of foreign-borns regarding completion of lower education, difference in reading of natives' children and immigrants' children in PISA, percentage of immigrants who don't speak the language of the recipient country at home
Perception of immigrants:	Is immigration good or bad for your country's economy? Is the country's life undermined or enriched by immigrants? Do immigrants make the country a better or worse place to live?
Participation/Anti-discrimination:	MIPEX sub-indices on political participation and anti-discrimination, differences voting last national election (foreign-born/native), membership in trade unions/political parties, trust in police, foreign-born's perception of being discriminated against

A short description of the selected indicators appears in the Appendix.

4 Västsverige/Göteborg: An overview

The Västsverige region, with Göteborg at its centre, is situated in the south-west of Sweden. Two counties, Halland and Västra Götaland, form the region. Västsverige is on the border with Norway and, with 1.8 million inhabitants, it is the second most populous region in Sweden. Göteborg, with about 500,000 inhabitants, is the second-largest city after Stockholm.

Home of the largest harbour in Scandinavia, Göteborg has a long-standing tradition of trading, manufacturing and international contacts.¹⁵ The Swedish East India Company was settled in Göteborg in the 18th century. World leading shipyards were located in Göteborg. However, with the shipping crisis in the late 1970s, the tradition of ship building ended. Nevertheless, the port is still a logistical cluster for the region and the old harbour zones were transformed into vital urban areas with residential areas and workplaces.

Manufacturing also contributed to the city's wealth with large companies¹⁶ such as Volvo, Ericsson and SKF. Automotive industries such as Volvo and its supply companies were important employers in the region. The industrial sector is still an important pillar of the region's economy. Nevertheless, a re-structuring of the economy away from traditional manufacturing and towards more knowledge-based industries is taking place. A number of small and medium-sized IT and life science companies are located in the Göteborg region.¹⁷

Tab. 4-1 shows the percentage of employees in the different sectors. Most people work in the manufacturing industry: 18% in 2009. This is a small decrease from 2005 when one-fifth of Västsverige's labour force worked in the manufacturing sector. 18% is still above the European average, which is 16%. The second most important employers in Västsverige are health and social services, where 16% of the labour force was employed in 2009. The European Union average is 10% in health and social services. Similarly, the percentage of people employed in the educational sector (11%) is higher than the European average (6%).

Other important sectors are the trade and repair industry (13%), which is slightly under the EU average (15%), as well as transport and communication (6%). The motor vehicle industry employed the same percentage in 2005 as in 2009 (5%) and is above the European average value, which is 2%. The IT sector in Västsverige also has slightly more employees (2%) than the EU average (1%). In other industries, such as banking and insurance the region Västsverige has room to improve.

Tab. 4-1 Percentage of employees in different sectors

Sectors	Västsverige		EU
	2005	2009	2009
Manufacturing	20%	18%	16%
Health and Social Services	17%	16%	10%
Trade and Repair	13%	13%	15%
Education	10%	11%	6%
Transport and Communication	7%	6%	6%
Construction	5%	6%	7%
Motor vehicles	5%	5%	2%
IT	2%	2%	1%
Banking and Insurance	1%	1%	3%

Source: BAKBASEL

¹⁵ Business Region Göteborg (2009)

¹⁶ <http://www.businessregiongoteborg.com/huvudmeny/aboutus/globalentrepreneurs.4.1d3a858c10528e52e0280002671.html>

¹⁷ Business Region Göteborg (2009)

Knowledge-intensive industries are regarded as one important driver of the economy of the future. To successfully establish such industries, the links between higher education and government bodies as well as the broader society are important.¹⁸ Göteborg is fortunate to have two top universities, Chalmers University of Technology and Göteborg University, both belong to the 300 world's best universities according to the Shanghai Index. Chalmers Science Park and Chalmers Innovation Centre as well as other important research institutes such as the Swedish Environment Research Institute are located in Göteborg. International comparison reveals that both universities are attractive to students from abroad (see chapter 6.1.4). The number of international students tripled between 1998/99 and 2008/09. During the academic year 2008/2009, 36'600 foreign students studied in Sweden. Half of them came from European countries and about 10'000 students came from Asia, primarily from Iran, China and Pakistan. Beginning in the autumn of 2011, students from 'third countries' (countries outside the EU/EEA and Switzerland) will have to pay tuition fees.¹⁹

The event and tourist industries have also intensified in recent years. Göteborg has become an internationally recognised city for culture and sports with various big events such as the Göteborg Cultural Festival, the International Science Festival and Göteborg's Book Fair is the largest book fair in Scandinavia.²⁰ Göteborg was the host city of the Ice Hockey World Championships in 2002, the UEFA Cup Finale in 2004, the European Championships in Athletics in 2006, the World Championships in Figure Skating in 2008 as well as the XIII FINA World Masters Championships in 2010.²¹

Like most bigger cities in Sweden, Göteborg has a large immigrant population, which makes up about 20% of the population. 66% of them have Swedish citizenship. Nearly a third of the population of Göteborg has a migrant background. In the region, almost 14% of the population was born outside of Sweden (see Tab. 5-2).

In Fig. 4-5, it is apparent that the number of immigrants increased both in the region of Västsverige and in Göteborg city between 2000 and 2009. Looking at the entire region, the number of immigrants grew from 10'000 in 2000 to slightly over 14'000 in 2009. However, the number of people who emigrated also increased from 6'000 to nearly 8'000 in the same time period. Therefore, net immigration in Västsverige expanded from just over 4'000 people to nearly 8'000 people.

While the city of Göteborg welcomed about 5'000 immigrants in 2000, by 2009 the number had grown to 8'000. About 4'000 people left the city in 2009, just 500 more than had left in 2000. Thus, net immigration for the city increased from 2'000 to 4'000 people between 2000 and 2009. The number of refugees entering the city remained at about 1'000 during the whole time period. In 2006, the inflow of refugees increased briefly to 2'000 refugees, but had already decreased by 2007. The increase can primarily be explained by temporary asylum legislation which gave asylum seekers the right to have their cases re-assessed. The legislation covered the period from November 2005 to March 2006, but a backlog of cases meant that work continued throughout 2006.

Overall, in the city of Göteborg between 2000 and 2009, the foreign-born population increased from 19% to 22%, which accounted for about half of the population growth. In the Västsverige region as a whole, the increase was even greater: from 10% to 13%. Two thirds of the population growth in the region was due to the influx of foreign-born people. Thus, immigration accounts for a substantial part of the population growth in Göteborg as well as in Västsverige. An increase in the total population of a European region is a sign of success and attractiveness, not only as a place of production and labour, but also as a place to live. Immigrants are also important to Västsverige/Göteborg for demographic reasons; they help tackle the twin problems of ageing and of a reduction (both medium and long-term) in the number of active people.

In Fig. 4-6, the countries of origin of the non-Swedish inhabitants in Göteborg in the year 2009 are diagrammed. Most of the non-nationals, nearly a quarter of them, come from Scandinavia. Most of them are from Finland. The largest non-European group is from Iraq. They account for about 9%. There are also large groups from Iran, Somalia and Poland, which together make up about 20% of all non-nationals in Göteborg. The 'other countries' category includes many European countries, with Romania and France constituting the biggest parts. About two thirds of all non-nationals come from countries which do not belong to the European Union (so called third country nationals). Immigrants who come from countries outside the EU usually have fewer rights than immigrants

¹⁸ Clark (2009), 34

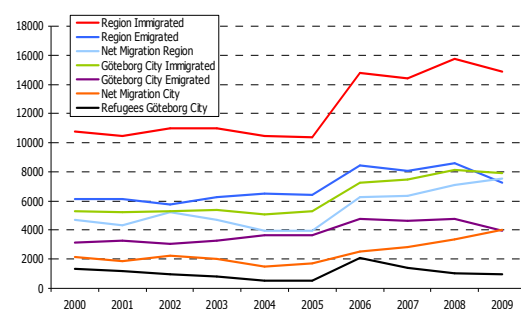
¹⁹ Högskoleverket (2010)

²⁰ <http://www.bok-bibliotek.se>

²¹ <http://en.wikipedia.org/wiki/Gothenburg>

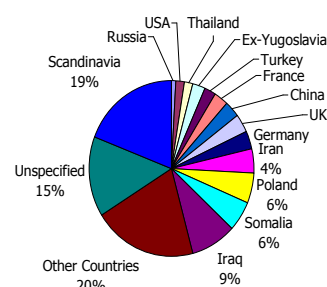
from the EU. Citizens of the EU, for example, can move and work freely in all countries belonging to the EU. They can vote on a local level immediately after arrival. Non-EU foreign residents tend to be less educated, hold lower-skilled jobs, and are less likely to be employed than EU citizens.²² In fact, in 2009, the average unemployment rate in Sweden was 8%, yet it was a staggering 26% among non-EU immigrants. Moreover, between 2006 and 2009, unemployment increased by 1.3% across Sweden,²³ but it increased by 6% for those without EU citizenship. A specific integration policy, one which takes into account the composition of the immigrant population, is needed to make sure that immigrants can find employment and homes in Göteborg.

Fig. 4-5 Immigrants per year, Västsverige/Göteborg, 2000-2009



Source: Göteborg statistics

Fig. 4-6 Inhabitants with foreign citizenship, Göteborg City, 2009



Source: Göteborg statistics

The trend towards an ageing population and a shrinking workforce is a general European phenomenon. In Västsverige, the Swedish population's old age dependency ratio, which measures the proportion of pensioners (age 65 and up) to the working age population (age 15 to 64), is similar to other European regions. It has increased from 24% to 27% in the last five years. Among non-nationals, however, the old age dependency ratio is significantly lower, arriving at about 10%. Although lower, this 10% reflects a moderate growth given that their ratio was 6% in 1995. Nevertheless, immigrants contribute positively to the demographic structure of the region.

In the region of Västsverige, the percentage of foreign-born people with a tertiary education is about 25% compared to about 26% among those born in Sweden. On the other end of the education spectrum, 36% of foreigners and 27% of Swedes have only completed their lower education. Integrating low-skilled immigrants into the labour market in a fruitful way can be a real challenge for regional development strategies.

Sweden has one of the most liberal immigration policies in Europe. EU citizens, Norwegians and Icelanders can live and work freely in Sweden without limitations. In 2004 and again in 2007, Sweden immediately opened its labour market to the newly accepted EU-member states. Recently, Sweden has facilitated immigration for those coming from outside of the European Union. Humanitarian immigration and accompanying immigration for family reunification is the most numerous type of immigration.

Foreign-born workers account for 14% of the region's labour force. However, Västsverige does not take full advantage of the economic potential of these workers. Although the workforce participation rates among foreign-born and native population are rather similar (about 70%), there is a large difference between them regarding unemployment rates. Currently the unemployment rate for country-born people is about 7%. For foreign-born males, the rate is almost three times higher, reaching 18% in 2009. For foreign-born females, it is 15%. Employment rates differ between the native and the foreign-born population by about 10%. Whereas the employment rate for the native population is slightly over 90%, the employment rate for foreign-born people is a little over 80%. Unemployment among the foreign-born population is particularly high for the young and the low qualified (see chapter 6.3.1).

In integration policy, Sweden is regarded as one of Europe's leaders.²⁴ According to the Migrant Integration Policy Index (MIPEX) in 2010, as in 2007, Sweden's immigration policies scored the highest of all analysed countries.

²² Andersson et al. (2010); Lemaître (2007)

²³ Migrant Integration Policy Index III (2011)

²⁴ Parusel (2009)

The aim of the Swedish integration policy is 'equal rights, obligations and opportunities for all, regardless of ethnic or cultural background' which should be reached through general measures for the whole population.²⁵ Newly arrived immigrants should receive targeted support in their first years in Sweden. At the national level, each ministry and government agency is responsible for integration in its particular area. The Ministry of Employment, for example, is responsible for integration in the labour market. The government focuses on the following topics: orientation of the newly arrived immigrants (particularly refugees), naturalisation and citizenship, discrimination, human rights, spatial segregation and monitoring of progress. At the regional level, the county councils are in charge of health services. Many important integration issues, such as housing and schooling, lie in the hands of the municipalities.

The introductory period of orientation for newly arrived immigrants has been one of the most discussed issues in Swedish integration policy. The immigrants (mainly refugees and family members) receive assistance in the initial integration process. They are offered Swedish language courses, information about Swedish society, job opportunities, etc. The local municipalities play a key role in integration. They can decide whether or not to make an agreement with the state (earlier the Board of Migration, now the county boards) concerning accepting refugees. Once accepted, it is then the local government's responsibility to integrate the refugees into Swedish society by providing housing, education, health care and so on. The central government gives the local municipality a grant to cover the expenses. From this money, the municipality has to pay both its staff and for the services for the newcomers such as language lessons, the SFI (Swedish for Immigrants), housing, etc.

In 1986, the refugee dispersion policy was introduced with the aim of avoiding an over-concentration of immigrants in a few regions, especially in the cities (Stockholm, Malmö and Göteborg).²⁶ Sweden tried to allocate refugees and asylum-seekers to municipalities throughout the country. One dilemma of this policy was that the choice of settlement locations were not linked to the needs of the local labour market and in order to find employment, many refugees had to resettle. An increasing number of refugees led to a revision of this compulsory dispersion policy in 1994. Since then, refugees have had the right to decide where to live. Many of them choose to live in areas where relatives or other members of their nationality already live.

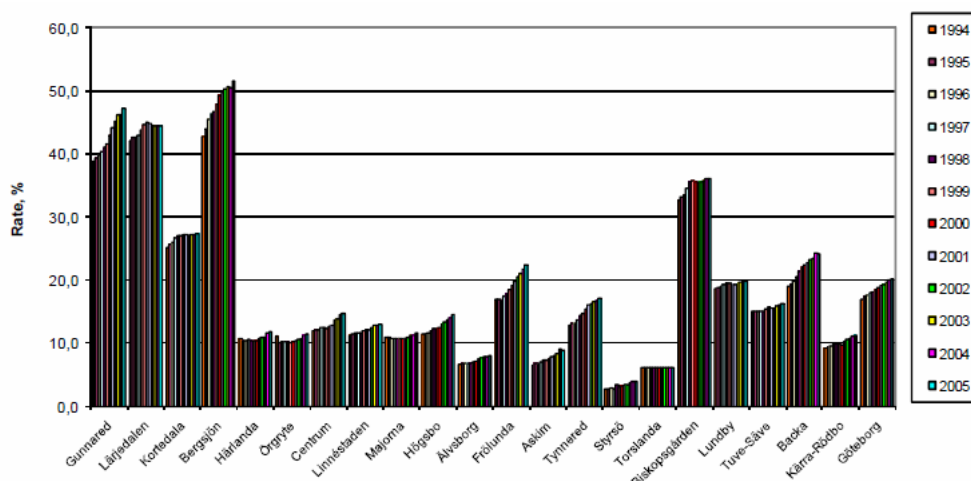
Residential segregation based on ethnicity is high in Sweden when compared internationally.²⁷ Although there are not large clusters of one immigrant group, there are mono-ethnic clusters where only Swedes live. This is similar to other European countries. Neighbourhoods dominated by immigrants include people from a wide range of different ethnic backgrounds. However, more 'visible minorities' (primarily immigrants from outside the EU) tend to live in more immigrant-dense areas than those immigrants who 'blend in' better (primarily immigrants from neighbouring Nordic countries or from EU member states).

Fig. 4-7 illustrates residential segregation by ethnicity in Göteborg between 1994 and 2005. It is obvious that in some of Göteborg's city districts (Gunnared, Lärjedalen, Bergsjön, Biskopsgården) the foreign-born inhabitants are above average which is an indication of residential segregation. But neighbourhoods don't become segregated overnight; it is a long-term process. For example, in Bergsjön in 2005, more than 50% of the inhabitants were born abroad. Between 1994 and 2005, the number of foreign-born residents increased in nearly every district, but those districts which already had a high number of foreign-borns in 1994 saw a more significant increase in subsequent years than those districts which started with a lower number of foreign-borns. This shows among other things that immigrants tend to prefer areas where other immigrants already live.

²⁵ The following is based on Regerungskansliet (2009)

²⁶ The following is based on Lemaître (2007)

²⁷ Andersson et al. (2010)

Fig. 4-7 Inhabitants born abroad per city district Göteborg

Source: City of Göteborg (2008b)

Immigrants, and particularly refugees, often need a long time to integrate into the labour market. The program designed to help them has been revised many times. On December 1, 2010, a new reform was launched to speed up the introduction of newly arrived immigrants to working and living in Sweden.²⁸ The new reform, known as the Introduction Act, should assist refugees and other people who have a resident permit, but still need support.

The Introduction Act includes:

- Help in moving where the jobs are

Upon arrival, immigrants are given help finding a place to live. The conditions of the labour market should be the main consideration in this decision. The Swedish Public Employment Service should help with this decision.

- An individual plan based on educational background

Within one year of registering with the Swedish population register, each newly arrived immigrant has the right to receive a personalized introduction plan based on his or her educational background and working experience. The program includes, at minimum, Swedish language lessons, civic orientation and employment preparation activities.

- Individualised benefits as an incentive for taking part in introduction activities

Immigrants who participate in the introduction plan receive at least 231 SEK per day, five days a week, to encourage them to attend regularly.

- Civic orientation for a basic understanding of Swedish society

Civic orientation should inform immigrants about Swedish life and Swedish society. The importance of human rights and fundamental democratic values are part of the civic orientation as well.

- A personal guide for support

An immigrant who takes part in the introduction plan can choose a personal guide or mentor who works for the Swedish Public Employment Service. The mentors support the newcomers in helping them find a place of employment. The mentors receive monthly payment and results-based financial incentives if they are successful in finding a job or a program of study at the post-secondary level for the newcomer.

The Swedish Public Employment Service is responsible for all these introduction activities for newly arrived adults whilst the municipalities are responsible for providing housing, initiatives for children in schools and pre-schools as well as for offering civic orientation courses.

The effects and experiences of the integration policies are difficult to judge and to summarise. Although Swedish integration policies are ambitious, the actual integration of immigrants is not as positive as one would expect from a normative perspective. Some would argue that the composition of immigrants (mainly refugees) combined

²⁸ Regerungskansliet (2010)

with decreasing job opportunities for less qualified workers from the 1980s onwards challenges integration.²⁹ There also seem to be various practical problems in implementing integration policies. Criticisms of the introduction measures are, for example, that there are 'information problems' between the different agencies involved. Although all participants have an individual plan, immigrants often do not know this plan. There seem to be waiting times between the different activities which discourage immigrants from taking part. It has been stated that 'the health conditions of immigrants is often poor and treatment is not always early enough or of the right quality'. The support system functions in a way that immigrants receive money without being obliged to actively pursue opportunities which may result in dependency on these money transfers. The Swedish language courses for immigrants have been criticized for lack of organization, lack of competent teachers, long waiting times, and for not being individual enough, among other things. An additional problem seems to be a lack of cooperation between the municipalities. For example, Göteborg may provide special language courses for medical professionals, but a doctor from Iraq registered in the municipality of Sunne, for example, cannot attend this course in Göteborg. Municipalities are sometimes interested in keeping their refugees even if it is not the best place for their long-term integration.³⁰

²⁹ The following is based on Andersson et al (2010)

³⁰ [http://www. Migazin.de/2009/06/30/blaugelbe integration/](http://www.Migazin.de/2009/06/30/blaugelbe-integration/)

5 Profile of the benchmarking regions and countries

5.1 Västsverige/Göteborg and its benchmarking regions

After the sketch of Västsverige/Göteborg in the previous chapter, this chapter will outline the 12 European regions used for benchmarking Västsverige/Göteborg.

Tab. 5-1 Population of region and of city, 2009

City	Region	Population City	Population Region
Göteborg	Västsverige	507'330	1'866'283
Stockholm	Stockholms län	829'417	2'019'182
København	Hovedstaden	528'208	1'662'285
Helsinki	Uusima	583'350	1'423'579
Oslo	Oslo and Akershus	586'860	1'123'359
München	Kreisfreie Stadt München, Landkreise Dachau, Ebersberg, Erding, Freising, Fürstenfeldbruck, Landsberg am Lech, München, Starnberg	1'330'440	2'654'626
Stuttgart	Stadtkreis Stuttgart, Landkreise Esslingen, Göppingen, Ludwigsburg, Böblingen, Rems-Murr-Kreis	601'646	2'673'463
Genève	Cantons De Genève et Vaud	189'313	1'155'430
Barcelona	Provincia de Barcelona	1'621'537	5'487'935
Milano	Provincia de Milano	130'749	3'123'205
Bruxelles	Région de Bruxelles-Capitale	157'673	1'089'538
Wien	Bundesländer Wien, Niederösterreich und Burgenland	1'692'067	3'582'188
Amsterdam	Noord-Holland	767'773	2'669'084

Source: Cities Statistics Agencies, BAKBASEL

The first step of regional benchmarking, as applied by BAK Basel Economics, is to find and choose the best regions (or cities or city-regions, etc.) to compare a certain area (city or city-region) with. The criteria used to compare Göteborg with the most relevant regions can be described as follows:

1. Regions with a similar sector focus to Västsverige/Göteborg (high share of automotive industries and/or manufacturing) such as Stuttgart and München. These regions are potential competitor regions to look at and to measure against.
2. Regions with a similar economic, population and geographic situation to Västsverige/Göteborg (geographical position, size of the metropolitan area, stock of international population) such as Oslo and København.
3. Diverse regions, such as Milano, Barcelona and Genève, to guarantee a variety of countries and migration patterns are represented.

To achieve high quality regional benchmarking, it is essential to define a region carefully. A region is a parameter within which economic actors cooperate, workers flow and new ideas pass through the innovation chain to saleable products. Today, a city relies more than ever on its economic outskirts. The core city itself plus the functionality associated with surrounding areas that heavily depend on one another is considered a 'functional urban region' (see Tab. 5-1). In this report, this concept of functional urban regions is used for the geographic delimitations of the regions, even when, for the sake of brevity, only the city names are used. Whenever possible, the

selected indicators refer to functional urban regions. When the relevant data are not available for the region in question, then the next best geographical delimitation available is used.³¹

Functional Urban Regions and the definition of city regions (or metropolitan regions or metro regions)

A functional urban region is an area which functions as a common economic unit. Defining exactly how much of the territory surrounding the core city should be included in this common economic area is, of course, open to interpretation. More often than not, the commuting patterns of the labour market is used to define this area. The number of commuters from outside the area should be relatively small. But even this definition leaves room for different solutions and results. The definition can be narrowed further by using the jurisdiction boundaries of administrative regions. Using administrative regions is also necessary for data reasons because data are normally only available for administrative regions. Still, the main source for the definition should always be the commuting pattern.

In the case of certain aspects of quality of life, it is sufficient to compare core cities because most cultural offerings, for example, are concentrated in city centres.

Tab. 5-2 illustrates the migration profiles of Västsverige and the benchmarking regions in the year 2009. In most cities, 20% to 30% of the residents were born abroad or aren't citizens of the country in which they live. Genève and Helsinki are the exceptions at opposite ends of the scale; in Genève almost half the population are not Swiss citizens, while in Helsinki only 6.6% are foreign-born. In most regions, foreign-born and non-national rates are considerably lower than the rates in the cities. Only Helsinki city has a lower foreign-born percentage than its region.

Tab. 5-2 Migration profile region and city 2009

City	Region			City				
	Foreign-Born	Non-Nationals	Annual growth rate 2000-2009	Foreign-Born / Non-Nationals	Largest group of non-nationals	Refugees	Migration Background	Non-EU Citizens
Barcelona	16.4%	14.6%	19.1%	20.7%	Morocco (17%)	n.a.	n.a.	13.4%
Genève	n.a.	33.7%	2.2%	45.6%	Portugal (19%)	1'760	n.a.	28.5%
Oslo	18.0%	16.0%	7.1%	20.9%	Pakistan (13%)	12'635	27.3%	6.0%
Amsterdam	3.6%	6.5%	1.5%	29.4%	Morocco (17%)	n.a.	49.9%	9.4%
Bruxelles	n.a.	27.1%	0.9%	27.1%	France (16%)	3'680	n.a.	10.4%
København	15.6%	9.2%	3.2%	16.3%	Pakistan (7%)	n.a.	21.6%	16.3%
Helsinki	7.7%	5.5%	7.1%	6.6%	Estonia (20%)	n.a.	11.0%	8.3%
Stuttgart	n.a.	15.7%	-0.6%	22.7%	Turkey (17%)	641	37.3%	13.0%
München	n.a.	16.4%	0.8%	22.9%	Turkey (13%)	10'208	35.2%	13.8%
Stockholm	20.8%	9.3%	3.1%	21.8%	Poland (7%)	n.a.	28.7%	6.8%
Göteborg	13.7%	5.7%	4.4%	21.9%	Finland (9%)	999*	29.0%	5.7%
Milano	n.a.	11.2%	10.8%	15.2%	Egypt (13%)	n.a.	n.a.	13.3%
Wien	19.6%	12.9%	3.8%	30.4%	Serbia (21%)	n.a.	32.3%*	13.8%

* 2008

Source: National and City Statistics; Göteborg Daily

In most regions between 2000 and 2009, the range of the annual average growth rate of the foreign-born population lies between 1% and 4%. An outlier is Barcelona with an annual growth rate of about 19%. Three regions have an annual growth rate below one percent, namely Bruxelles, Stuttgart and München.

³¹ For indicators derived from data taken from the Labour Force Survey, the following regions have a different geographical delimitation: Helsinki (Southern Finland and Åland), Barcelona (Cataluña), München (Bayern), Stuttgart (Baden-Württemberg), Wien (Österreich), Genève (Région lémanique). For indicators derived from data taken from the European Social Survey, the following regions have a different geographical delimitation: Helsinki (Southern Finland and Åland), Barcelona (Cataluña), München (Bayern), Stuttgart (Baden-Württemberg), Wien (Österreich), Genève (Région lémanique), Milano (Lombardia).

In nearly all of the cities, the largest immigrant groups are from Europe or North Africa, except in Oslo and København where the largest immigrant group is from Pakistan. In Göteborg and Stockholm, most immigrants come from Finland and Poland, respectively. There is also a difference in immigrant diversity among the profiled cities. In both Barcelona and Amsterdam, Moroccans account for about 17% of all immigrants. By comparison, Stockholm's and København's largest immigrant groups only represent about 7% of all immigrants.

In most cities, 20% to 30% of residents have a migration background, meaning they were born abroad or have at least one parent who was born abroad. However, there are exceptions. In Amsterdam, the percentage is nearly 50% and in Helsinki, it's just 11%.

5.2 Main immigration patterns in European countries

To deepen understanding of the different immigrant and integration outcomes in the regions, the following section provides a background description of the benchmarked countries with respect to their immigrant compositions, migration histories and regulations.

Who are the people immigrating? Where do they come from? Why have they come? Tab. 5-3 shows the composition of the immigrant stock as a percentage of the country's total population and the composition of the immigrant inflow as measured by the type of immigration permits issued for 2009 for several European countries. In most countries, 10% or more of their residents were born abroad. Switzerland has the highest percentage of foreign-born people (26%), followed by Austria (15%). Between 13% and 14% of the inhabitants are foreign-born in Sweden, Belgium, Germany and Spain. In every country, the percentage of the foreign-born population is higher than the percentage of the non-nationals. This is mainly due to the number of immigrants who choose to (and are allowed to) become naturalised citizens of their adopted country. This difference is especially pronounced in Sweden, Finland, Norway and the Netherlands where the rate of naturalisation is high.

Tab. 5-3 Migration stock and inflow 2009, countries

State	Stock			Inflow				
	Foreign born *	Non-national	Refugees	Family	Work	Study	Humanitarian Reasons	Naturalisation Rate**
Austria	15.3%	10.3%	0.47%	39.7%	7.4%	8.8%	44.1%	0.9%
Belgium	13.0%**	9.2%*	0.15%	58.5%	11.1%	13.8%	16.6%	3.2%
Denmark	7.3%	5.8%	0.37%	12.6%*	22.1%*	48.3% *	17.0%*	2.1%
Finland	4.1%	2.7%	0.14%	37.8%	15.7%	22.5%	24.1%	9.1%
Germany	13.0%***	8.7%	0.72%	38.8%	11.9%	22.4%	26.9%	n.a.
Italy	2.5%****	6.6%	0.09%	39.0%	55.1%	5.2%	0.7%	1.5%
Norway	10.3%	6.4%	0.80%	36.0%	26.2%	11.3%	26.4%	6.1%
Spain	14.1%	12.7%	0.01%	69.4%	15.3%	15.2%	0.1%	1.4%
Sweden	13.9%	6.0%	0.88%	52.2%	26.2%	19.3%	2.4%	5.4%
Switzerland	25.8%	21.9%	0.61%	51.6%**	5.5%**	28.1%**	14.8%**	3.7%
Netherlands	10.9%	3.9%	0.46%	44.7%	20.2%	19.3%	15.9%	4.7%

* 2008, **2007, ***2003, ****2001

Source: Eurostat, OECD, OECD Migration Outlook 2010, MIPEX 2007

Naturalisation rate is calculated as the number of naturalisations in one year as a share of non-national residents.

The naturalisation rate indicates the immigrants' legal and political status granted by the host country. Naturalisation is an important part of the legal and political integration of immigrants. In this context, two 'systems' can ideally be distinguished: *jus soli* (right of soil) versus the *jus sanguinis* (right of blood).³² In countries with a *jus soli* system, all people born in the country receive the citizenship of that country regardless of their ancestry or

³² Entzinger and Biezeveld (2003)

length of residence. In countries with a *jus sanguinis* system, the right of full citizenship depends on the ancestry of the person. In most European countries, the rule of *jus sanguinis* is applied (for example in Austria, Denmark, Italy, Norway, Sweden and Switzerland). Only a few countries such as the United Kingdom or the United States have adopted the *jus soli* system. In recent years, there has been a trend to combine these two systems. This is the case, for example, in Germany, Sweden, Belgium, the Netherlands and Finland.³³ There is also a trend in many European countries to lighten their rules on dual citizenship. Nevertheless, there are still large variations between different states. Countries with a long history of immigration, such as the United Kingdom, more often allow dual citizenship. Other countries have eased their regulations more recently (e.g. Sweden, Finland, Belgium). Germany and Austria are still rather restrictive, but they are becoming increasingly more flexible.³⁴

Immigration inflow is measured by the number and type of permits issued. Permits granted to immigrants can be subdivided into four types: permits for family reunification, for work, for study and for humanitarian reasons (see Tab. 5-3). For all countries, except for Austria, Denmark and Italy, the permits issued for family reunification account for the largest part of the immigration inflow. In Austria, most permits, about 44%, are granted for humanitarian reasons. In fact, the inflow due to humanitarian reasons is remarkably higher in Austria, Finland, Germany and Norway than in all the other countries. In Italy, the immigrants who are permitted to stay for work are the largest group and account for about 55% of all immigration. In Denmark, more permits are given to students than to any other group.

The percentage of official refugees in every country ranges from 0.01% in Spain to 0.88% in Sweden. Germany, Norway and Sweden are the countries with the highest number of refugees in their immigrant populations. Spain and Italy have the lowest refugee percentages. In Spain, the percentage of the official refugees is about 0.01%; in Italy, it is about 0.09%. These low rates are most likely due to the high percentage of illegal refugees.

For each indicator, Sweden shows average values compared to the other countries. 13.9% of the population were born abroad and 6.0% are not Swedish citizens. However, Sweden has the most refugees in relation to its total population, nearly 1%. In 2009, about 52% of all immigration permits were granted for family reunions and just 2.4% for humanitarian reasons. Nevertheless, about one third of the immigration permits granted for family reunion were given to relatives of refugees in 2008.³⁵

It is useful to distinguish between two very different kinds of immigration models: permanent immigrants versus temporary workers.³⁶ In Europe's recent past, migration flows were driven either by labour market needs or by political reasons such as decolonisation, returning emigrants or forced immigration (refugees). Most European countries did not develop any policy measures to attract foreign labour permanently. Only very recently have some countries started introducing immigration quotas and these are mostly for highly qualified people. In countries such as Germany, Austria, Belgium, Switzerland and the Netherlands, the immigration of workers, particularly in the 1960s and 1970s, was seen as a temporary solution to labour shortage (temporary worker model). It was thought that the workers would return to their countries of origin after a certain period so developing integration policies was assumed to be unnecessary. However, many temporary workers stayed and become permanent inhabitants. Moreover, they were joined by family members or started new families in the host country. It took some time before countries acknowledged this immigration process and started devising integration policies. Countries such as Spain, Italy, Greece and Portugal which had been countries of emigration for so long have recently started receiving large numbers of workers, mainly from countries outside of the EU. These workers are often unskilled and have no legal immigrant status, yet large numbers of illegal immigrants bring integration problems as well. The countries try to solve these problems through, for example, large-scale amnesties, thus changing temporary workers into permanent immigrants.

Regarding immigration history, it is useful to differentiate between several important immigration waves and between types of destination countries and how they implemented immigration policies (see Tab. 5-4):

³³ OECD (2011)

³⁴ OECD (2011)

³⁵ Regerungskansliet (2009)

³⁶ The following is based on Entzinger and Bieszeveld (2003)

Tab. 5-4 Most important immigration groups and waves

State	Most important im-migrant groups	First migration inflows	Most important immigration waves since 1950
Austria	Former Yugoslavia, Turkey	until 1989: refugees fleeing from communist regimes in Eastern and Central Europe	1990s: Immigrants, refugees and asylum seekers from Eastern and Central Europe
Belgium	Italy, Morocco, France	1946: Guest worker agreement with Italy	1950 - 1970s: Further guest worker agreements, family reunification; Today: international students
Denmark	Turkey, Iraq, Germany	1960: Guest worker agreements with Turkey, Pakistan, Morocco	1990s: Refugees from Russia, Hungary, Bosnia, Iran, Iraq, Lebanon; Today: labour migration and students
Finland	Estonia, Sweden, Russia	1980s: Return migrants, especially from Sweden	1990s: Family reunification, refugees; Today: international students
Germany	Turkey, Italy, Poland	1955: Guest worker agreement with Italy	1960: Further guest worker agreements 1980s and 90s: Family reunification 1990s: Ethnic Germans from the former Soviet Union
Italy	Albania, Morocco, Romania	1980s: Immigrants from Morocco and Albania	Today: Undocumented immigrants, immigrants from outside the EU
Norway	Poland, Sweden, Lithuania	1960s: Immigrants due to free labour area with Nordic neighbours	1960s and 1970s: Guest worker agreements and refugees; Today: family reunification and labour migration
Spain	Romania, Morocco, UK	1980s: Retired immigrants from Northern and Western Europe	1980s: Immigrants from South America; 1990s: Non EU, Eastern Europe
Sweden	Iraq, Nordic neighbours, Poland, Somalia	1954: Free labour area with Nordic neighbours	1980s onwards: Family reunification, refugees, increasing labour migration from Eastern European countries
Switzerland	Italy, former Yugoslavia, Portugal	1950s: Guest worker agreement with Italy and acceptance of refugees	1980s and 1990s: Seasonal workers and refugees; Today: labour migration
Netherlands	Turkey, Morocco, Germany	1950s to 1970s: Immigrants from former colonies	Today: Family reunification

Source: Engler (2007), Ersanili (2007), Kreienbrink (2008), Parusel (2009), Westin (2006), Migration Policy Institute, Focus Migration, Bundeszentrale für politische Bildung

Belgium, Germany, Austria, Switzerland, Denmark and the Netherlands: Guest worker regimes were established due to labour shortages in these countries in the 1960s and early 1970s. This inflow was followed by a period of family reunification and acceptance of refugees.

Spain, Italy and Finland: These countries turned from emigration countries to immigration countries in the 1980s for several reasons. Today, they receive a high number of immigrants coming from outside of the EU.

Norway and Sweden: These countries initially gained from the establishment of a Nordic free labour market in the 1950s. Simultaneously, they recruited guest workers. In contrast to Germany, for example, the Swedish Government viewed these workers as permanent members of their society and assumed their integration. These countries later accepted huge numbers of refugees and asylum seekers. These two decisions produced over the subsequent years an immense number of immigrants through family reunification. Today, both countries accept labour immigration. Norway's immigration policy contains overall labour quota regulations.³⁷

Apart from these three different migration patterns, permanent immigration took place in several European countries due to de-colonisation (e.g. the Netherlands) or returning emigrants (e.g. Finland or Germany).

Integration policies in Europe can be grouped by how they deal with the cultural dimension of immigration. In the United Kingdom, the Netherlands, Belgium and Sweden, the 'multicultural model' is predominant. Immigration is regarded as permanent and immigrants are seen as full members of society even when they are identified according to their country of origin. Each group should have their own facilities and immigrants can maintain their cultural identities. Nevertheless, mutual understanding is promoted and is a prerequisite for this model to function well. On the contrary, the 'assimilation model,' for which France is usually seen as the archetype, also regards immigration as permanent, but the immigrants are expected to adopt the lifestyle of the receiving society. Overall, despite these differences, many European countries have introduced similar integration policy measures with 'the aim at securing legal residence rights, at facilitating equal access to employment, housing, education and political decision-making.'³⁸

To sum up, it might be interesting to group the various cities according their migration patterns:

- The Southern European regions (Milano and Barcelona) of the sample are similar in various respects. Firstly, they are both located in countries which recently turned from being countries of emigration into countries of immigration. Secondly, they have exceptionally high immigration growth rates, mainly from lower educated people from outside the EU. These regions find managing immigration especially challenging because they have to cope with such high numbers of newcomers and do not have much experience with integration compared to other European regions.
- The Central European regions (Wien, München, Stuttgart, Bruxelles, Genève, Amsterdam) can be grouped together because they all have had guest worker agreements since the 1950s and for many years, workers were regarded as only temporary. Apart from Wien, they now have low growth rates of immigration (about 2% or less). The percentage of people from outside the EU is about 10% or more in all the regions. The skill level of the foreign-born population, however, varies in this sample. In Bruxelles, Genève and Amsterdam, at least one third of the non-nationals are highly educated while this is true for only 20-25% of them in the German-speaking regions.
- The metro regions of København, Stockholm and Oslo form one group because they attract more skilled immigrants (30-35% of the foreign-born workforce is highly educated) and they have significant rates of immigration. Oslo, in particular, must handle a high number of newcomers (annual average growth rate of 7% between 2000 and 2009). At between five and eight percent, the number of immigrants from countries outside the EU is lower in this group than in the Southern and Central European regions. Göteborg is similar to the regions in this group with respect to annual average growth rates of the foreign-born population as well as the number of immigrants from outside of the EU. The main difference is that the skill level of the foreign-born population is lower in Göteborg than in the other city regions of this group.

³⁷ Migration Policy Institute (2005)

³⁸ Entzinger and Biezeveld (2003), 16.

- Helsinki does not really fit into any of these groups. Finland has only recently become a country of immigration. Its share of the foreign-born population is still lower than in all other metro-regions. The percentage of third country nationals is the lowest of all the regions and the skill level of the immigrants is rather low for a capital city. Moreover, Helsinki has substantial annual growth rates of the international populations.

6 Västsverige under the benchmarking lens

The following chapter presents a comparison of Västsverige/Göteborg with 12 other metro regions with regard to three issues: attractiveness, openness and integration. The goal of this benchmarking exercise is to identify Västsverige's strengths and weaknesses. In the following the data refer to regions. For the sake of convenience in the figures below the name of the main city in a corresponding region is given.

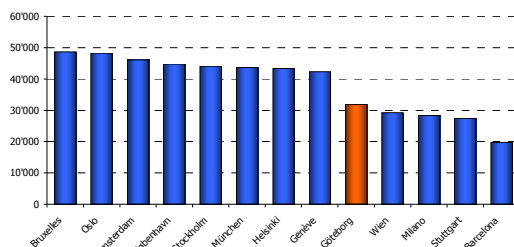
6.1 Attractiveness for migrants

6.1.1 Income and consumption

GDP per capita is the classic indicator of economic strength and wealth. It indicates the potential of the economy and its degree of development. The higher the GDP per capita, the higher personal incomes usually are and therefore, the higher the inhabitants' consumption possibilities are. Thus, the higher the GDP per capita, the more attractive the region is, in economic terms, for migrants. GDP per capita was about 30'000 Euro in 2009 in Västsverige. The Nordic capital regions as well as Bruxelles, München and Genève are wealthier. Nevertheless, Västsverige has a similar GDP level to Wien or Milano (see Fig. 6-8).

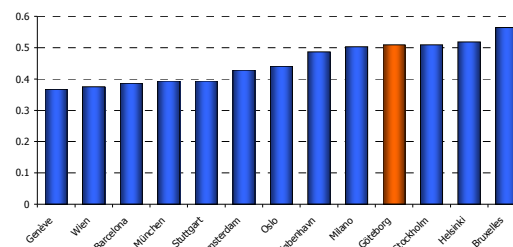
For individual consumption possibilities, the overall price levels in the city, as measured by the consumer price index, are important. An advantage of Göteborg is that it is less expensive than all other benchmarked cities. The consumer price level is particularly high in Genève, København, Oslo, Milano, Helsinki and Wien.³⁹

Fig. 6-8 GDP per capita (in Euro), 2009, regions



Real 2000 prices
Source: BAKBASEL

Fig. 6-9 Taxation on manpower, 2009, regions



Taxation highly skilled manpower – index value
Source: BAKBASEL (2010a), ZEW

In an economy increasingly based on knowledge and with growing international competition, Western European regions depend upon high value added workplaces and continuous innovation. One important factor in the international 'war for talents' between companies and regions is the tax burden on highly qualified employees who, in general, earn more and are, therefore, often taxed at relatively high rates. To measure the tax rates of highly qualified employees in an internationally comparable way, the tax burden on a before-tax income which leads to an after-tax income of 100'000 Euro for a single person is used.⁴⁰

On the right side of Fig. 6-9 are regions with relatively high tax rates. Farthest to the right is Bruxelles with a tax rate of 56.5%, followed by Helsinki (51.9%), Göteborg and Stockholm (50.9%), Milano (50.3%) and København (48.7%). These high tax rates might make attracting highly qualified employees to the Nordic regions, Belgium, and Italy more difficult than to the regions in Switzerland, Austria or Spain. To improve its attractiveness, Sweden has introduced lower income taxes for experts temporarily living in Sweden. These employees with key positions in companies or with skills that are in short supply can get considerable relief on taxes and social contributions.⁴¹

³⁹ Fdi-Benchmark database (2009)

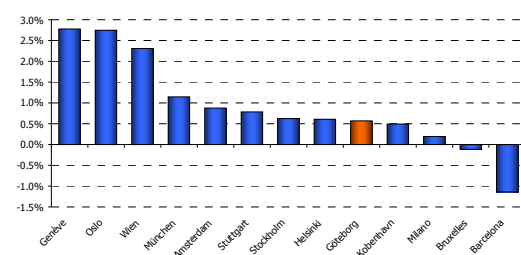
⁴⁰ Most highly qualified people are, or expect to be, in this tax bracket.

⁴¹ Vinge (2004)

6.1.2 Labour market

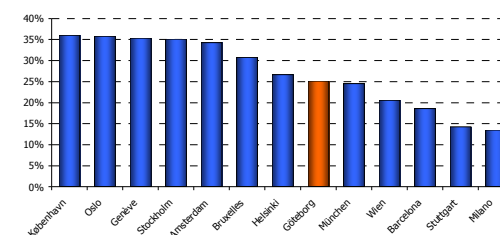
For an area to attract immigrants, it is important that there is an expanding labour market with job opportunities for them. As can be seen from Fig. 6-10, the metropolitan regions of Genève, Oslo and Wien were highly attractive areas with respect to job opportunities between 2005 and 2009. On the contrary, in Barcelona and in Bruxelles, the availability of jobs shrunk. The increase in the number of employed people in Göteborg, 0.6% per year on average, is not impressive, but it is similar to the regions of Stockholm, Helsinki and København.

Fig. 6-10 Employment growth, 2005-09, regions



Annual average growth rate
Source: BAKBASEL

Fig. 6-11 Percentage of foreign-born people with tertiary education, 2009, regions



Source: Labour Force Survey 2010

The presence of large global headquarters is another factor in attracting international workers. These companies connect the region with global flows of human capital. *Fortune* magazine compiles and ranks the top 500 companies worldwide by revenues.⁴² Some of the headquarters of these Fortune 500 corporations are located in Amsterdam and in München (each with 6), in Stockholm (with 4), and in Wien, Bruxelles, Stuttgart and Milano (each with 3). Similar to Genève and Helsinki, Göteborg hosts just one Fortune 500 company headquarters (Volvo), but the number of foreign-owned companies there doubled between 1998 and 2008. In 2008, about 77,000 people were employed by foreign-owned companies.⁴³

Apart from job opportunities themselves, a critical mass of highly qualified people is necessary before additional highly qualified immigrants come. In 2009, 25% of the foreign-born population in Västsverige had a tertiary education, a percentage similar to that of the native population (26%). All capital cities in this benchmarking sample, except Wien, have higher percentages due to their specialised labour markets. Compared to the 'second cities' and Wien, Göteborg scores well for this indicator (see Fig. 6-11).

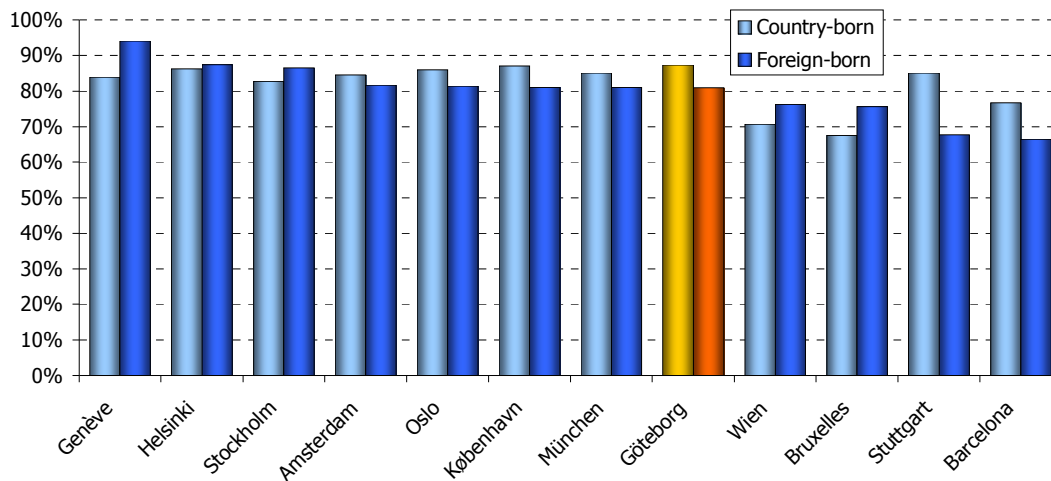
6.1.3 Safety and health care

The attractiveness of a place of residence depends not only on its economic conditions, but also on its social environment. Individuals, and particularly families, prefer to go and live in safe and secure places with high-quality and easily accessible health care services.

In the Nordic, German and Swiss regions of the sample (see Fig. 6-12), 80% or more of people responded that they feel 'safe' or 'very safe' walking alone in local areas after dark. Göteborg is the field leader when people born in Sweden were asked. When the foreign-born people there were asked, the overwhelming majority also responded that they feel safe or very safe, but the percentage was slightly lower (although not as much lower as in Stuttgart). Foreigners as well as native inhabitants feel less safe in the regions of Wien, Bruxelles and Barcelona.

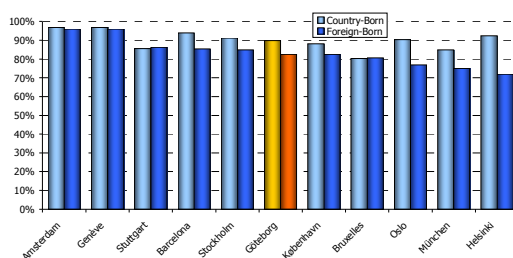
⁴² Fortune Magazine (2010)

⁴³ Business Region Göteborg (2009)

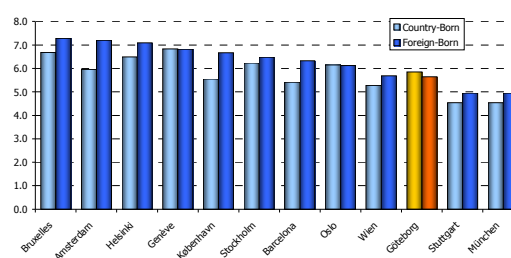
Fig. 6-12 Percentage of people who feel 'safe' or 'very safe', 2008, regions

Feeling of safety of walking alone in local area after dark
Source: European Social Survey 2008

In most regions, the overwhelming majority of the respondents (80% or more) born in the country think that it is 'not likely at all' or 'not very likely' that they will not receive the health care they need if they become ill in the next 12 months. The same view is largely held by foreign-born respondents, however, the percentages are usually lower and there are marked differences in the ratings by the two groups in some regions such as Oslo and Helsinki. The most favourable respondents of all are found in Amsterdam and Genève, followed by Stuttgart and Barcelona as well as the Swedish regions of Stockholm and Göteborg (see Fig. 6-13).

Fig. 6-13 How likely not to receive health care needed if become ill in next 12 months, 2008, regions

Percentage of people who answered 'not at all likely' or 'not very likely'
Source: European Social Survey 2008

Fig. 6-14 Perception of the state of health care nowadays, 2008, regions

0=extremely bad, 10=most favourable; 5=average
Source: European Social Survey 2008

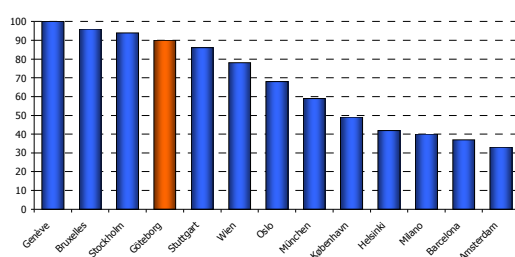
When asked about the state of the health care system nowadays, the foreign-born population reported on average higher satisfaction than the natives did in nearly all regions. Surprisingly, the foreign-born respondents in Västsverige report on average lower satisfaction with the health care system than most of the other regions apart from the German ones (see Fig. 6-14).

6.1.4 Education

The attractiveness of a region, particularly for highly qualified international populations, depends heavily on its education facilities. Universities which are internationally well-known are attractive places for students as well as researchers from all over the world. Attracting students ('gaining brain') can be a regional strategy if the students

want to come, if they have the right to stay after completing their degrees, and if they can find good jobs in the region. Even when students return home after their studies, they can be promoters of the region abroad. Göteborg is well-positioned regarding the internationalisation of its universities. The QS World University Ranking is based on the assessment of a broad range of university activities using six indicators: academic peer review, recruiter review, faculty to student ratio, citations per faculty and internationalisation.⁴⁴ The score of the sub-index 'internationalisation' is derived from the university's percentage of international students and staff. It identifies the University of Göteborg as one of Sweden's leading institutions in terms of internationalisation, ranking it 58th out of 300 universities worldwide, while Chalmers University of Technology is ranked 133rd. The Royal Institute of Technology in Stockholm scores somewhat higher and manages to reach rank 48. Overall, the Swedish regions are doing very well in terms of the internationalisation of their universities, following Genève and Bruxelles in the ranking as shown in Fig. 6-15.

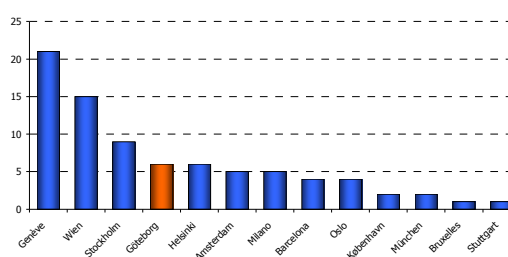
Fig. 6-15 Top universities: sub-index of internationalisation, 2010, regions



Index, 100=maximum

Source: QS World University Ranking (Topuniversities.com)

Fig. 6-16 Number of international school programmes, 2009, regions



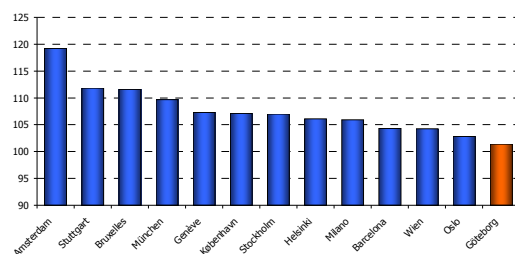
Source: ibo.org

For internationally mobile people with children, an internationally accepted, high-quality school system (where students are usually taught in English) is an important location factor. The benchmarking comparison shows that the number of international school programmes is excellent in Västerverige and is only higher in Genève, Wien and Stockholm (see Fig. 6-16).

6.1.5 International exchange

International exchange can be thought of as a broad range of connections, along with the infrastructure that makes connections possible that link the region to the rest of the world.

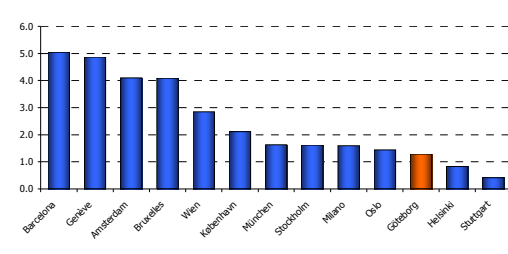
Fig. 6-17 Global accessibility, 2009, regions



Index-Value

Source: BAKBASEL

Fig. 6-18 Foreign tourist intensity, 2009, regions



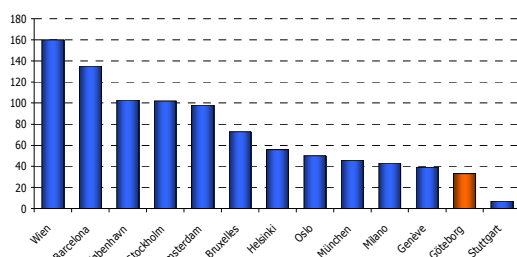
Number of overnights of foreigners p.a. per resident; NUTS 2 regions
Source: Eurostat

The accessibility of a region depends on its geographical location and on its transport system. The indicator shown in Fig. 6-17 is the global accessibility index (average Europe/USA 2002=100) reflecting the outbound accessibility from a region to locations in the rest of the world outside Europe. Airports are the gateways to the

⁴⁴ <http://www.topuniversities.com/university-rankings/world-university-rankings>.

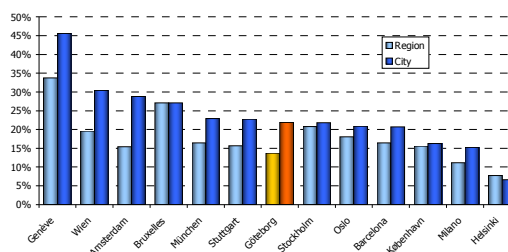
cities and regions in the 21st century. Göteborg's airports do not provide intercontinental flights which is an important aspect for global connections. Its share of international passengers⁴⁵ is the lowest of the sample. Göteborg's global accessibility is low because of the lack of an intercontinental airport and its geographic position at the edge of Europe.

Fig. 6-19 International meetings⁴⁶, 2009, regions



Source: AUMA

Fig. 6-20 Percentage of foreign-born people, 2009, regions and cities



Source: National Statistical Offices, Statistical Offices of the Cities.

Tourist intensity is a general indicator for regional attractiveness with respect to cultural and natural amenities offered by the region. Göteborg is a popular tourist destination with Lisberg amusement park, the Opera, the Southern Göteborg Archipelago, its sport events and many other attractions. In 2006, Göteborg was one of the world's 150 most dynamic and leading cities in terms of international tourist arrivals.⁴⁷ Because of the strong competitors in this benchmarking sample, Västsverige is not in a leading position in this ranking (see Fig. 6-18). Nevertheless, Västsverige has similar foreign tourist intensity to Oslo, Milano, Stockholm or München, and its number of overnight stays by foreigners per year increased from 1.9 to 2.3 million over the last ten years. Most of the cities which are top foreign tourist destinations, such as Wien, Barcelona or Amsterdam, are also at the forefront of attracting international meetings (see Fig. 6-19).

Cities with large and diverse international population may attract human capital more easily which gives them a certain advantage.⁴⁸ In particular, diversity is seen as a factor in the attraction of a highly qualified workforce. Göteborg, like most cities, has about 20% foreign-born people living in the city. The highest percentage of foreigners lives in Genève, followed by Wien and Amsterdam. Göteborg's inhabitants who were born abroad represent 185 nations.⁴⁹ The largest immigrant group (Finns) accounts for less than 10% of all foreigners. Göteborg is therefore as diverse as Stockholm or København (see Tab. 5-2).⁵⁰

6.1.6 Index of migration: Attractiveness

In chapter 6.1 different indicators were applied to measure how attractive a region is for migrants. The indicators were subdivided into five topics: income and consumption, labour market, safety and health care, education, and international exchange. In figure 6-21, these five topics are now merged to form the index, which gives an overview of the overall attractiveness of a region. A value of zero stands for the average attractiveness of all regions. A value of 10 implies that the region is one standard deviation more attractive than the average (one standard deviation is 10). The more attractive a region is, the higher its index value is. Each topic contributes to the index value. The results are diagrammed beginning with the highest score.

⁴⁵ World Airport Traffic Report (2009)

⁴⁶ Number of international association meetings which must be attended by at least 50 participants, must be organised on a regular basis (one-time events are not included), must move between at least 3 different countries. The largest segments of these association meetings are scientific, other academic, trade organisations, professional bodies, or social groupings. These meetings can differ in types of budget, duration and complexity.

⁴⁷ Euromonitor (2006)

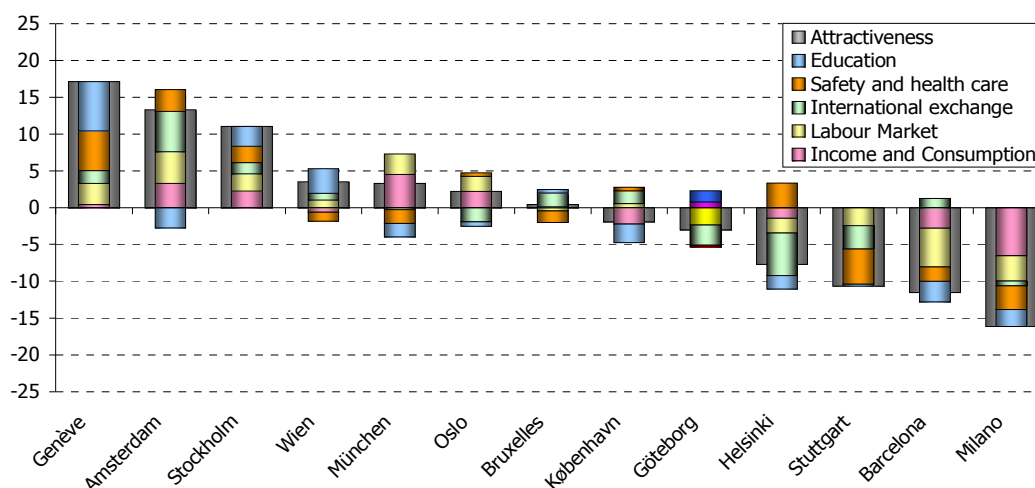
⁴⁸ BAKBASEL (2008)

⁴⁹ City of Göteborg (2008b)

⁵⁰ Diversity is measured as follows: 100 minus the largest group of one foreign nationality of all foreigners in the city.

The most attractive metropolitan region is Genève, followed by Amsterdam and Stockholm. These three leading regions are followed by six regions in the middle: Wien, München, Oslo, Bruxelles, København and Göteborg. The four laggards are Helsinki, Stuttgart, Barcelona and Milano.

Fig. 6-21 Index of Migration: Attractiveness, regions



Index (mean sample = 100, standard deviation = 10); positive/negative derivation of the individual components
Source: BAKBASEL

The international benchmarking of Västsverige reveals that Göteborg is remarkably attractive for international students. Västsverige has a notably good supply of international schools. It is a safe and healthy place to live. Foreign-born people, however, do not seem to be as satisfied with the health care system as the native population, which needs further investigation. Göteborg's consumer prices are not high by international comparison, but income prospects are slightly below the sample average. Its overall labour market conditions were not remarkably bright between 2005 and 2009. A quarter of its foreign-born population is highly educated which is below the amount found in capital cities. Compared to other 'second' cities, Göteborg is doing well. A weakness of Göteborg is its low global accessibility even compared to the other Northern European regions in the sample. This contributes to its comparably low level of international exchange, despite the fact that Göteborg is well-connected and central within Scandinavia. Göteborg's low global accessibility may also play a role in its lack of more Fortune 500 headquarters. Nevertheless, a considerable amount of foreign direct investment contributes to a number of companies (workplaces) located in the region.

To sum up, Göteborg is ranked 9th with its highest performance in education. It is slightly above the average in the field of income and consumption, while in the fields of labour market and international exchange, it is below the average of the sample. Overall, Västsverige's attractiveness is below the sample average. Nevertheless, it is as attractive as København.

6.2 Openness towards migrants

6.2.1 Access to the country and the region

An important aspect of access is that immigrants can easily gain the right of long-term and secure residence, that they can live with their families and that they can easily obtain citizenship or dual citizenship. These rights are mostly determined by national laws.

The MIPEX (Migrant Integration Policy Index) and its sub-indices can be used as a measure of the legal and political framework that migrants face in varying countries.⁵¹ It evaluates the migration policy of about 30 countries

⁵¹ Niessen et al (2007); Huddleston (2011)

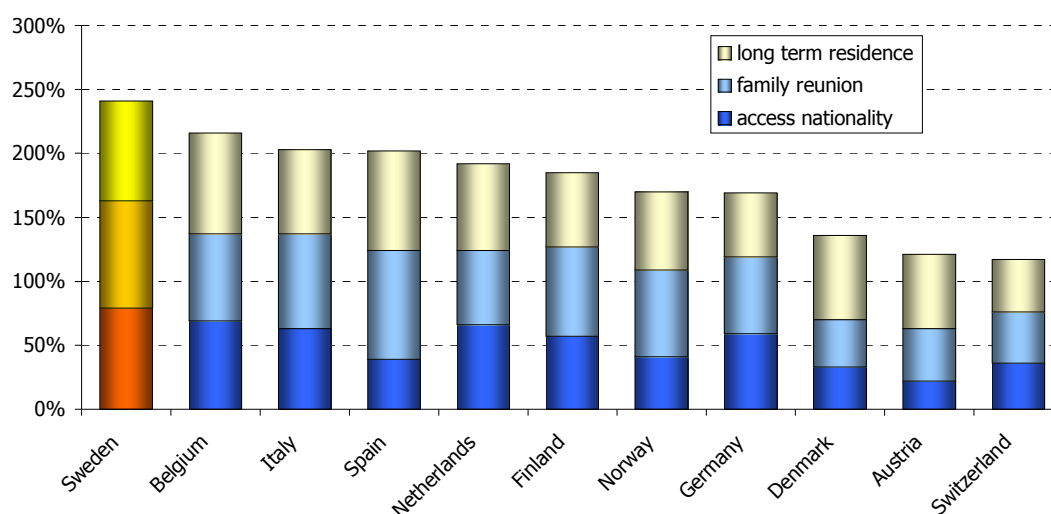
in Europe (including Canada and the USA) according to six dimensions: 'family reunion', 'access to nationality', 'long-term residence', 'political participation', 'anti-discrimination' and 'labour market mobility'. The MIPEX uses 148 policy indicators which are designed to benchmark current laws and policies against the highest of standards in the EU.⁵² The indicator scores are then averaged together to give a dimension score.

Fig. 6-22 illustrates the three MIPEX dimensions of 'family reunion', 'access to nationality' and 'long-term residence' combined in one figure. The maximum a country can reach is 100 points or 100 percent for one dimension, thus a highest possible value of 300 points or 300 percent for the three MIPEX dimensions combined.

The best case scenario in 'family reunion' is when the procedure is both short and inexpensive for bringing family members who initially stayed in the home country to the host country. The state makes it easy for family members to access schools, jobs and social programmes. Authorities can only reject applications for family reunions in the case of security threats. The worst case scenario is when immigrants are kept apart from their families and have few prospects to integrate in the community where they live. They have to wait years for long-term residency permits. Only those immigrants who are highly educated and have high incomes can live with their families. The reunion procedures are long and expensive and applications can be rejected for a variety of reasons.

The leaders in good practice in family reunion are Spain, Sweden and Finland. Denmark, Switzerland and Austria have the lowest scores. Sweden guarantees a family life for a newcomer as part of becoming a member of its society. There are different policies that guarantee equal and secure rights. Free and voluntary orientation programmes are also improving. Compared to its MIPEX score in 2007, Sweden dropped 5 points in 2010 due to its new income and housing requirements.

Fig. 6-22 MIPEX: Family reunion / access to nationality / long-term residence, 2010, countries



100%=Best Practice

Source: MIPEX 2011

In the dimension 'access to nationality,' the best case is when residents who want to stay in the country permanently are given full support in becoming naturalized citizens and when dual citizenship is allowed. The immigrants' children who are born in the host country become citizens at birth. In the worst case, immigrants are discouraged from acquiring citizenship due to demanding, discretionary and costly language and integration tests without judicial oversight.

Sweden, Belgium and the Netherlands have very good MIPEX 2010 results, while Austria, Denmark and Switzerland do not. In Sweden, after at least 5 years in the country, immigrants are legally entitled to the same citizenship as people born in Sweden or dual nationality. They do not necessarily have to speak Swedish. Children born

⁵² The following is based on Migrant Integration Policy Index III (2011)

in Sweden to non-nationals are not automatically recognised as Swedish. Sweden's MIPEX score in 2010 remained on the same level as in 2007, namely 79 points.⁵³

A country can earn the highest score in the dimension of 'long-term residence' if its legal immigrants decide primarily on their own whether to stay in the country permanently or not. The only issue for the government to resolve is whether the person could pose a real security threat. In countries with the lowest scores, immigrants do not have a fixed legal status nor equal integration opportunities. Applicants must comply with difficult income and employment requirements and even when they are finally accepted, their status remains uncertain.

As in the other two dimensions, Spain and Sweden are the sample leaders, while Switzerland, Germany, Austria and Finland have the lowest scores.⁵⁴ In Sweden, nearly all settled legal residents have the same status. Sweden's conditions are average for Europe. Refugees immediately become permanent residents in Sweden, while family members have to wait two years and immigrant workers have to wait four years. There has been no change in the MIPEX score recently. Sweden earned 78 points both in 2007 and in 2010.

Over all three dimensions, Sweden, Belgium and Italy have the best results with 241, 216 and 203 points, respectively. The lowest scores are found for Denmark, Austria and Switzerland, with a mere 117 points. Thus, legal framework conditions for access to the country are favourable for immigrants in Sweden compared to its European neighbours.

While the MIPEX measures the legal framework conditions for immigrants using a normative framework, the actual inflow of migrants in the region measures the de-facto openness of both the country and the region as well as its attractiveness. In the last decade, Barcelona and Milano both experienced exceptionally high annual growth rates for immigration, with an annual growth of 19% in Barcelona and 11% in Milano (see Tab. 5-2 in 5.1). Oslo and Helsinki also experienced high growth rates each year, however, they were substantially lower with about 7% per year between 2000 and 2009. There are some regions, such as Amsterdam or München, which have been identified as attractive places (see above), but had very low or even negative growth rates. Annual growth rates between two and four percent are found in the city regions of Genève, Stockholm, Wien and København. With a yearly growth rate of 4.4%, Västsverige can be seen as quite an open place. Taking all 13 metropolitan regions surveyed, Göteborg thus finishes up in fifth position.

The openness of a place towards its international population can be demonstrated on its website, too. Is there a statement from the city leaders welcoming foreigners? Is the website available in various languages? Are there special websites with information for different target groups such as visitors, investors, students etc. In this study the number of languages available and the existence of special websites dedicated to foreigners in the cities of the benchmarking sample were researched. Amsterdam came out on top, followed by Göteborg and Wien. The most important target group which all cities hoped to reach through their websites were tourists.

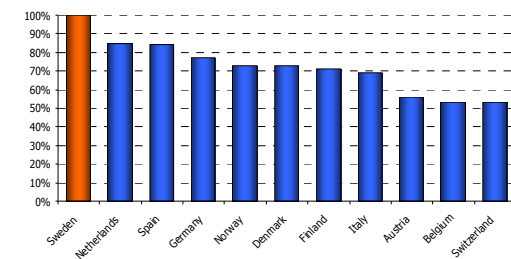
6.2.2 Access to the labour market

For a country or region to be considered open, it is essential that migrants have access to the labour market in their new place of residence. To measure the accessibility of the labour market in the various countries of the benchmarking sample, the MIPEX sub-index 'labour market mobility' can be applied. It refers to the legal and political measures in this field. Full access means that an immigrant has the right to work in the country and he has the same chances in getting a job as everyone else. In the best case scenario, the state helps immigrants to find a job by considering their specific skills needs. For example, they are given targeted language lessons for use in their profession. In the worst case scenario, migrants are not allowed to fully participate to the country's economic life and they do not have the same rights as nationals in the first five years of residing in the new country. The state does not provide any support. Immigrants do not have the same working conditions or social security as national workers.⁵⁵ When this is the case, the skills and ambitions of the immigrants are lost and the state generally sees no benefits to immigration.

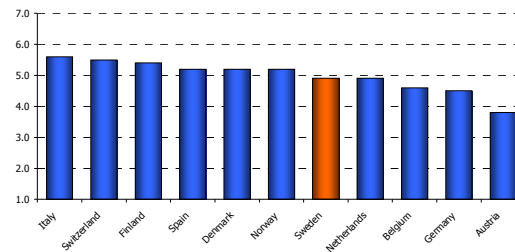
⁵³ Migrant Integration Policy Index III (2011)

⁵⁴ Migrant Integration Policy Index III (2011)

⁵⁵ Migrant Integration Policy Index III (2011)

Fig. 6-23 MIPEX – Labour market mobility, 2010, countries

100%=Best Practice
Source: MIPEX 2011

Fig. 6-24 Ease of hiring foreign labour, 2007/2008, countries

1=prevents your company from employing foreign labour; 7=does not prevent your company from employing foreign labour
Source: World Economic Forum, Executive Opinion Survey 2007, 2008

Sweden tops the chart with 100%, which is the maximum, and is regarded as best practice case, because of its equal treatment of all workers. Immigrant workers have access to general as well as targeted support. New labour market policies such as the Labour Market Introduction Act aim to help newcomers participate in the Swedish labour market more quickly and become self-sufficient. Sweden is followed by the Netherlands with 85 points. The laggards are Switzerland and Belgium which both have results under the EU average (see Fig. 6-23).

The indicator 'ease of hiring foreign labour' measures labour market regulations in a country. It can also give an idea of how easy it is for foreigners to gain access to the labour market (see Fig. 6-24). It is based on the perceptions of businesses. If businesses feel that regulations prevent them from employing foreign labour, 1 point is given. If there are no regulations which prevent companies from employing foreign labour, the maximum of seven possible points is given. Italy, Switzerland and Finland have the most points; Austria, Germany and Belgium the least. Sweden ranks, with nearly five points, in the middle of the field.

To sum up, the legislative framework for immigrants to participate in the Swedish labour market is very favourable. Nevertheless, companies do not find it particularly easy to hire foreign labour. Sweden reaches only rank seven out of eleven.

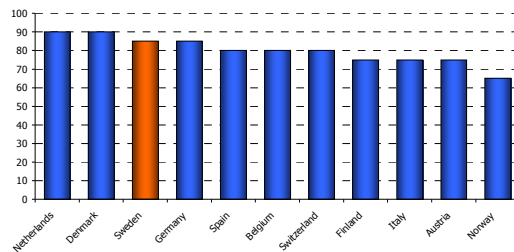
6.2.3 Access for foreign investors

Openness towards foreign investment is also fundamental for attracting international workers. The existence of foreign investors in the region not only leads to an inflow of capital, but also often leads to an inflow of international workers. Moreover, it intensifies international exchange and connects the regional labour market with wider labour markets and carrier networks.

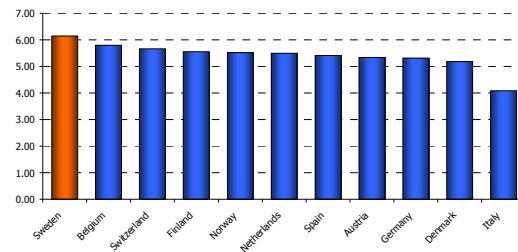
The indicator 'freedom of investment' measures how open a country is according to foreign investors themselves who were asked whether the government encourages foreign investment through fair and equitable treatment of investors. A country with full access for foreign investors has no or few restrictions on payments, transfers, and capital transactions and no specific industries that are closed to foreign investment. A score of 80-100 means that investors have free access; a score lower than 50 means that foreign investors are discouraged. The best results are found in the Netherlands and Denmark with 90 points each. Sweden is ranked 3rd. The countries with the least points are Norway, Austria and Italy (see Fig. 6-25).

Sweden is the leader in 'prevalence of foreign ownership' scoring about six out of seven points, as can be seen in Fig. 6-26. Seven points means that foreign ownership of companies is highly prevalent. One point means foreign ownership is very rare.

Overall, it can be concluded that Sweden is both an open and attractive country for foreign investors. The national framework conditions to attract foreign investments are favourable in Göteborg.

Fig. 6-25 Freedom of investment, 2011, countries

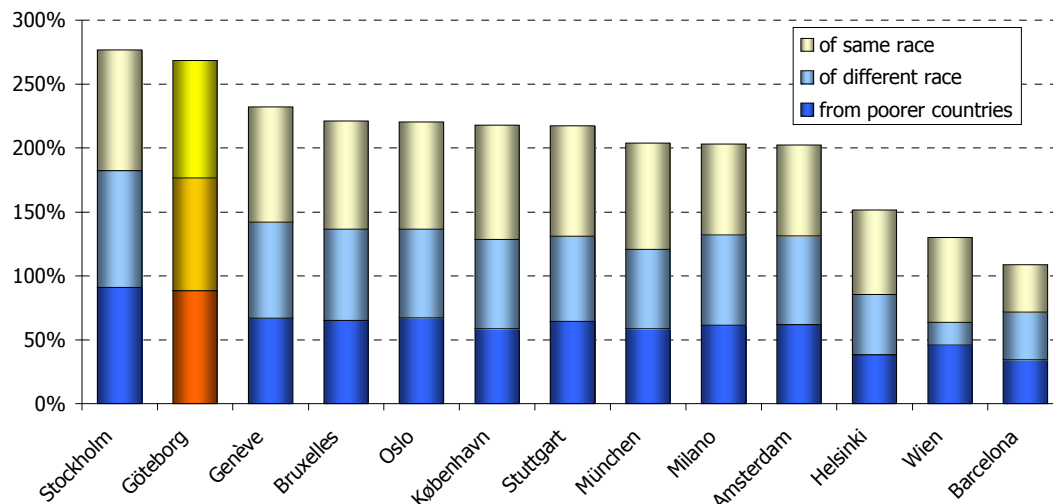
100=Best value
Source Index of economic freedom 2011

Fig. 6-26 Prevalence of foreign ownership, 2010, countries

Index-value
Source: The Global Competitiveness Report 2010

6.2.4 Public attitudes towards immigration policy

The openness of a region is also dependent on the attitude of its citizens towards immigration policy. Should the government place restrictions on who should be allowed in? The following questions were asked in a survey conducted by the European Social Survey in 2008: 1) Should the government allow many/some/few/no immigrants of same race or ethnic group as a majority of immigrants allowed to enter the country? 2) Should the government allow many/some/few/no immigrants of different race or ethnic group as a majority? 3) Should the government allow many/some/few/no immigrants from poorer countries outside Europe? A score of 100% corresponds to answering 'many or some immigrants'. Figure 6-27 shows the combined totals of the three questions, with 300% being the highest possible score.

Fig. 6-27 Allow many/some immigrants of same race/ethnic group (different race/ethnic group; from poorer countries) as majority? 2008, regions

Source: European Social Survey 2008 / 2006 / 2002

Regarding the first question, in all but one region, the majority of respondents feel that the government should allow 'many' or 'some' immigrants with the same race or ethnic group to enter the country. However, the survey reveals very large differences between the regions in the number of immigrants they are willing to accept. At one extreme, in the Swedish regions, Genève and København, about 90% of respondents think that 'many' or 'some' immigrants with the same race or ethnic group should be allowed in. But at the other extreme, less than 40% of respondents share this opinion in Barcelona. A similar picture emerges for the other two questions. In regions

such as Bruxelles, Oslo, München or Stuttgart, 80% of the respondents approve of immigrants with the same race or ethnic group, but only about 60% approve of immigration from poorer countries. In Barcelona, Helsinki and Wien, 60% of the respondents agree that many or some immigrants with the same race should be able to enter the country, whereas only about 35% share that view for immigrants from poorer countries.

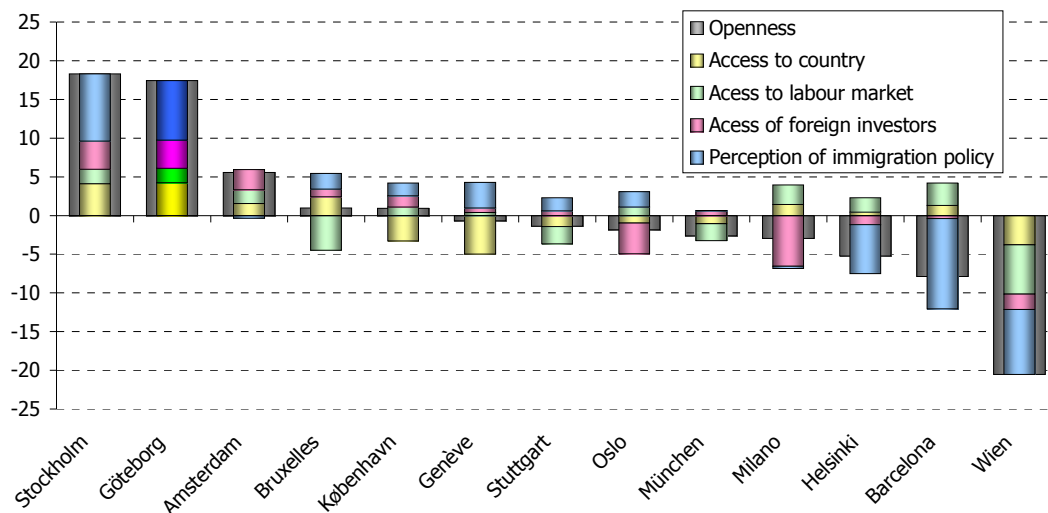
The maximum of the three questions is 300%, which would mean that in every question all interviewed persons in a region answered 'many' or 'some'. Hence, a higher score means that locals are less restrictive about which immigrants they find acceptable. For all three questions combined, Stockholm has the broadest perception of acceptable immigrants with a score of 277%. Stockholm is followed by Göteborg, which reaches 269%. The three most restrictive metropolitan regions are Helsinki, Wien and Barcelona. They score only 150%, 130% and 109%, respectively.

6.2.5 Index of migration: Openness

In chapter 6.2 the focus lay on the subject of openness. The questions were: 1) How open is a region for immigrants? and 2) Can they stay in the region if they want to? These questions have been discussed using four components, namely 'access to the country and the region', 'access to the labour market', 'access to foreign investors' and 'perception of immigration policy'.

As in the index of attractiveness, zero equals the sample average in Fig. 6-28. Göteborg and Stockholm are the unchallenged leaders according to openness towards immigrants. The two Swedish regions are nearly two standard deviations better than the sample average. This is mainly based on the Swedish MIPEX III results, which are part of the two indicators 'access to the country and region' and 'labour market mobility'. Companies in Sweden, however, rate the regulations for hiring foreign workers as just moderate.

Fig. 6-28 Index of Migration: Openness, regions



Index (mean sample = 100, standard deviation = 10); positive/negative derivation of the individual components
Source: BAKBASEL

The indicator 'access for foreign investors' is also based on country data, which is why Stockholm and Göteborg have the same results here. In the sub-indicator 'prevalence of foreign ownership,' Sweden is ranked at the top as well. Regarding the freedom of investment, only the Netherlands and Denmark are more open and more attractive than Sweden.

One indicator in the field openness that is measured on a regional basis is the 'perception of immigration policy'. Here Göteborg is ranked 2nd directly after Stockholm. That means that the citizens of Västsverige are very open-minded towards immigrants, no matter where they come from.

As mentioned above, the two metropolitan regions of Stockholm and Göteborg are the leaders in the field 'openness towards immigrants'. Both regions also had above average growth rates of their foreign-born populations between 2000 and 2009. The most closed region is Wien which is two standard deviations below the sample average due to its restrictive labour market and the very sceptical attitude of its citizens towards immigration.

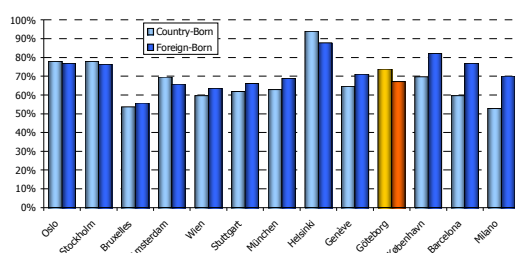
Overall, Sweden and Västsverige/Göteborg are very open to international people. Sweden's openness is clearly above the sample average for family members and foreign investors. Västsverige and Göteborg attract a significant number of people from different countries. It takes in a considerable number of people coming for humanitarian reasons. The population's attitude towards immigrants, even those from poorer countries, is more positive in Västsverige than in most other regions.

6.3 Integration of immigrants

6.3.1 Labour market integration

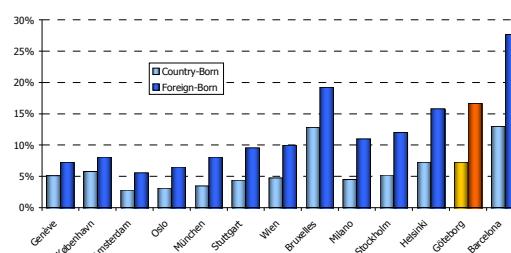
Labour market integration is seen as the most important factor for successful integration. Immigrants are regarded as successfully integrated into the labour market once they have found paid employment which is at best of high quality and long-term. Nevertheless, immigrants starting their own businesses can also be successful and well-integrated in society, which the experiences of immigrants in many countries show.⁵⁶ Comparable data on immigrant businesses, however, are rare.

Fig. 6-29 Participation rate, 2009, regions



Ranked according to the absolute difference between foreign-born and country-born
Source: Labour force survey 2010

Fig. 6-30 Unemployment rate, 2009, regions



Ranked according to the absolute difference between foreign-born and country-born
Source: Labour force survey 2010

Using participation rates according to place of birth as an indicator of labour market integration, there is no clear trend visible from Fig. 6-29. The foreign-born population has higher rates in about half of the regions. In the other regions, the percentage of the native population working or looking for work is higher. In Göteborg, the participation rate of the foreign-born population is six percent lower than that of the population born in Sweden. In many regions, the difference between the participation rates of the two groups is rather small, for example in Oslo, Bruxelles or Stockholm. On the contrary, in København and particularly in the Spanish and the Italian regions considered, participation rates of the foreign-born population are considerably higher than those of the native population, which might be due to the high number of job seekers coming from abroad.⁵⁷

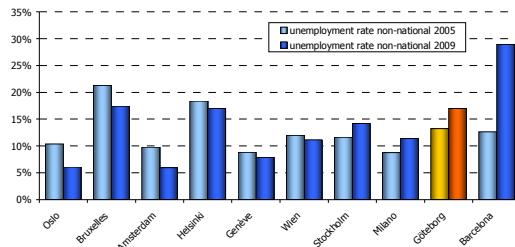
Unemployment rates of people born abroad are considerably higher than of those born in the country in all regions of the study (see Fig. 6-30). The higher the unemployment rate of the foreign-born population in a region is, the greater the differences between foreigners and natives are (except in Bruxelles). While in Genève 7% of the people born abroad are unemployed compared to 5% of the people born in Switzerland, the rates are correspondingly 17% and 7% in Göteborg. In Barcelona the difference is extremely high: 28% of the people born abroad are without a job compared to 13% of the native population. It seems that countries with less flexible labour markets have higher overall unemployment with immigrants facing more obstacles in finding a job.

⁵⁶ Entzinger and Biezeveld (2003)

⁵⁷ OECD (2006)

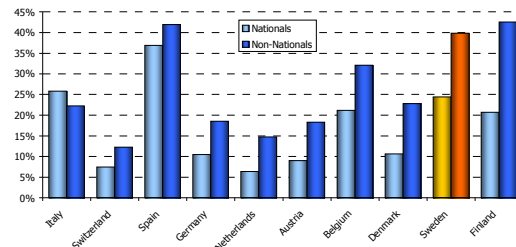
For some regions, it was possible to calculate unemployment rates for non-nationals in 2005 and 2009. It becomes obvious from Fig. 6-31 that in some regions unemployment rates of non-nationals have decreased, such as in Oslo, Bruxelles and Amsterdam, in other regions, however, unemployment rates of non-nationals have increased, such as in Göteborg, Stockholm, Milano or Barcelona.

Fig. 6-31 Change of the unemployment rate, 2005/2009, regions



Ranked according to the absolute difference between foreign-born and country-born
Source: Labour force survey 2010

Fig. 6-32 Youth unemployment rates, 2009, countries



Ranked according to the absolute difference between foreign-born and country-born
Source: OECD Database

Studies show that labour market outcomes of immigrants vary according to their sex, age, country of birth, qualifications, legal status, etc. There is evidence that immigrants of different legal categories also experience different employment opportunities, with refugees having most problems getting access to employment.⁵⁸ In Sweden, studies show that it takes newly arrived refugees a long time to become employed. One year after receiving a residence permit, only 15% of men and only 5% of women are established in the labour market. After 5 years, 50% of men and 70% of women are still unemployed.⁵⁹

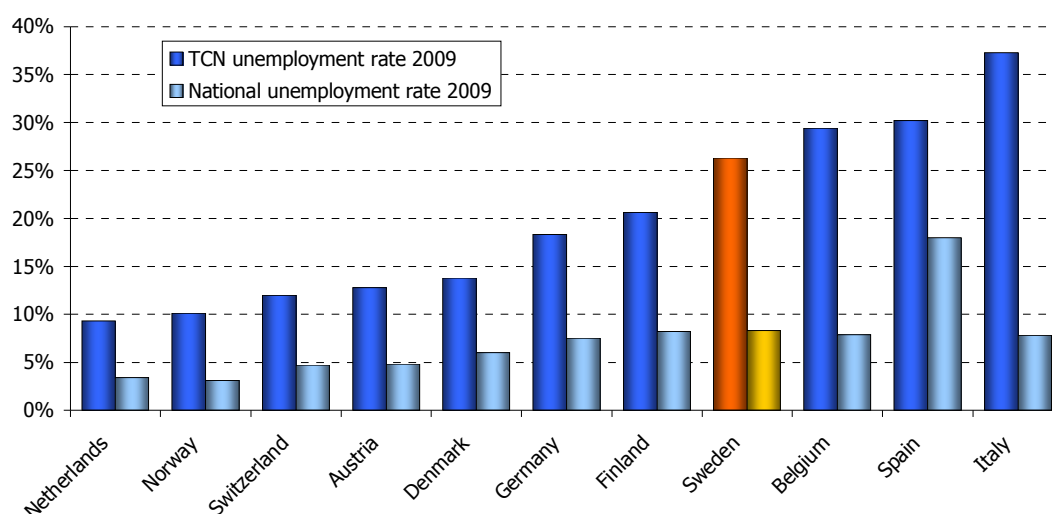
Particularly vulnerable to unemployment are the young, the third country nationals, and the low qualified. Unemployment rates of young people between 15 and 24 years are high, with rates higher than 10% for the year 2009 in many countries of the sample (with the exception of Switzerland, the Netherlands and Austria).⁶⁰ The picture is particularly discouraging in Spain, Sweden, Belgium and Finland where 20% or more of the young nationals and more than 30% of the young non-nationals are unemployed. In Sweden, similar to Spain and Finland, 40% of the young foreigners are not integrated in the labour market. This is a heavy burden for young immigrants. Unemployment reduces the quality of life of people enormously. It is also negative for the region's economic prospects and wastes human capital which will be needed in the future.

Fig. 6-33 diagrams the unemployment rates of nationals and third country nationals (TCN). The unemployment rates among TCNs are usually more than twice the unemployment rates among nationals. The lowest unemployment rates of third country nationals are found in the Netherlands, Norway and Switzerland, each with rates about 10%. In Sweden, one fourth of the TCNs, however, are without a job.

⁵⁸ OECD (2006), 36

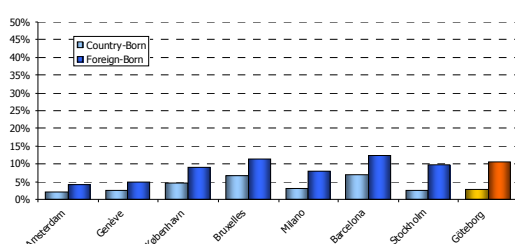
⁵⁹ Regerungskansliet (2010)

⁶⁰ Data from the European Labour Force on the regional level about youth unemployment are not reliable (too small sample sizes). Because of that country data were used.

Fig. 6-33 Unemployment rates for third country nationals and nationals, 2009, countries

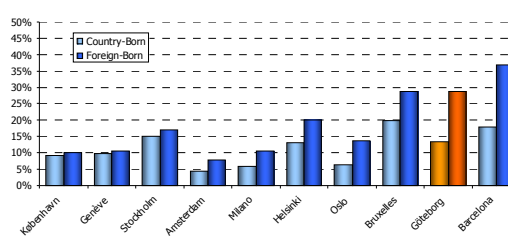
Source: MIPEX 2011

Highly educated native people do not face severe problems of unemployment in most of the metro regions (see Fig. 6-34) and even highly educated people from abroad have lower obstacles in finding a job than the less qualified (compare Fig. 6-34 and Fig. 6-35). Nevertheless, highly qualified foreign-born people in Göteborg and in Stockholm are almost four times more likely to be unemployed than the nationals in their educational peer-group. One barrier to entry into the labour market for highly educated immigrants is the recognition of their skills and qualifications. In 2003, there were, for example, about 1,000 refugees qualified and experienced as medical doctors who could not work because of qualification difficulties in the United Kingdom.⁶¹

Fig. 6-34 Unemployment rate of employees with tertiary education, 2009, regions

Ranked according to the absolute difference between foreign-born and country-born; Oslo, Helsinki and Wien are not included, because reliable data were not available.

Source: Labour force survey 2010

Fig. 6-35 Unemployment rate of employees with completed lower education, 2009, regions

Ranked according to the absolute difference between foreign-born and country-born

Source: Labour force survey 2010

On the contrary, less qualified people face more obstacles entering the labour market in most regions regardless of their place of birth. Thus, the unemployment rates are high for both groups. Nevertheless, foreign-born people having completed only their lower education have one to two times higher unemployment rates compared to the native population. The differences are highest in Barcelona, Göteborg and Oslo. For lower educated people, finding a job is particularly difficult in the metropolitan regions of Bruxelles, Helsinki, Barcelona, Göteborg and Stockholm considering all have unemployment rates among natives of 10% or more.

Overall, under-employment of immigrants is a significant issue in Göteborg. Compared to most of the other metropolitan regions, the differences between the foreign-born and the native population in Göteborg's labour market

⁶¹ OECD (2006)

are too pronounced. Particularly worrisome are the comparably high unemployment rates for highly qualified foreign-born people, the causes for which seem to be manifold. A series of factors affecting labour market performance of immigrants in Sweden can be found in the literature. These will be discussed regarding Göteborg as follows:

1. It has been suggested that the high number of refugees and people from countries outside of Europe (more culturally distant countries) immigrating to Göteborg (Sweden) contribute to the less favourable labour market outcomes.⁶² Indeed, refugees in all countries tend to take longer to integrate into the labour market for various reasons including the fact that their immigration was involuntary, their economic motivation for immigration is less pronounced, and recovery from their traumatic refugee experiences can take time. However, table 5-2 shows that the benchmarking sample includes cities or countries with a similar or even higher stock of immigrants from non-EU countries and with a similarly high influx of refugees. One example is Oslo. Labour market outcomes for the foreign-born population are more favourable there than in Göteborg. In addition, comparing only the unemployment rates for third country nationals across the benchmarking countries, rates are particularly high in Sweden. Other countries seem to be more successful than Sweden in integrating people from more distant countries into the labour market.
2. Language plays a role.⁶³ Some cities or countries in the benchmarking sample, such as Genève (Switzerland) or Barcelona (Spain), have a larger pool of immigrants who have potentially had at least some prior knowledge of the language of the country before arriving. Apart from immigrants from other Nordic countries, the majority of immigrants to Sweden have had no exposure to Swedish before immigrating and may need a period of time to learn Swedish before they can start work, which prolongs labour market entry.
3. For labour market integration, the economic situation when immigrants arrive can be important for their integration into the labour market.⁶⁴ People who immigrate during an economic downturn may need a long time to catch up. Humanitarian migration is not driven by the economic needs of the host country. Labour market growth was not particularly strong in Göteborg in recent years, which did not facilitate labour market integration.
4. Formal recognition of foreign educational qualifications can create a barrier towards entry into the labour market for immigrants in Sweden (as elsewhere). More importantly, a lack of trust on the part of potential employers in foreign educational qualifications and work experiences can hamper success in finding a job.⁶⁵
5. There is evidence of discrimination against foreigners in the Swedish labour market. The legislation against discrimination has been tightened several times, but reported discrimination is comparably high in Göteborg and Stockholm (see Fig. 6-45). For example, Carlsson and Rooth (2006, 2008) indicate a net discrimination of 29.4% against applicants with Arabic-sounding names. 23% of total discrimination is based on uncertainty assessing the value of immigrants' foreign qualifications.
6. The effects on labour market outcomes of immigrants living in enclaves are not clear-cut. Nevertheless, Strömgren et al (2011), for example, showed recently for Sweden that 'lower levels of ethnic residential segregation upon arrival would facilitate lower levels of ethnic segregation at places of work that, in turn, are positively related to immigrant earnings and to their economic advancement in the host country.'
7. It has been argued that the Swedish welfare state discourages people with low productivity (as well as immigrants) to seek employment.⁶⁶ Koopmans (2008) claims that socio-economic integration is weaker in European countries (the Netherlands, Belgium and Sweden) which combine multicultural policies with a generous welfare system than in countries with a more restrictive integration policy (Germany, Austria, Switzerland) or a relatively lean welfare state (the UK).

⁶² Andersson et al. (2010); Lemaître (2007)

⁶³ Lemaître (2007)

⁶⁴ *Ibm.*

⁶⁵ *Ibm.*, Von Bahr (2011)

⁶⁶ Von Bahr (2011)

8. A very recent study points out that minimum wages are too high in Sweden which keep people with lower productivity (as well as immigrants) out of the labour market.⁶⁷

All these factors may contribute to the fact that immigrants are less successful in the labour market in Göteborg than their national counterparts. The relative importance of each of the above factors for Göteborg, however, can only be conclusively assessed through a more in-depth analysis.

Studies show that Swedish work experience and early work experience (within one year after arrival) are important factors in labour market success of immigrants.⁶⁸ Thus, incentives and labour market measures which facilitate at least temporary Swedish work experience soon after arrival should be the most successful. Studies also suggest that there are discrimination problems. Policy initiatives to fight discrimination and to increase ethnic diversity are adequate and necessary measures.⁶⁹

6.3.2 Education integration

The successful integration of young immigrants into the school system is presumed to be fundamental to their integration and for later stages of their education.⁷⁰ The level of immigrant integration can be best measured using the educational achievements of the children of immigrants. The PISA⁷¹-data allow a global comparison of the knowledge of 15-year-old students in reading, mathematics and science at the national level. Fig. 6-36 shows differences in the PISA scores for reading literacy between children of natives and those of immigrants in the years 2006 and 2009. The results of the natives' children are better than those of the immigrants' children in all countries in the sample. In 2006, the difference was lowest in Sweden, followed by Finland and Norway. The difference was greatest in countries such as Belgium, Germany, and Denmark. All countries which had guest worker regimes for some time had rather high differences. Immigration policies in the host countries seem to have mattered for immigrant children's scholastic performance.⁷² In 2009, the picture changed. Switzerland, Germany, the Netherlands and Denmark were able to reduce the differences substantially and improve their ranking positions remarkably. On the contrary, in Sweden differences increased most between 2006 and 2009. As a consequence, Sweden lost its leading position. The situation also deteriorated in the Southern European states (Spain and Italy) as well as in Finland and Austria.

⁶⁷ *Ibm.*

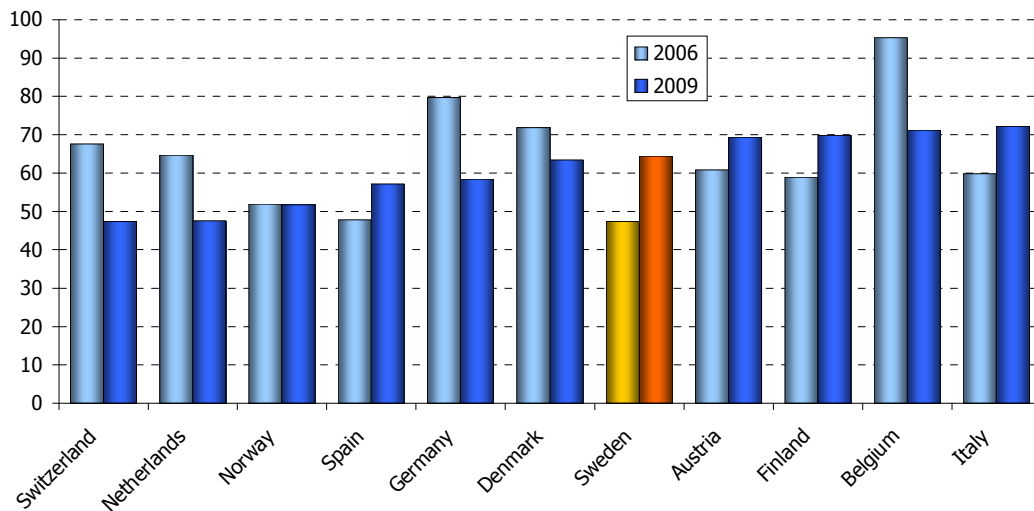
⁶⁸ Lemaître (2007)

⁶⁹ *Ibm.*

⁷⁰ Schlicht and Möller (2011).

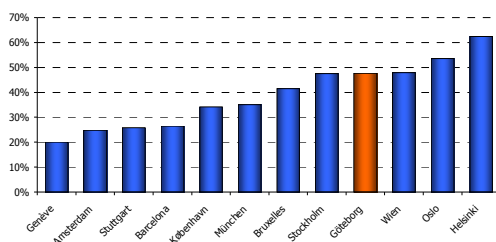
⁷¹ Programme for International Student Assessment

⁷² For a different opinion De Heus et al. (2010)

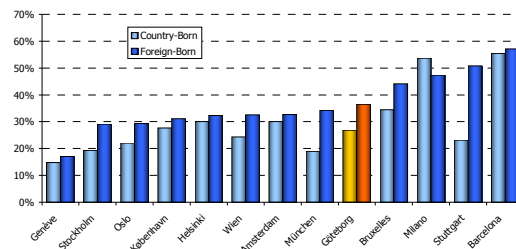
Fig. 6-36 Point differences in the PISA scores for reading literacy between children of natives and those of immigrants, 2006/2009, countries

Point differences in the PISA scores for reading literacy between children of natives and those of immigrants
Source: PISA 2006/2009

The performance of immigrants' children at school and their general integration is closely linked to the acquisition of the language of the destination country.⁷³ It becomes obvious from Fig. 6-37 that only between 20% and 30% of foreign-born people do not speak the language of the host country at home in Genève, Amsterdam, Stuttgart and Barcelona. On the contrary, about half of the immigrants do not speak the host-country language at home in the Swedish regions as well as in the regions of Wien and Oslo. In Helsinki, almost 60% of the immigrants do not speak Finnish at home.

Fig. 6-37 Host-country language not spoken at home, 2008, regions

Source: European Social Survey 2008

Fig. 6-38 Percentage of population with completed lower education, 2009, regions

Source: Labour Force Survey 2010

The indicator 'percentage of foreign-born population with completed lower education' measures both the integration of immigrants' children in the host-country school system and the success of immigrants in the school system in their country of origin before they immigrated. The level of education is important for economic integration. The higher the level of education of immigrants, the easier it usually is for them to find long-term and well-paid jobs. In addition, the overall education of the immigrants is a significant indicator of the future success of their children in the school system because many studies show that the level of education of the parents highly determines the performance of their children in school.⁷⁴ In all but one region, the percentage of foreign-born people having only completed lower education is higher than that of the people born in the country (see Fig. 6-38). The

⁷³ A study for Denmark shows that children's scholastic attainment is significantly positively affected by speaking Danish at home (Jensen et al. 2008)

⁷⁴ De Heus et al. (2010)

figure is ranked from left to right from the lowest to highest percentage of foreign-born people with completed lower education. In Milano, there are more natives than foreign-born people who have only completed their lower education. Göteborg is found in the middle with nearly 40% of foreigners having a low education level. The lowest percentages of lower educated foreign-borns are found in Genève (17%) and Stockholm (29%). Stuttgart and Barcelona are found on the right side of the figure where more than 50% of the foreign-born population has only a lower education.

6.3.3 Perception of immigrants

The attitude of the native population is important in creating an atmosphere that makes foreigners feel welcomed and at home in their new country of residence.⁷⁵

Information about the attitudes of the population towards immigrants is again provided by the European Social Survey at a regional level. It should be borne in mind that attitudes do not necessarily reflect actual behaviour. Moreover, the results might be somewhat upwardly biased because people may give politically correct answers instead of their 'real views'.⁷⁶ Despite this, it can be assumed that in regions where people's attitudes towards immigrants are more positive, discrimination is less widespread and social contacts between foreigners and natives happen more often.

In all regions, the respondents feel that immigrants enrich the country's cultural life (see Fig. 6-39). A value of ten is the maximum and indicates that respondents are absolutely convinced that immigrants enrich the country's cultural life. The average is above five in all regions. At the top of the ranking with an average value between six and seven are the metro-regions of Genève, Helsinki, Bruxelles and Stockholm, followed by København and Göteborg (5.9). In these regions, the general view is that immigrants enrich the country's culture. A multi-cultural society is less welcomed in the German speaking regions of the benchmarking sample.

A similar picture emerges from the question of whether 'immigration is good or bad for your country's economy'. In Genève, Oslo, Stockholm and København, the average answer is between 6.4 and 6.0. In contrast to the previous question, the respondents of the Wien region are less positive with an average of 5.9. In the region of Barcelona, respondents are not convinced that immigration has a positive impact on the economy (average value of 4.8).

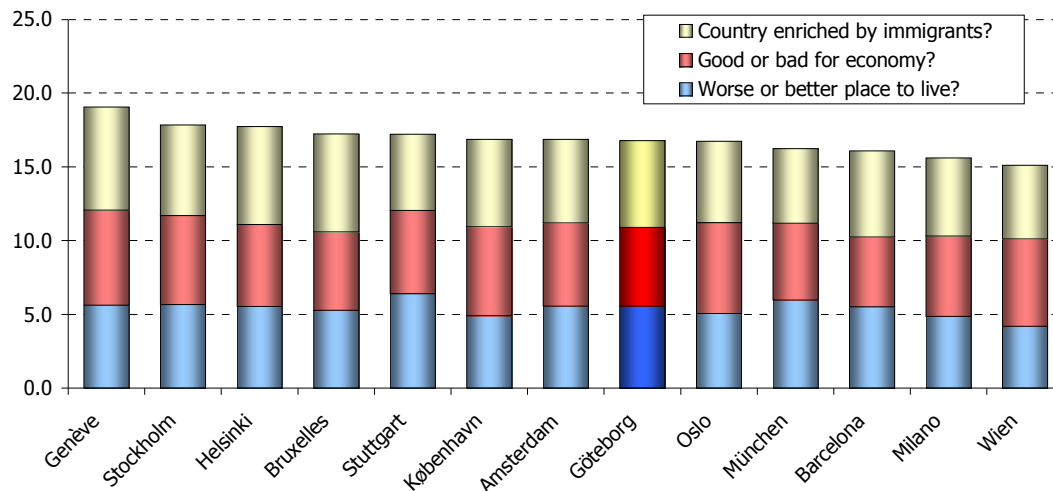
To the question, 'Do immigrants make the country a better or worse place to live?' the most favourable answers of all are found in München and Stuttgart with an average above six, followed by Stockholm and Genève. A more negative view seems to be widespread in København, Milano and Wien.

Overall, Genève has the most positive view of the contributions of immigrants towards the society, the economy and the cultural life. Favourable appraisals seem to be widespread in the Nordic regions, while the contributions of immigrants are rated less positively in the German speaking regions (München and Wien) as well as in Milano and Barcelona. The perception of the respondents in Göteborg of the contribution of immigrants is neither outstandingly positive nor negative compared to the sample. It is similar to other regions located in Northern Europe, such as Oslo. Nevertheless, the attitude of the respondents in Västsverige is less positive than of those living in the Swedish capital. Göteborg's inhabitants rate the contributions of immigrants to the society and cultural life more positively than the sample average. Migrants' contributions to the economy, however, are not valued as positively. The percentage of people who find that immigration is good for the economy is lower in Västsverige than the average. This appraisal may be based on the fact that the integration of the foreign-born population into the labour market is unsatisfactory.

⁷⁵ Entzinger and Biezeveld (2003)

⁷⁶ Entzinger and Biezeveld (2003)

Fig. 6-39 Do immigrants make the country a **better or worse place to live?**
Is immigration **good or bad** for your country's **economy?**
Is the country's cultural life undermined or **enriched** by immigrants?, 2008, regions



0 = Worse place to live; 10 = Better place to live
0 = Is bad for the Economy; 10 = Is good for the Economy
0 = Cultural Life undermined; 10 = Cultural Life enriched
Regional data, 2008
Source: European Social Survey 2008

6.3.4 Participation and anti-discrimination

Successful integration requires that immigrants have access to and the possibility of participating in the major institutions and organisations of their host country.⁷⁷ In Fig. 6-40, the MIPEX 2010 sub-indicators 'political participation' and 'anti-discrimination' are combined. In the best case scenario of the sub-index 'political participation,' all residents can participate in democratic life.⁷⁸ After a limited number of years of legal residence, immigrants are allowed to vote and stand in local elections. The state informs and supports immigrants regarding their political rights. In the worst case scenario is when immigrants are not allowed to contribute in any way to political decisions. They have barely any basic civil rights and are not allowed to find any employment in a party or a political association. Immigrants cannot even give any advice to the government.

The best scores in 'political participation' are given to Norway, Finland and the Netherlands. Austria, Italy and Spain do not have very good results in this benchmarking sample. In 'political participation' Sweden is ranked 6th. A highlight here is that all Swedish residents have largely equal rights and responsibilities. All can vote in local and regional elections after three years of residence and are allowed to form or join associations and political parties.⁷⁹ Sweden informs its immigrants quickly and very well regarding their political rights and possibilities. NGOs are very important because of their work with immigrants. Immigrant consultative bodies, however, are not officially supported. Such groups are usually only consulted by the Swedish authorities in the case of policy changes. As in the MIPEX 2007, Sweden is given 78 of 100 points in the MIPEX 2010.

Data about the turnout of immigrants in national elections can be taken from the European Social Survey. Fig. 6-41 illustrates the percentage of both the country-born and the foreign-born population that voted in the last national election. Only citizens are allowed to vote in national elections. The figure shows that in Amsterdam, Göteborg, København and Stockholm between 50% and 70% of the interviewed people born abroad voted in the last national election. These high percentages in Amsterdam, Göteborg and Stockholm mirror the high numbers of naturalised immigrants in the Netherlands and in Sweden. The percentages of voters of the foreign-born popula-

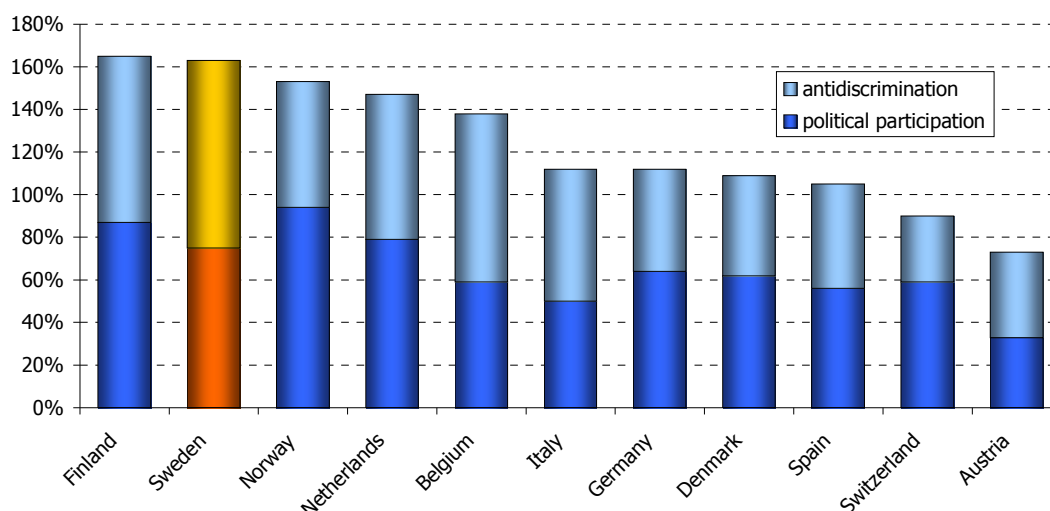
⁷⁷ Entzinger and Biezeveld (2003)

⁷⁸ The following is based on Migrant Integration Policy Index III (2011)

⁷⁹ In all member States of the EU, EU-citizens can vote in local elections. In some countries or regions, immigrants from outside of the EU can vote in local elections such as in Sweden, Denmark, Finland or the Netherlands (Entzinger and Biezeveld 2003)

tions in national elections also reflect nationals and their children living abroad. The comparably high rates in the German regions may be due to the high number of people with German ancestry who were born in the former Soviet Union but returned to Germany sometime after 1989. These people are mostly recognised as German nationals. Overall, it can be concluded that the Swedish regulations for naturalisation favour political participation of foreigners and thus their integration.

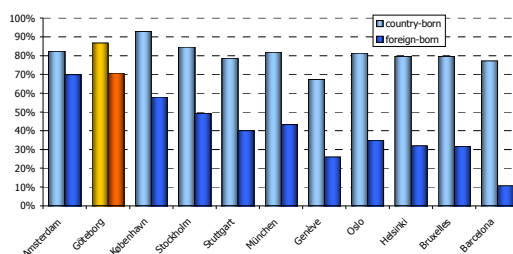
Fig. 6-40 MIPEX sub-index: Anti-discrimination / political participation, 2010, countries



100%=Best Practice
Source: MIPEX 2011

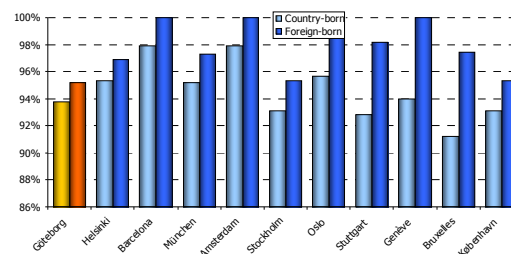
Not only voting rights and behaviour, but also membership in political parties is an important aspect of integration through political participation. Graph 6-42 presents the percentages of respondents, according to their place of birth, who are not members of a political party. In all regions, less than ten percent of the respondents are members of a political party regardless of their origin. The country-born respondents are more often members of political parties than the foreign-born respondents. In Barcelona, for example, 2% of the 509 interviewed people born in the country is a member of a political party, yet none (0%) of the 61 interviewed people born abroad is a member of a political party. Göteborg shows the smallest difference between its country-born and its foreign-born populations which can be seen as a positive sign for the integration of foreigners there.

Fig. 6-41 Percentage of people who voted in the last national elections, 2008, regions



Ranked according to the absolute difference between foreign-born and country-born
Source: European Social Survey 2008

Fig. 6-42 Percentage of people who are not members of a political party, 2008, regions

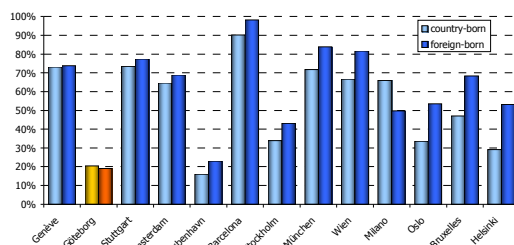


Ranked according to the absolute difference between foreign-born and country-born
Source: European Social Survey 2008

A further important aspect of integration is the participation of immigrants in civil society. It is assumed that immigrants who are members of sport clubs, cultural associations or trade unions are more integrated because they have more contacts with the native population than others who are not members. In addition, immigrants

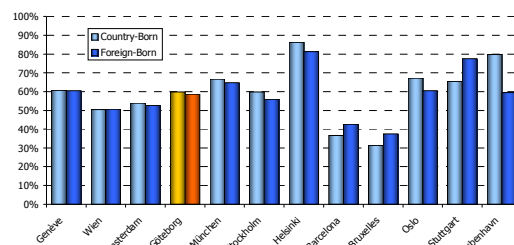
who participate in civil society show that they want to contribute to the place where they live.⁸⁰ Figure 6-43 illustrates the difference between the rates of unionisation of the foreign-born and the native populations. Immigrants are clearly less likely to be members of trade unions than natives. The differences in the degree of unionisation are even more pronounced between regions than between foreigners and natives. To highlight the integration aspect, the regions are ranked by the difference in this percentage between foreign-borns and natives. It is noteworthy that in the Nordic cities such as Göteborg, Stockholm, København, Oslo and Helsinki, there are more people, both foreign-borns and natives, who are members of trade unions than in the other cities in the sample. Göteborg has the highest percentage of people who are members of a trade union and remarkably, more of those union members were born outside of Sweden than within. In most other regions, the opposite is true. The city-region with the lowest difference is Genève where more than 70% of people, regardless of where they were born, are not members of a trade union. Göteborg is ranked 2nd but on a much lower level of non-members. In contrast, Helsinki has the highest difference between foreign-borns and natives.

Fig. 6-43 Percentage of people who are not members of a trade union, 2008, regions



Ranked according to the absolute difference between foreign-born and country-born
Source: European Social Survey 2008

Fig. 6-44 Percentage of people who trust police, 2008, regions



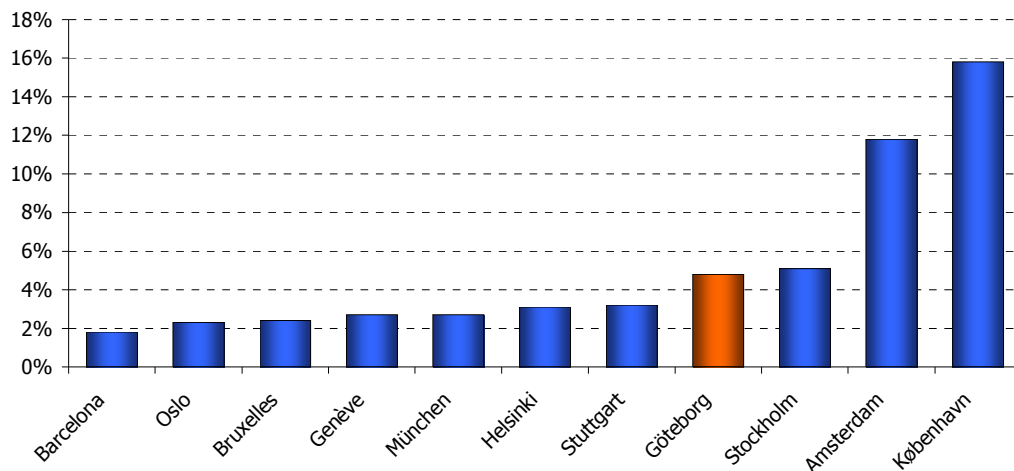
Ranked according to the absolute difference between foreign-born and country-born
Source: European Social Survey 2008

There is evidence of discriminatory treatment of immigrants by the police in some states of the EU.⁸¹ Thus, differing levels of trust in police between foreigners and natives may reflect some anti-immigrant attitudes of both the police and the wider population. As can be seen from Fig. 6-44, there are, in most regions, no remarkable differences regarding trust in police between respondents who were born within the country and those born outside the country. Nevertheless, the foreign-born population in København has significantly less trust in police than the native population. The proportion of those answering that discrimination on the grounds of ethnic origin is widespread is highest in København (Fig. 6-45), followed by Amsterdam. In Stockholm and Göteborg, this type of discrimination is less prevalent, although not entirely uncommon. Thus, the international comparison reveals that Göteborg does not score very well with regard to experienced discrimination by the respondents from abroad.

Despite this perception, the legal framework conditions against discrimination in Göteborg are excellent (see Fig. 6-40). In anti-discrimination policies, Sweden is ranked 3rd according to the MIPEX sub-index 'anti-discrimination'. Only Canada and the USA are ranked higher. In January 2009, the Discrimination Act came into effect which should make Sweden's laws even more coherent and effective. A new unit, the Equality Ombudsman, was also established to unify and facilitate the application of equality legislation, legislative bodies and responsibilities. Since 2009, more NGOs can support victims in court and judges have the possibility to adjudicate more rigorously. There has been no difference in Sweden's score regarding the anti-discrimination indicator between MIPEX III and MIPEX II. The countries with the worst results are Switzerland, Austria and Denmark.

⁸⁰ Entzinger and Biezeveld (2003)

⁸¹ Ibid.

Fig. 6-45 Percentage of reported discrimination of the foreign-born population because of colour or race, 2008, regions

Source: European Social Survey 2008

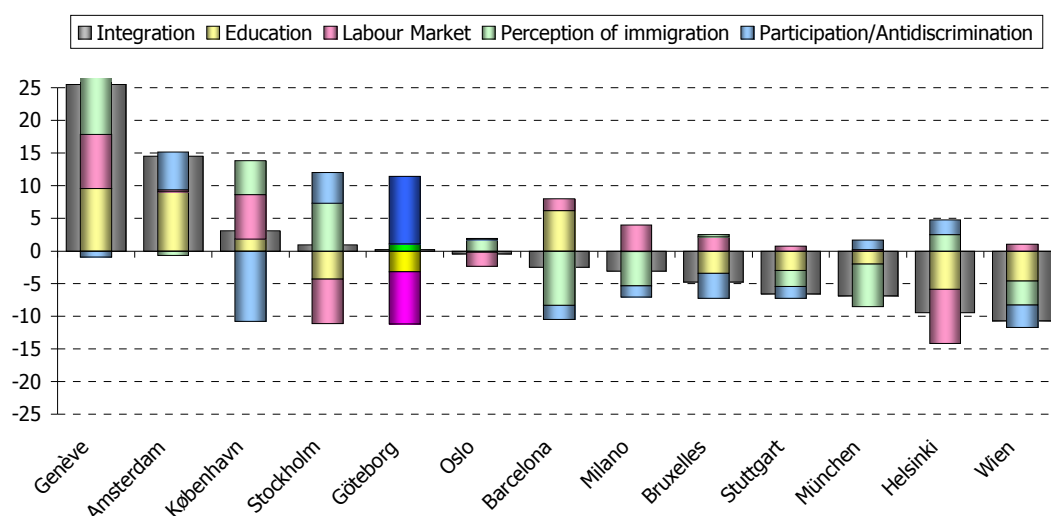
6.3.5 Index of migration: Integration

Immigrants can only add to the well-being of a host country when they are truly integrated into its society. The index of integration is composed of the four sub-indices that were discussed in Chapter 6.3. These sub-indices are: 'labour market integration', 'education integration', 'perception of immigrants' and 'participation and anti-discrimination'. Zero stands for the sample average and one standard deviation is 10.

There are three metro-regions which are significantly better than the average: Genève, Amsterdam and København. The region with the best integration of immigrants is Genève with an index value of two standard deviations better than the sample average. The socio-economic integration of immigrants works well in both Genève and København. The population seems to appreciate a diverse society. However, participation and anti-discrimination of the foreign population is particularly weak in København. Amsterdam performs fine in the areas of 'education' and 'participation and anti-discrimination', yet, in the other two areas, it does not score better than the overall sample.

The two Swedish city-regions Stockholm and Göteborg have index values which are just about at the sample average. All other regions rank below the average. Helsinki and Wien are at the bottom of the ranking regarding the integration of immigrants.

Västsverige has the best performance in 'participation and anti-discrimination' due to the high de facto integration of the immigrants in this area and the newly established Swedish anti-discrimination law. Also in 'perception of immigrants', Västsverige is slightly above the sample average. Västsverige's citizens are relatively open-minded towards immigrants and they tend to think that immigrants are good for the country.

Fig. 6-46 Index of migration: Integration, regions

Index (mean sample = 100, standard deviation = 10); positive/negative derivation of the individual components
 The data refer to regions.
 Source: BAKBASEL

However, the socio-economic integration of Västsverige's immigrant population should be improved given its below average performance in the sub-indicator 'labour market'. In Västsverige, unemployment rates of the foreign-born population are notably higher than in many of the other metro-regions and the differences between the native and the foreign-born populations are marked. The strong tradition in trading, manufacturing and the harbour zones may have had drawn in lower educated employees who are more likely to be unemployed than highly skilled people. However, the situation in Stockholm is often not much better. Integration into the educational system is also unsatisfactory. In the sub-index 'education integration' Västsverige is slightly below average. This is a result of the increase in the PISA score difference between immigrants' children and natives' children in Sweden in 2009. In 2006, the difference was about 45 points, the lowest in the whole sample, and in 2009, the gap was 65 points. Moreover, many immigrants in Västsverige do not speak Swedish at home which can put their children at a disadvantage for the language abilities needed to do well in the local schools. In addition, a high percentage of the immigrants living in Västsverige have only completed their lower education. Studies show that the success of children in school is highly correlated with the level of qualification of their parents. Therefore, Västsverige has to find integration measures to reach the children of these immigrants and help them to succeed in school.

Västsverige's very good results in 'participation and anti-discrimination' compensate for its weaker results in labour market and education integration. The main weakness of both Swedish metro-regions is the socio-economic integration of the foreign-born population, while their performance in the other two areas of integration is much stronger. Oslo and Helsinki have similar profiles as Göteborg, but their performance is weaker overall. Many regions are doing better in the integration of foreigners into the labour market and/or into the educational system, but the contributions of immigrants are not rated very highly by the locals and the political participation of immigrants is rather weak. Furthermore, Fig. 6-46 clearly shows that populations in the Nordic city regions as well as the inhabitants of Genève are all more positive about the contributions of immigrants than the sample average.

Overall, it is striking that the Swedish integration policy scores extremely well in international benchmarking, particularly in the area labour market mobility as established by MIPEX, although in fact, the integration of immigrants into the labour market is unsatisfactory. That Sweden is a leader in integration policy, but not in socio-economic integration, may indicate that 'what is normatively preferable from a rights-focused point of view may not always be practically efficient from an outcome point of view.'⁸² The international benchmarking also reveals that Sweden is not well-positioned regarding the performance of immigrants' children in school.

⁸² Koopmanns (2008)

Political leaders seem to be aware of these problems and have recently initiated several policies at the national level to improve the socio-economic integration of immigrants. An example of such a policy is the new Introduction Act, which has been in effect since December 2010. The goal of the Introduction Act is to speed up labour market integration, particularly for refugees, through a number of measures which compliment each other, as outlined in chapter 4. There have also been several other promising moves such as the establishment of a mentorship programme, initiatives to improve the skills of Swedish language teachers, improved recognition of skills and qualifications in medical services of immigrants from third countries, etc.⁸³ Time will tell whether these actions help to overcome some of the weaknesses in immigrant integration in Västsverige as noted above. Integration, however, often rests on the communities' shoulders and many areas such as schooling are the responsibility of the municipalities. Therefore, more measures could be taken at the community level to encourage integration. In chapter 7, the adoption of best practises according to the intercultural cities framework in Göteborg city will be examined.

6.4 Index of migration

As explained in the introduction, the total index of migration is built on three pillars, namely attractiveness for migrants, openness towards migrants and integration of migrations. Each pillar is made up of its corresponding indicators, which were covered in the previous chapters. To calculate the total index, the indices for the three main pillars have been weighted and added. As seen in the previous chapters, zero stands for the sample average, while 10 stands for one standard deviation above average.

The results are diagrammed in figures 6-47 and 6-48. The letters I, A and O in front of the indicators stand for Integration, Attractiveness and Openness in Fig. 6-48.

Västsverige is doing well. It is ranked 4th with about a half standard deviation over the sample average (see Fig. 6-47). This is mainly based on its high performance on the subject of 'openness towards migrants.' Namely in the sub-index 'access to the country' the Swedish regions achieve the highest level of the whole sample. Also included in openness, and an important point, is how Västsverige citizens perceive immigration. Immigrants are welcome and most could imagine immigrants, who are of the same race/ethnic group as Swedes.

In the other two main themes, attractiveness and integration, Västsverige could perform better. It is slightly under the sample average. Genève and Amsterdam are the leaders for these two pillars. Focusing on attractiveness, Västsverige's weaknesses clearly lie in the areas of 'international exchange' and 'labour market.' Västsverige is well-connected within Scandinavia and it already has a fair amount of international exchange. Although Stockholm and København have more international exchange, Göteborg scores similarly to Oslo and higher than Helsinki. Given the fact that Västsverige is located on the periphery of Europe and Göteborg is not a capital city, its score is satisfactory. Starting from this position, Västsverige has potential to intensify its international connections. Göteborg could recruit more highly educated employees to improve its attractiveness. In the area of higher education, Göteborg is already well-positioned. However, the introduction in autumn of 2011 of tuition fees for students who are admitted to a Swedish higher education institution and who are citizens of countries outside the European Union (EU), the European Economic Area (EEA) or Switzerland may weaken this position in the future.

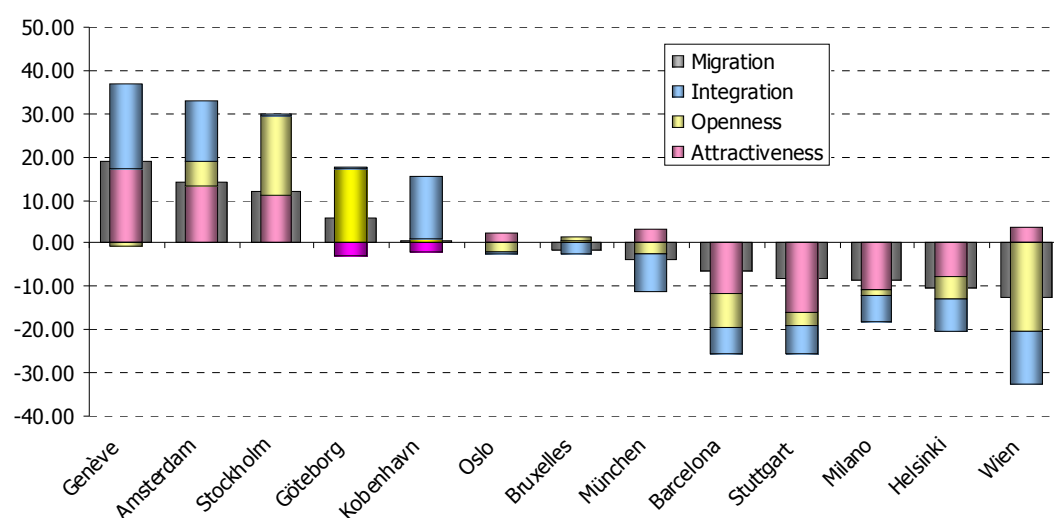
The reason why Västsverige is not a high performer in integration is because the socio-economic integration is unsatisfactory. Unemployment rates are high compared to the other regions analysed. In addition, the integration of immigrants' children into the school system has deteriorated rather than improved in Sweden between 2005 and 2009, as the PISA results reveal. However, the population of Västsverige is more positive about the impact of immigrants on the country and its culture than the sample average. Västsverige's population rates the contribution of immigration to the country's economy less favourable. The participation of the foreign-born population in the major institutions of the society seems to be good in Västsverige compared to the rest of the sample regions. While the number of foreigners who felt discriminated against in 2008 in Västsverige, as well as in the Stockholm region, was quite high compared to the benchmarking sample (excluding Amsterdam and København), the newly established law to combat discrimination (passed in 2009) counterbalances this effect in the index and it may

⁸³ A summary of the policy measures undertaken at the national level can be found in Regerungskansliet (2009, 2010)

improve the situation in the future. Overall, Västsverige's integration index value falls exactly at the sample average.

At the top of the sample is **Genève**, which is a very attractive metro-region. In nearly all indicators in the field of attractiveness, it scores above the sample average. Although Genève has the highest percentage of non-nationals of the whole sample, its openness remains at the sample average. Its annual growth rate of non-nationals is below the average. The entry barriers for new immigrants are particularly high (difficult access to the country). Genève's population is, however, rather positive about immigration. Apart from political participation, non-nationals living in the metro-region of Genève are well-integrated. The percentage of highly educated non-nationals is higher than that of the Swiss in Genève. The largest group of non-nationals are people from Portugal (19%).

Fig. 6-47 Index of migration, regions



Index (mean sample = 100, standard deviation = 10); positive/negative derivation of the individual components
The data refer to regions.
Source: BAKBASEL

The second most attractive metro-region is **Amsterdam**, which is also well-positioned in almost all aspects of attractiveness apart from education. In contrast to Genève, Amsterdam is much more open. It is the third most open region in the sample. The Netherlands has a long-standing tradition of immigration and sees itself as a multi-cultural society, although this view has been called into question in the last decade. Since 1998, several new, more restrictive immigration laws have been introduced in the Netherlands. Despite these changes, conditions are still favourable. According to the overall MIPEX III, the Netherlands ranks 5th after Sweden, Portugal, Canada and Finland. In most openness indicators, Amsterdam scores above average. Only in the MIPEX sub-index 'family reunion' is the Netherlands clearly below average because of tests and requirements it increasingly imposes before allowing additional family members in. The integration of immigrants seems to work well in Amsterdam. The Dutch, however, are not particularly impressed by the contributions made by immigrants to the country, its economy and especially to Dutch culture. Reported discrimination is the second highest of the sample. The newcomers to the Netherlands are mostly from the EU (including Antilles and Aruba). The largest single immigrant group are people originally from Morocco (17%). The share of highly educated foreign-born people is about as high as in Genève.

Stockholm ranks third. It is a quite attractive metro-region and very open. In the field integration, the metro-region of Stockholm does not score much better than Västsverige, although the level of education of the foreign-born population is higher than in Västsverige.⁸⁴

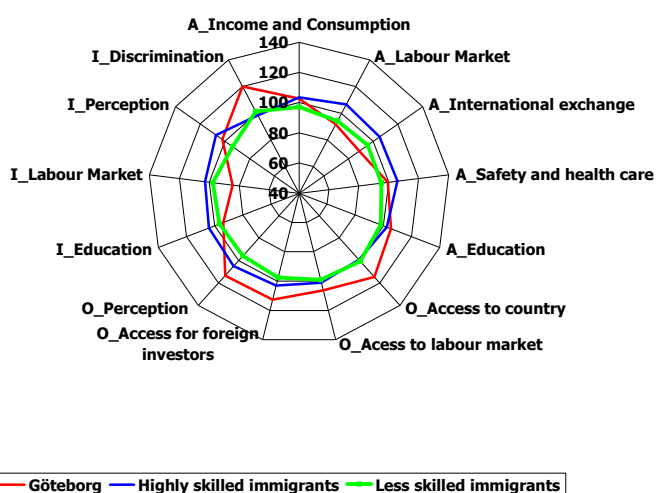
⁸⁴ It should be kept in mind that some indicators refer to the country level as PISA and youth unemployment rates because no reliable regional data are available.

København ranks fifth. It ranks one place behind Göteborg. The metro-region København is about as attractive as Västsverige. It is a fairly open place and immigrants are well-integrated. While the metro-region København is above the sample average in the components 'access to labour market,' 'access for foreign investors' and 'perception of immigration policy,' it is clearly below the average in the area 'access to the country.' København is also doing very well in the integration areas 'labour market,' 'education' and 'perception of immigrants,' but it has the lowest value of the whole sample in the area 'participation and anti-discrimination.'

Oslo's integration capacity rests at the sample average and the remaining regions fall below the average. Wien is an attractive city, but it has exceptionally high barriers of entry into the country and into society for foreigners. It is, therefore, positioned at the far end of the ranking list. Barcelona, Stuttgart, Milano and Helsinki are clearly below the sample average in all three fields. København, Oslo, Bruxelles and München are placed in the middle of the ranking each with different strengths and weaknesses.

Until now Västsverige has been benchmarked to the whole selected benchmarking sample. Because the selected regions differ considerably with respect to their migration history, immigrants' backgrounds, attractiveness, etc., it may also be of interest to compare Västsverige with a more specific sub-sample. From an economic point of view, the most obvious clustering of the regions is according to their skill levels. Fig. 6-48 displays the results of Göteborg (red line) compared to the unweighted average of the regions where more than one third of the immigrants are highly educated (blue line) and also compared to the unweighted average of the regions with a lower percentage of highly educated immigrants (green line). Doing so makes it visible that the sample formed by regions with a higher percentage of highly educated immigrants is, in almost all areas, clearly above the average. Only in three components is it close to the sample average, namely in 'participation and anti-discrimination,' 'access to the country' and 'access to the labour market.' Apart from these three components, the sample with less educated immigrants scores below the average. Västsverige is more open than both samples and it achieves better results in the section 'participation and anti-discrimination.' The internationalisation of its universities and its supply of international schools is also clearly better than in most other regions. Västsverige's weaknesses become very clear: labour market integration and international exchange are below the average found in the set of regions with less qualified immigrants.

Fig. 6-48 Index of migration: Göteborg and sub-samples according to skill level, regions

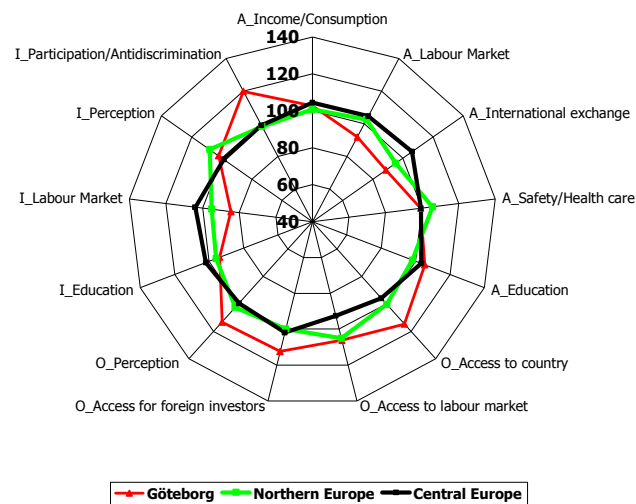


The data refer to regions.
Source: BAKBASEL

It might be interesting to compare Göteborg (red line) with the other Northern European regions from the sample (green line) as well as with some Central European ones (black line).⁸⁵

⁸⁵ The metro regions Oslo, København, Stockholm and Helsinki form the Nordic country group. Bruxelles, Amsterdam, Wien, München, Stuttgart and Genève belong to the Central European cluster.

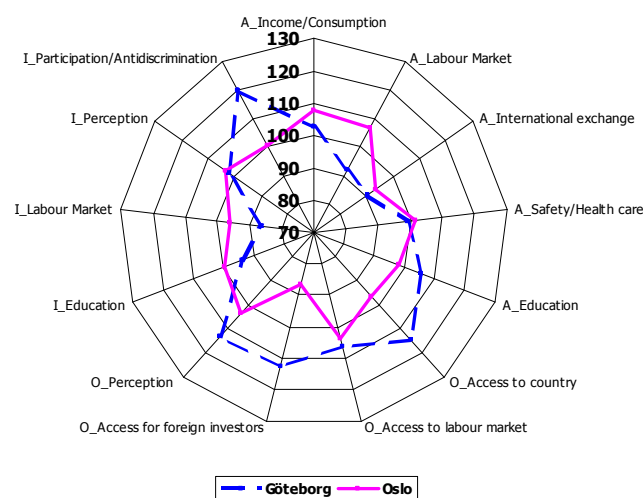
Fig. 6-49 Index of migration: Göteborg and sub-samples for Northern Europe and Central Europe, regions



The data refer to regions.
Source: BAKBASEL

Fig. 6-49 illustrates that the metro regions in the Northern Europe and in Central Europe are similarly attractive, but international exchange is less intensive in the Northern European regions because of their peripheral geographic location. The Nordic countries are clearly more open for labour immigrants. They rate the contributions of immigrants higher than their Central European peers. Labour market integration, however, is less successful. Compared to the Northern European sample, Västsverige is more open in all areas and its educational institutions are more international. Västsverige is also above the average of the Northern European sample in the component 'participation and anti-discrimination.' However, it has a less attractive labour market and less international exchange. It is also below this sample in the integration component 'labour market.'

Fig. 6-50 Index of migration: Göteborg and Oslo, regions



The data refer to regions.
Source: BAKBASEL

Comparing Göteborg (blue line) with Oslo (pink line), which lies at the sample average, some differences can be sorted out (see Fig. 6-50). The most obvious difference is the higher performance of Västsverige in the area of 'openness.' The metro-region Oslo is less open than Västsverige, particularly for foreign investors. It is nearly as open as Västsverige for labour migration. Oslo is more attractive than Göteborg due to its more dynamic labour market and higher incomes. Oslo tops Göteborg in the areas of 'education,' 'labour market,' and 'integration.' Immigration for humanitarian reasons and from third countries was about as high in Oslo as in Göteborg (see Tab. 5-2).

The results can be briefly summarized as follows. Västsverige is open-minded towards immigrants, yet economic integration of them does not work very well. In addition, the region has potential to improve its attractiveness particularly in the areas of 'labour market' and 'international exchange.' A clear asset of Västsverige/Göteborg is the high degree of internationalisation of its universities. Socio-economic integration is less successful in Västsverige when compared to metro-regions with a similar composition of the foreign-born population, as seen in the example of Oslo.

7 Case study: Göteborg as an intercultural city

7.1 Concept Intercultural Cities

'Intercultural Cities' is a joint project of the Council of Europe and the European Commission.⁸⁶ The project stresses the importance of exchange and relations between different cultural groups. The intercultural city has a diverse population (with varied cultural or ethnic background) and political leaders as well as most inhabitants consider diversity an asset. Interactions between these diverse groups in public spaces reshape each and every culture in the mix. Policy actions and measures are developed in the city to serve the needs of a diverse population, to promote cultural exchange and to combat discrimination.

The intercultural city approach tries to overcome some weaknesses of other integration models such as the 'multicultural integration model' which stresses separate cultural identities and often results in ethnic segregation. Ethnic segregation can endanger social cohesion. Although mutual respect and understanding is important for the multicultural integration model to function, this model does not place enough emphasis on exchange between cultural groups. The intercultural model promotes the idea that different groups can learn from each other and thus new ideas and social practices can be developed. Both natives and immigrants can profit from exchange. The intercultural city model sees diversity as an advantage: 'The intercultural city does not simply 'cope' with diversity but uses it as a source of dynamism, innovation, creativity and growth.'⁸⁷ European regions should not only be interested in immigrants as a way of managing demographic change in Europe, but also because they bring additional benefits such as complementary skills or access to markets and capital from their home countries.

The basic benchmarking tool of this project is the intercultural city index.⁸⁸ How intercultural is a city and how can it be measured? It cannot be directly observed or measured using a single indicator. It is a multidimensional and complex phenomenon. However, it can be measured by a large number of indicators which measure different areas of intercultural exchange. Data were obtained through a questionnaire completed by city officials. The questionnaire asked the city officials two kinds of information:

- Facts: mostly quantitative background information about the city such as population, ethnic composition, GDP per capita
- Inputs: mostly qualitative data about policies, actions, authorities and structures in the city

The intercultural city index is based on the second kind of information. It is, therefore, mainly a policy index. Outcomes of the policies are mostly not measured because of a lack of available and internationally comparable data. The index focuses on how many of the suggested best practice policies to encourage intercultural exchange a city has adopted. Based on the intercultural city index, the cities can assess where they stand in different policy and governance areas. They can learn from each other about ideas for good practices in intercultural integration policies and they can evaluate where efforts should be concentrated in the future.

Although a city can arrange its intercultural strategy in many ways, nine essential areas have been identified that taken together will affect both public policies and public perceptions. The questions on city policies and actions for intercultural exchange were split into these nine different areas and are shown in the first column of Tab. 7-1. The second column describes the different subjects of each area which resulted in the indicators shown in the third column. The indicators were grouped into 9 indices (areas). The indices have been weighted for relative importance and aggregated to the overall intercultural cities index. The best score of the index for one subject is 100%. A city which adopts all proposed best practice policy measures can reach 100%. The whole index is subdivided in the nine parts, whereas the subject intercultural lens is subdivided again in six parts.

The intercultural city index is applied in this study as a supplementary tool. Firstly, it provides information about the integration capacity at the local level in areas for which no internationally comparable data (e.g. spatial distribution of immigrants in the city) are usually available. Secondly, it indicates how prepared Göteborg city is to

⁸⁶ The following is based on <http://www.coe.int/t/dg4/cultureheritage/culture/cities>

⁸⁷ Council of Europe (2008)

⁸⁸ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/Index/default_en.asp

manage its diverse population (e.g. do public services meet the needs its diverse populations). Thirdly, it can highlight practices developed by other cities which might be of interest to Göteborg. The City of Göteborg has filled in the Intercultural Cities Questionnaire.⁸⁹

Tab. 7-1 Intercultural cities questions (indicators)

Area	Subjects	No. of Indicators
Commitment	Public statement, city strategy, city action plan, budget, communication (speeches, webpage)	9
Intercultural lens	Education system, residential neighbourhoods, public services, business and labour market, cultural and civil life, public space	30
Mediation and conflict Resolution	Professional service for mediation, sort of mediation, organisation of inter-religious relations	3
Language	Local language courses given; financial support, image of migrant languages	5
Relations with the local media	Positive image, city's information service, support for journalists with minority background, city monitor	4
Open and international Outlook	Policy for international co-operation, financial provisions, agency, students & city life, economic relations with countries of origin of its migrant groups	6
Intelligence and competence	Information, surveys, intercultural competence of its officials	3
Welcoming new arrivals	Agency, city-specific package, different groups, public ceremony to greet newcomers	4
Governance and leadership	Right to vote, elected politicians and voters representing minorities, representing immigrants in schools and public services	4

Source: Based on Intercultural Cities Questionnaire

7.2 Results for Göteborg in international comparison

7.2.1 Overview

The intercultural city index points out a city's

- commitment to its diverse populations
- degree of intercultural mixing and diversity management in the areas: education system, residential neighbourhoods, public services, business and labour market, cultural and civil life and public space
- actions for social cohesion through mediation and media policy
- efforts to be an open and international place
- intercultural competence
- welcome services for newly arrived people
- language support, especially of migrant languages

⁸⁹ In the case of any questions please contact Pia Borg, Planeringsledare, Göteborg.

- level of political participation possibilities of migrants

Tab. 7-2 compares the city of Göteborg with four cities of the benchmarking sample above (Oslo, Barcelona, München and København) based on the intercultural city index and its sub-categories.⁹⁰ Oslo comes out on top and München on bottom in this city sample. The average of all of the five cities is 65%. Oslo (80%) and Barcelona (72%) are above average, while München (59%) is below average. København (66%) and Göteborg (63%) earn an intercultural cities index similar to the sample average.

The score on the intercultural index varies according to a city's immigration history, current immigration flows, etc. In order to measure the city's policies, the results also depend on the political vision of the city's leaders (area of 'commitment') and the current need for action. Oslo and Barcelona, for example, have had a considerable influx of people very recently and, therefore, their need for action may be higher than for other cities which have a longer tradition of immigration. In addition, the intercultural city index reflects present policy actions, while the index of migration mirrors mainly economic, social and political developments of the past. Thus, a city which scores well on the index of migration does not necessarily also score well in the index of intercultural cities or vice versa. Monitoring over time, high scores on the index of intercultural city should lead to improvements in the index of migration.

Fig. 7-1 and Fig. 7-2 display the results of the intercultural city index for Göteborg and the average of a subset of cities of the benchmarking sample.

As it can be seen from Fig. 7-1, Göteborg has adopted all proposed policy actions in the areas 'intelligence and competence.' In the areas 'welcoming new arrivals,' 'open and international outlook' and 'relations with the media' its performance is weaker than the sample average. This is interesting because it fits with the outcome of the index of migration which suggested that international exchange could be improved. Göteborg is also somewhat below the average in the area 'governance' which mainly refers to political participation of immigrants at the local level which is, in turn, mainly determined by national laws. In fact, Sweden does not score very well in the MIPLEX III sub-index 'political participation.' The high sample average of the area 'governance,' however, is driven by the very active policy of Oslo. Göteborg scores similarly to the other cities of the sample. Fig. 7-2 shows that Göteborg performs better in the area 'public services,' but falls short in the segments 'neighbourhood' and 'public space.' In most other areas, Göteborg is similar to the sample average.

7.2.2 Göteborg's intercultural initiatives in detail

After this short overview, the policy areas of the intercultural city index will now be more deeply described, the results of Göteborg presented and if possible, best practice examples given.

The area of **commitment** reflects a city's commitment to being an intercultural city. The city explicitly understands and adopts an intercultural approach. This approach is communicated widely. It dedicates a budget for the promotion of intercultural ideas. The city of Göteborg has made a clear commitment to being an intercultural city by:

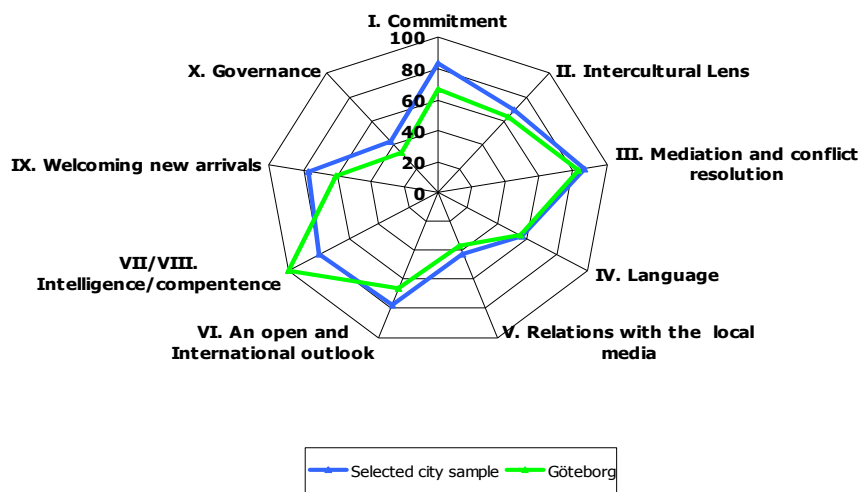
- adopting an intercultural city strategy;
- implementing an intercultural city action plan;
- allocating a budget for the implementation of the intercultural strategy/action plan;
- evaluating the process of the intercultural strategy/action plan;
- making clear reference to its commitment in the city's speeches and communication;
- having a dedicated body for its intercultural strategy and integration.

Göteborg's commitment is quite good for a city which is not a member of the 'intercultural city network.'

Overall, despite implementing more than two thirds of the policy measures suggested in the questionnaire, Göteborg's rate of policy achievement is below the sample average.

⁹⁰ Detailed index descriptions of Oslo, Barcelona, München and København are online available:
http://www.coe.int/t/dg4/cultureheritage/culture/Cities/Index/default_en.asp

Fig. 7-1 Intercultural City Index: Göteborg City in international comparison

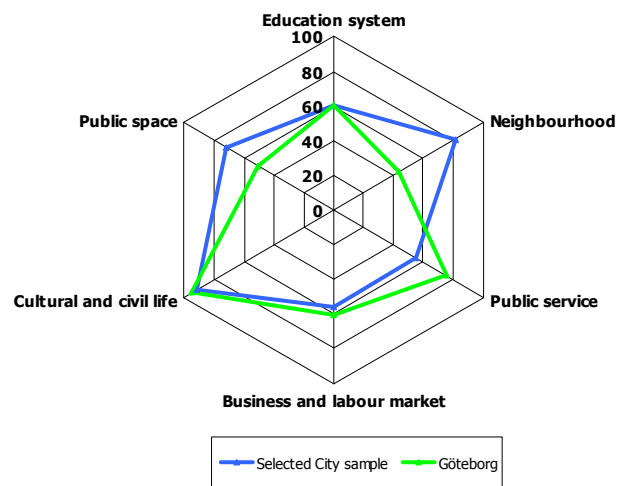


The data refer to cities.

Source: ICC-questionnaire filled in by Göteborg City, Oslo, Barcelona, München, København

The area **intercultural lens** assesses the city's performance in specific segments such as 'education system,' 'neighbourhood,' 'public services,' 'business and labour market,' 'cultural and civil life' and 'public space.' The question is how intercultural is Göteborg in these areas. For instance, how mixed are schools in the city and does the city encourage intercultural exchange in schools? Are there segregation tendencies in the city? Do public services cater to the diverse populations living in the city? Fig. 7-2 illustrates the results.

Fig. 7-2 Intercultural City Index: Intercultural lens – Göteborg City



The data refer to cities.

Source: ICC-questionnaire filled in by Göteborg City, Oslo, Barcelona, München, København

Education system: Schools are important institutions to combat prejudice. Just having teachers and pupils from different backgrounds in the same classroom in the city's schools can go a long way towards promoting intercultural understanding. As in many European schools, the ethnic background of the teachers in Göteborg's schools

only partly reflects the composition of the city's population. Furthermore, the Göteborg city council has no policy to increase ethnic/cultural mixing in schools and in some primary schools almost all children have the same background.

While there is still room for improvement in intercultural mixing in Göteborg's schools, there has also been considerable achievement. For example, schools often carry out intercultural projects and a few schools, at least, make strong efforts to involve parents from ethnic minorities or immigrant backgrounds in school life. These schools, mostly located in areas with a high number of people from foreign backgrounds, encourage parent groups to take part in their children's activities and give support to different leisure activities the parent groups arrange. An example of such a school is the Nytorpsskolan in the Hammarkullen suburb of Göteborg.⁹¹ Most of the over 400 pupils aged between 6 and 16 years do not speak Swedish as their mother tongue. In 2001, a 'parental board' was set up after some parents got involved in the school because of the chaotic environment in the classrooms. The board has the right to make decisions about topics such as language teaching (mother tongue and second language), environment in the school for pupils, etc., but it has no financial responsibilities.

For some cities, it is difficult to ensure that local schools are culturally, socially and ethnically mixed because parents can choose the schools for their children. Wealthier and better educated people often send their children to private schools or selected public schools with good reputations and do not choose the local public school for their children. Thus, there is a trend towards separation. In København, for example, parents have been able to choose where their children go to school since 1980.⁹² The result has been that most Danish parents have moved their children away from local public schools and put them into schools where the percentage of immigrants' children is lower, leaving some schools in København with 80 percent of their pupils being children of immigrants. As a response to this development, a group of parents in the Indre Norrebro district founded a network called Noitargetni (integration spelled backwards). The group arranged presentations, lectures and debates in kindergartens to convince Danish parents to send their children to local public schools. The campaign paid off and, after a while, more Danish parents started enrolling their children in local schools.

Göteborg's score of 60% in the area 'education system' is similar to the sample average. København, with 80%, earns the highest score and Barcelona comes in second with 75%. Oslo and München are clearly below the sample average. It is interesting to note that Oslo and München also underperform in the area 'education' of the index of migration, while Barcelona and København are above the benchmarking sample's average.

Best practice example from Toronto to improve intercultural exchange and scholastic performance of immigrants⁹³

The Toronto District School Board (TDSB) manages more than 550 schools. Some of these schools have a proportion of immigrants of about 80 to 95 percent. About 50 percent of them do not speak English or French as their mother tongue. To guarantee that everyone has the same opportunities to be successful, TDSB supports low-achieving students by offering individual help in the classroom and by providing access to language learning in the newcomer's first language. Beyond that, TDSB tries to engage parents, neighbourhoods and ethnic communities in this project. According to data from PISA, the average achievement of second generation students of immigrant origin has improved and it is now the same as the average performance of native students.

Neighbourhood: Ethnic enclaves are not a problem as long as they do not lead to marginalisation and do not become barriers for the mobility and exchange of people within the city. Cities would like to avoid having immigrants settling just in certain areas of the city because those areas can become too closely identified with the immigrants meaning that any negative public opinion of the immigrants becomes associated with that area of the city.⁹⁴ In Göteborg, the foreign-born population is not only segregated (concentrated in the north-eastern parts of the city), they are also marginalized due to lack of integration. The Annual Report of the city of Göteborg (2008a)

⁹¹ Niessen and Schnibel (2007)

⁹² Case presented in Wood and Landry (2008)

⁹³ Based on case presented by the cities of Migration <http://citiesofmigration.ca/integration-through-education/lang/en>

⁹⁴ CLIP (2007)

states: 'In districts with a high proportion of pupils that not have been in Sweden long, the proportion not qualified (for upper secondary school) is high....The population of the north-eastern districts state to a greater degree than in other districts that they have poor physical health, suffer from high negative stress and are severely troubled by uneasiness, worry and anxiety.' A study for Swedish comprehensive schools, for example, states that grades especially for (first generation) immigrant children are depressed if there are more than 40% of the pupils are immigrants in the class.⁹⁵

In about 47% of Göteborg's 94 neighbourhoods, the vast majority (80% or more) of residents is Swedish. In relatively few neighbourhoods, people from minority ethnic groups constitute a majority of the residents. Göteborg has adopted policy actions to increase the diversity of residents in the neighbourhoods. For example, some schools and local district administrations have developed a kind of knowledge-exchange and cooperation between neighbourhoods across the city. To improve the interaction of people with different backgrounds within the neighbourhoods, Göteborg supports occasional measures such as to encourage and to give grants to NGOs who engage people from different ethnic backgrounds.

The policy achievement rate of Göteborg in the area 'neighbourhood' is below the sample average and earns only 44%. All other four cities have higher rates.

The city of Göteborg joined the European programme URBACT with the aim of increasing its knowledge and experience on matters of segregation and urban development through exchange with other European cities. In the city's budget report of the year 2008, it is stated that: 'Extensive development efforts are in progress in the city with a focus on turning segregation into integration. 'S2020' stands for socially sustainable development 2020 and is the name of an assignment that will lead to social issues being taken seriously in municipal planning, in the same way as economy and the environment.'⁹⁶

Anti-segregation policy: recommendations from the CLIP (Cities for Local Integration Policy) project⁹⁷

Based on the experiences of the cities of the CLIP network, the following recommendations were given. To increase the possibilities of social and cultural mixing, social housing units should be built in smaller units, they should be spread across the city and efforts should be made to retain middle-class native populations in neighbourhoods with a high proportion of immigrants. Suitable childcare services, schools and sports facilities should be provided in these areas. In some cities, urban renewal programmes have been used to establish more mixed neighbourhoods. Moreover, city councils can improve the neighbourhood's image in the local media, for example, by organising events in sports or culture. Some cities have quota regulations to avoid high concentration of immigrants. According to the CLIP Project, it is better to encourage native people to stay in a district with a growing proportion of immigrants than to keep the immigrants out.

Public services: A city with a diverse population has to offer its services according to the needs of the different population groups and their requests instead of adopting a 'one size fits all' approach. The ethnic composition of the civil servants reflects the composition of Göteborg's population. The city also has a recruitment plan to ensure this and the city budget states that the city's organisation should reflect the city's population on all levels. Every year the result is updated based on statistics and questions to the city executive board and the city council. The aim of Göteborg's long-term recruitment plan is that the composition of its city personnel, at leadership levels as well, should reflect the composition of the population. The city started trainee programmes with the goal of recruiting staff with migrant backgrounds or those with international experience and a university degree.⁹⁸ From October 2004 to June 2006, Göteborg city tried having an anonymous job application process.⁹⁹ Over 100 jobs in education, healthcare, and in the field of social services were able to be applied for anonymously. The aim was to recruit more people with migrant backgrounds and the results showed that an anonymous application process improved their chances for being hired. In Göteborg people who are not Swedish citizens can also be employed in

⁹⁵ Szulkin and Jonsson (2007)

⁹⁶ City of Göteborg (2008a), 38.

⁹⁷ CLIP (2007)

⁹⁸ City of Göteborg (2008a)

⁹⁹ Aslund and Skans (2007)

public administration. In addition, the city provides several services suitable to its diverse residents such as culturally appropriate funeral and burial services or school meals. In sport facilities, there are sections or times reserved just for women.

On the whole, Göteborg earns a high score of 75% in this field compared to an average value of 55% of the city sample. Göteborg and Oslo are the best performers of the sample in this area.

However, Göteborg city council could introduce additional initiatives to further strengthen its public services policy. The city council could promote intercultural mixing in the private sector labour market. Barcelona, for instance, implemented such a policy through its support of the 'Charter of Diversity.' In the 'Charter of Diversity' companies commit themselves to increasing the diversity of their workforce and to combating discrimination.¹⁰⁰

Tab. 7-2 Intercultural City Index – International comparison, cities

Areas	City sample	Oslo	Barcelona	København	Göteborg	München
I. Commitment	83	78	100	78	67	94
II. Intercultural lens	69	75	64	80	64	63
a) Education system	60	50	75	80	60	35
b) Neighbourhood	81	60	100	100	44	100
c) Public service	55	75	40	60	75	25
d) Business and labour market	56	80	20	80	60	40
e) Cultural and civil life	91	100	85	75	94	100
f) Public space	72	86	60	86	50	78
III. Mediation and conflict resolution	86	93	93	62	82	100
IV. Language	56	77	61	46	55	40
V. Relations with the local media	43	88	63	25	38	0
VI. An open and international outlook	77	83	100	67	67	67
VII/VIII. Intelligence/competence	80	100	89	44	100	66
IX. Welcoming new arrivals	76	73	95	100	60	50
X. Governance	43	83	38	28	33	33
Intercultural City Index	68	80	72	66	63	59

The data refer to cities.

Source: Council of Europe, calculated by BAKBASEL; ICC-questionnaire filled in by Göteborg City

Business and labour market: Research has shown that an intercultural business and labour market is good for the creativity and innovation of a city. The municipality of Göteborg has already implemented a number of good practices in this field. There is a business umbrella agency which is responsible for promoting diversity and fairness in employment. There is also a binding document against discrimination in the labour market. Further, the city council supports business districts in which different cultures easily mix and there is on-going research about marketplaces with the intention of encouraging business districts with a variety of cultures.

Despite these efforts, the city council can improve its business and labour market policies by developing strategies to help businesses from ethnic minorities to enter the mainstream economy. In its procurement of goods and services, Göteborg can give priority to companies with a diversity strategy. Given the excessive unemployment rates among the foreign-born population compared to Swedes, these measures may be interesting not only with respect to increasing mixing and intercultural dialogue, but also to creating jobs for immigrants. In the city of London, for instance, each company which wants to win a contract with the city council needs to have a diversity

¹⁰⁰ For an overview of 'Charter of Diversity' see <http://www.diversity-charter.com/diversity-charter-swedish-charter.php>.

strategy. Small and medium-sized companies without a diversity strategy receive help, for instance through the Business Advisory Service, to establish one.¹⁰¹

In all, Göteborg's business and labour market policy index is slightly higher than the scores of the city sample average (56%). Oslo and København reach 80% of the goals set, while Göteborg reaches 60%. Barcelona and München scores are considerably lower.

Cultural and civil life: People with different backgrounds can encounter each other on various occasions during their leisure activities. The city can promote an intercultural civil life through its own events and through the allocation of resources to other events. Göteborg, for example, encourages cultural administration bodies to deal with diversity and intercultural relations in their cultural offerings. Moreover, when the city council allocates grants to associations and initiatives, it considers intercultural factors. In addition, the city organises art, culture and sport events where people from different ethnic groups are encouraged to mix. A highlight is that Göteborg occasionally has public debates or campaigns regarding diversity and living together.

The policy achievement of Göteborg is quite high in this field with a rate of 94%. The sample average is 91%. All cities of the sample implemented many of the policy measures suggested in the questionnaire in this policy field.

Public space: If a city's public space is very intercultural, citizens of different backgrounds will have the chance to meet and get to know each other. Therefore, it is essential a city supports intercultural public spaces and interactions. Particularly badly-managed public places can become places where people feel unwelcomed and anxious. Göteborg has taken steps to increase intercultural mixing in the city's public space such as in public libraries, museums, playgrounds, squares and public bathing places. The city also consults people with different ethnic backgrounds in local meetings or exhibitions open to the public when it wants to re-build an area. However, there are also places in Göteborg which are marked by their lack of intercultural mixing. For example, there are areas in Göteborg which are dominated by one ethnic group. In these spaces, other people with other backgrounds do not feel welcome. Some areas or neighbourhoods also have 'dangerous' reputations.

The achievement rate of Göteborg in this area is therefore below the average sample rate of 72% and has a value of 50%.

In a city with people from different cultural and ethnic backgrounds, there is always the potential for tension and conflict. It is, therefore, important that the city provides **mediation and conflict resolution**. The question is whether there are organisations and services that anticipate, identify, address and resolve such conflicts. In Göteborg, for example, there is intercultural mediation provided by the city administration. In addition, there is an organisation in the city dealing with inter-religious conflicts in particular as well as a generalist municipal mediation services including specialised staff with intercultural training.

Göteborg's proactive mediation policy leads to a high policy achievement rate of 82%. Most cities are active in mediation and conflict resolution which results in a high sample average of 86%.

A key to successful integration of newcomers is their knowledge of the **language** of the host country. It may also be important to strengthen the language abilities of immigrants in their mother tongue. Moreover, the native population should have the possibility to learn immigrants' languages and/or to gain some basic knowledge about them.

Göteborg has a number of language programmes. It provides specific language training for even hard-to-reach groups (such as working mothers, unemployed or retired people). Schools provide foreign languages as part of the regular curriculum at schools and there are migrant languages as mother tongue courses for immigrants' kids. There is guaranteed support for private and civil sector institutions that want to provide language training in immigrant languages. Unfortunately, the questionnaire says nothing about either attendance of the language courses or about the quality of the courses. The city gives financial support only to minority radio programmes such as the Leisure Committee community radio programmes that are transmitted by NGOs (including ethnic NGOs).

One point Göteborg could improve in this area is the support of projects seeking to promote a positive picture of other languages such as a day of migrant languages, readings, poetry evenings and multi-lingual cultural events.

¹⁰¹ Intercultural Cities questionnaire filled in by Lewisham (a borough of London)

Göteborg's achievement in this area is similar to the city sample with a rate of 55% equalling nearly the sample average.

Local media is very important for the image and the reputation of particular groups and areas. Often, media is generated nationally and internationally and a city does not have much influence on those programmes. But locally, a city can influence the media agencies and it is able to achieve a climate of public opinion more favourable to intercultural relations. Göteborg has implemented some media policy instruments. For example, the city's information service has to support harmonious intercultural relations and the city has a media strategy to promote a positive picture of immigrants in the media. Further best practices which could be adopted by Göteborg are, for instance, to support advocacy, media training and mentorship for journalists with minority background or to observe the way in which media portray populations with migrant backgrounds. Göteborg reaches fewer goals in local media policy (38%) than the city sample (43%).

If a place wants to be a role model in intercultural relations, it is necessary to have an **open and international outlook**. This includes making connections with other cities or places for trade, exchange of knowledge and tourism. In an 'open' city, a new immigrant has a lot of opportunities to become part of business, professional and social networks. Göteborg, for example, financially supports international co-operation and there is even an organisation which observes the city's openness to international connections. In addition, Göteborg's universities are encouraged to attract foreign students and as the benchmarking exercise above revealed, they do it with considerable success. For an intercultural city, however, it is not only important to be attractive for international students, but also to encourage them to participate in city life. More initiatives could be taken in this area in the future. A best practice policy which may be explored by Göteborg further is the encouragement of economic relations with the countries of origin of its immigrant groups.

Overall, Göteborg's policy attainment for an open and international outlook is below the sample average (77%). The topic of 'international outlook' here overlaps with the topic of 'international exchange' of the index of immigration. All cities which have considerable international exchange are also very active in the international outlook policy area. The de facto international exchange, however, depends on the geographical location of the city, too.

A city only can be intercultural if it knows and understands its residents, not only the country-born people but also the immigrants. This is called **intercultural intelligence and competence**. An intercultural surveillance takes existing data and examines it from an intercultural perspective. City officials should therefore be informed and sensitive to different languages and cultures. In Göteborg, information about diversity and intercultural relations are mainstreamed to inform the city government's process of policy formulation. For example, the city budget accentuates every year that all city committees must work towards diversity and avoid discrimination. The city collects annual data about the perception of immigrants. Furthermore, Göteborg's officials and staff in public services have to attend training courses, interdisciplinary seminars and specific projects with support from EU's structural funds.

The municipality of Göteborg has adopted all best practice recommendations in its intercultural intelligence and competence initiatives. Thus it reaches 100% policy achievement rate.

An intercultural city has several **welcoming initiatives** that should minimize the feeling of disorientation of people who arrive in the city and want to stay for a longer time. The first months in a new place are decisive because, during that time, an immigrant has to decide where to live (which neighbourhood), where the children should go to school, where appropriate jobs are available, how to learn the language, etc. The municipality of Göteborg has already put several welcoming policies into practice. Göteborg has an office that is responsible for welcoming newcomers and it provides a compact city-specific package of information for new immigrants. The city also has a welcome package for students and refugees. As part of the new integration policy called the Introduction Act, for which both national institutions and municipalities are responsible, a personal introduction plan for every newly arrived refugee is guaranteed. The plan informs them about their civil and political rights and supports them in finding their way into the labour market.

In Göteborg, all newly arrived migrants can participate in a 100 hour information and discussion course on the Swedish society. The lessons are held in the mother tongues of the participants. They include study visits and lectures by experts from different fields. Since its start in 2008, more than 2'000 people have participated. About 50 courses are currently in progress. Earlier immigrants lead the discussions. According to external evaluations,

participants in the courses feel honoured and very welcomed by the city of Göteborg. The project has become a role model for this type of introduction service in all of Sweden.

Göteborg's city council could advance its welcome services through organising a special public event where city officials welcome newcomers. The city of Neuchâtel, for instance, organises one evening every six months to welcome all newly arrived people from another town or from another country. At this event, city officials welcome the newcomers in a pleasant atmosphere and inform them about the administration, life of the city and its population.¹⁰²

Göteborg's municipality reaches an intercultural city index of 60% in the area 'welcoming new arrivals' which is below the sample average. According to this, Göteborg ranks above München, but below København (100%), Barcelona (95%) and Oslo (73%).

The most powerful and far-reaching step a city can make towards becoming a fully intercultural city is when it allows its immigrants to take part in political life, namely **governance, leadership and citizenship**. In Göteborg, newcomers from the Nordic countries and the EU can vote immediately whereas newcomers from third countries can vote in local elections after residing in the city for three years. The ethnic background of elected politicians reflects at least in part the composition of the city's population. However, there is a lack of initiatives to increase the political representation of immigrants. The city has neither a political body to represent ethnic minorities nor is there a standard for the proportional representation of immigrants on mandatory boards that supervise schools and public services. In contrast to its Nordic neighbours, Sweden does not seek out the advice of consultative bodies of immigrants.¹⁰³

In Göteborg as in many European cities, there is a lack of policy actions to increase the political participation of immigrants. Thus Göteborg reaches only a value of 33% which is slightly below the sample average (43%). Oslo is by far the most accomplished in this realm especially due to setting up an independent political body to represent all ethnic minorities living in the city. In addition, Oslo has a standard for the proportional representation of immigrants on mandatory boards supervising schools and public services. Göteborg, and some of the other cities, do not have such arrangements and have room to improve in this field.

7.2.3 Summary and recommendations

To sum up, according to the intercultural city index, the city of Göteborg finds itself in the middle of the city sample. In many policy areas of the intercultural cities framework, Göteborg achieves average scores. The city council of Göteborg has implemented advanced policy measures in the areas of 'intelligence and competence' as well as 'public services.' In 'intelligence and competence,' the city of Göteborg manages to score a perfect 100 points out of 100 and is the leader in this topic, together with Oslo. The score rests on excellence in informing, training and observing official institutions regarding anti-discrimination. Göteborg has a much better performance than München, København and Barcelona in this regard. In 'public services,' Göteborg also leads the city sample due to its plans for guaranteeing positions in public services for people with migrant backgrounds and to delivering public services appropriate for its diverse populations.

In some policy areas such as 'neighbourhood' and 'public space,' Göteborg performs clearly below the sample average. Segregated city neighbourhoods directly influence its lackluster performance in 'neighbourhood' and public space.' In the areas 'welcoming new arrivals,' 'open and international outlook' and 'relations with the media,' its results are weaker than the sample average.

¹⁰² http://www.coe.int/t/dg4/cultureheritage/culture/Cities/Key_data_about_member_cities_of_the_%20network_en.pdf (download: 29.05.2011)

¹⁰³ Migrant Integration Policy Index III (2011)

Although Göteborg has already adopted many best practices, it may want to look for ways to improve its intercultural policies. Important measures are to

- prepare a policy to increase ethnic mixing in schools.
- promote the intercultural mixing in the private sector labour market.
- develop strategies to help businesses from ethnic minorities to enter the mainstream economy.
- prioritise companies which implement a diversity strategy when procuring the city's goods and services.
- take into account the ethnic and cultural backgrounds of citizens in the design and management of new public buildings or spaces.
- provide intercultural mediation in services such as hospitals, police, youth clubs, mediation centres, etc.
- provide support for advocacy, media training and mentorship for journalists with minority backgrounds.
- monitor the way in which the media portrays immigrants (minorities).
- develop economic relations with the countries of origin of its immigrant groups.
- provide welcome support for family members and migrant workers.
- initiate a standard for the representation of immigrants in mandatory boards that supervise schools and public services.
- initiate independent political body that represents all ethnic minorities.

8 Summary and conclusions

This report deals with immigration in terms of attractiveness, openness and integration in Västsverige and its largest city Göteborg. Cities and regions increasingly compete for people on a global scale. Firstly, the growing importance of knowledge-based industries leads to competition for the best and brightest talents. Secondly, demographic changes will soon cause labour shortages. Thus cities and regions must not only retain and fully use their current populations, but also they must attract people from all over the world and enable them to contribute meaningfully to their new homes. To achieve this, regions and cities have to be attractive, open places where people feel welcomed and where integration and intercultural exchange is encouraged.

Västsverige/Göteborg has been benchmarked against a sample of 12 European metropolitan regions using the index of migration which measures the three fields: the attractiveness for migrants, the openness towards migrants and the integration of migrants. The regions chosen as benchmarks are an ambitious selection. They include some very successful regions with a wide range of different backgrounds in migration history. Even in this tough field, the analysis has shown that Västsverige/Göteborg is well-positioned in fourth place after the metro-regions Genève, Amsterdam and Stockholm.

Furthermore, the city of Göteborg has been compared to a sub-sample of four cities (Oslo, København, München, Barcelona) using the intercultural cities framework. This comparison revealed that Göteborg city is prepared to manage its diverse populations and shows a remarkable commitment to them. In many policy areas, the city of Göteborg has initiated policy measures to foster intercultural exchange which are similar to other EU cities.

The international comparison of Västsverige/Göteborg has shown that it is very well-positioned in the following areas:

- attractive for people from Sweden and from many other countries
- low consumer prices by international comparison
- lots of international schools
- very attractive universities for international students
- open to immigrants (particularly refugees) and investors alike
- a very positive attitude towards immigration of its population
- strict rules against discrimination
- very good (ethnic) diversity management with respect to public services and intercultural competence of the city of Göteborg

The international comparison has also revealed some weaknesses of Västsverige/Göteborg in the following factors:

- global accessibility and international exchange
- attractiveness and integration capacity of the labour market
- trust of immigrants in the services of the society
- immigrants' educational attainment
- intercultural mixing in residential areas and public places
- openness for students coming from outside Europe
- active policies vis-à-vis local media

Västsverige/Göteborg is attractive for people from all over the world and it is also open for immigration for humanitarian reasons. In the short run, the integration of refugees and their families as well as of immigrants from distant countries is more challenging. In a longer perspective, however, attracting these people with a more favourable age-structure is an asset for the future.

To increase its attractiveness in the future, Västsverige/Göteborg ought to improve its accessibility to facilitate international exchanges in terms of more tourists, foreign direct investments, etc. Västsverige/Göteborg has implemented one of the most liberal immigration policies in Europe. Nevertheless, its openness can be enhanced by going back to former rules when students from all over the world had the right to come and study for free. With the new fee the number of students coming from outside the Europe has decreased from 16'600 to 1'200 within one year.¹⁰⁴ This is a loss of many opportunities for a medium-sized country as Sweden out in the North with its own language.

The key challenges for Västsverige/Göteborg are labour market integration, enhancement of immigrants' educational achievements and encouragement of ethnic mixing in residential areas and public places. Although the effects on labour market outcomes of immigrants living in enclaves are not clear-cut, there is some evidence that lower levels of residential segregation are positively associated with economic success of immigrants.¹⁰⁵

Göteborg must focus on developing strategies and policy actions to combat segregation and social exclusion in residential areas, public places and schools. Low labour market integration, low scholastic achievement and residential segregation of the foreign-born population seem to go hand in hand. To solve these problems, it needs a long-term commitment. There are already initiatives to combat segregation in Sweden and Göteborg. There is also a large body of experience from other European cities which Göteborg can use to develop further policy measures and a policy strategy in this field.

Policy measures with the aim of increasing general ethnic diversity are both appropriate and required measures to enhance the integration of immigrants and intercultural exchange in Västsverige/Göteborg. The region and its municipalities can increase ethnic diversity in three ways in particular.¹⁰⁶ Firstly, they can take measures to make sure that their services cater to the needs of their inhabitants (appropriate to the population's ethnic background). Secondly, they can implement a strategy to ensure that the ethnic composition of their employees reflects the composition of the region's citizens. Thirdly, they can use their procurement of goods and services to influence employment practices and diversity policies of their suppliers. In doing so, the region can function as a role model for the private sector.

¹⁰⁴ www.dn.se, debatt, 1 November 2011

¹⁰⁵ Strömberg et al (2011)

¹⁰⁶ Kirchberger and Niessen (2011)

9 References

Andersson R. et al (2010):

«Contextualising ethnic residential segregation in Sweden: welfare, housing and migration-related policies», available online at: <http://blogs.helsinki.fi/nodesproject/files/2010/12/Sweden.pdf>.

Aslund, O. and O. Skans (2007):

«Do anonymous job application procedures level the playing field?», IFAU Working Paper 2007/31, Uppsala.

BAKBASEL (2008):

«Västsverige/Göteborg: Quality of life as a location factor for highly qualified people», Basel, available online at: www.vgregion.se/regionutveckling/rapporter.

BAKBASEL (2010a):

«International Benchmarking Report 2010», Basel.

BAKBASEL (2010b):

«Lasting competitiveness – global trends and their impact on European regions», presentation Göteborg, 21 Juni 2010.

Business Region Göteborg (2009):

«Facts and Figures for the Göteborg Region – The Region of Sustainable Growth», Göteborg.

Carlsson, M. and D.-O. Rooth (2006):

«Evidence of Ethnic Discrimination in the Swedish Labour Market Using Experimental Data», Bonn: Institute for the Study of Labour Discussion Paper Series 2281, available online at: <http://ftp.iza.org/dp2281.pdf>.

Carlsson, M. and D.-O. Rooth (2008):

«Is It Your Foreign Name or Foreign Qualifications? An Experimental Study of Ethnic Discrimination in Hiring», Bonn: Institute for the Study of Labour Discussion Paper Series 3810, available online at: <http://ftp.iza.org/dp3810.pdf>.

Cities for Local Integration Policy (CLIP) Network (2010):

«Housing and integration of migrants in Europe: Good practice guide – Résumé», available online at: <http://www.eurofound.europa.eu/areas/populationandsociety/cliphousing.htm>.

City of Göteborg (2008a):

«Annual Report», Göteborg.

City of Göteborg (2008b):

«City presentation – City of Göteborg», available online at: http://urbact.eu/fileadmin/Projects/LCFacil/events_media/LCF_kick_off_meeting_Gothenburg.pdf.

Clark, G. (2009):

«The Open Cities Project – Leadership and Governance of Open Cities: Practical insights from international experience», Madrid.

Council of Europe (1997):

«Measurement and indicators of integration», available online at: www.coe.int/t/dg3/.../Series.../Measurement_indicators_integration_en.pdf

Council of Europe (2008):

«THE INTERCULTURAL CITY: what is it and how to make it work», Introductory document for cities participating in the Pilot Phase of the Intercultural Cities Programme, Joint action of the Council of Europe and the European Commission.

De Heus, M. and J. Dronkers (2010):

«The Influence of Origin and Destination Countries in Immigrant Pupils' Performance», Malta, available online at: <http://www.uoc.edu/debats/eng/2010/dronkers/index.html#sintesi>.

- Engler, M. (2007):
«Focus Migration: Länderprofil Frankreich», available online at: <http://focus-migration.hwwi.de/Country-Profiles.1349.0.html?&L=1>.
- Entzinger, H. and R. Biezeveld (2003):
«Benchmarking in Immigrant Integration», Report written for the European Commission, Contract No. DG JAI-A-2/2002/006, Rotterdam.
- Ersanili, E. (2007):
«Focus Migration: Länderprofil Niederlande», available online at: <http://focus-migration.hwwi.de/Country-Profiles.1349.0.html?&L=1>.
- Euromonitor (2006):
available online at: <http://www.euromonitor.com/top-150-city-destinations-london-leads-the-way/article>.
- European Foundation for the Improvement of Living and Working Conditions – CLIP Network (2008):
«Housing and integration of migrants in Europe: Good practice guide», Brussels: European Foundation for the Improvement of Living and Working Conditions.
- Fortune Magazine (2010):
«Global Fortune 500», available online at: <http://money.cnn.com/magazines/fortune/global500/2011/> -
- Högschoolverket. - Swedish National Agency for Higher Education (2010):
«Swedish universities & universities colleges – short version of annual report 2010», Stockholm.
- Huddleston, T et al. (2011):
«Migrant Integration Policy Index III», Brussels.
- Jensen, P. and A. Würtz Rasmussen (2008):
«Immigrant and Native Children's Cognitive Outcomes and the Effect of Ethnic Concentration in Danish Schools», The Rockwool Foundation Research Unit Study Paper 20, Copenhagen, available online at: <http://www.rockwoolfonden.dk/files/RFF-site/Publikations%20upload/Arbejdspapirer/Study%2020.pdf>.
- Kirchberger, A. and J. Niessen (2011):
«Integration beyond migration. Kicking off the debate», Brussels, online available at: http://www.migpolgroup.com/news_detail.php?id=168.
- Koopmans, R. (2008):
«Tradeoffs between Equality and Difference; Immigrant Integration, Multiculturalism, and the Welfare State in Cross-National Perspective», Berlin.
- Kreienbrink, A. (2008):
«Focus Migration: Länderprofil Spanien», available online at: <http://focus-migration.hwwi.de/Country-Profiles.1349.0.html?&L=1>.
- Lemaître, G. (2007):
«The Integration of Immigrants in to the Labour Market: the Case of Sweden», OECD Social, Employment and Migration Working Papers 48, Paris.
- Migration Policy Institute (2005):
«Norway: Migration Quality, Not Quantity», available online at: <http://www.migrationinformation.org/Feature/display.cfm?ID=307>
- Moody, C. (2006): «Migration and Economic Growth: A 21st Century Perspective», New Zealand Treasury Working Paper 2006/2, available online at: <http://www.treasury.govt.nz/publications/research-policy/wp/2006/06-02>.
- Niessen, J. and Y. Schibel (2007):
«Handbook on Integration for policy-makers and practitioners», Brussels.
- Niessen, J. et al. (2007):
«Migrant Integration Policy Index II», Brussels.

OECD (2006):

«From Immigration to Integration. Local Solutions to a Global Challenge», Paris.

OECD (2011):

«Naturalisation: A passport for the better integration of immigrants?», Paris.

Ottaviano, G. and G. Peri (2004):

«The economic value of cultural diversity: evidence from US Cities», NBER Working Paper No. 10904.

Parusel, B. (2009):

«Focus Migration: Länderprofil Schweden», available online at: <http://focus-migration.hwwi.de/Country-Profiles.1349.0.html?&L=1>.

Regerungskansliet - Ministry of Integration and Gender Equality (2009):

«Swedish integration policy», available online at: www.eukn.org/dsresource?objectid=80310&type=org.

Regerungskansliet - Ministry of Integration and Gender Equality (2010):

«New policy for the introduction of newly arrived immigrants in Sweden», available online at: <http://www.sweden.gov.se/content/1/c6/13/77/47/3025f216.pdf>.

Region Västra Götaland (2005):

«Vision Västra Götaland – A good Life», available online at: <http://www.vgregion.se/visionvastragotaland>.

Schlicht, R. and S. Möller (2010):

«Inequality in Education between Migrants and Natives; the Effectiveness of Integration Policy in the Western EU Member States», available online at: http://www.psa.ac.uk/journals/pdf/5/2011/117_95.pdf.

Strömgren, M. et al. (2011):

«Pre-Hire Factors and Workplace Ethnic Segregation», Bonn: Institute for the Study of Labour Discussion Paper Series 5622, available online at: <http://ftp.iza.org/dp5622.pdf>.

Szulkin, R. and J.O. Jonsson (2007):

«Ethnic Segregation and Educational Outcomes in Swedish Comprehensive Schools», Stockholm, available online at: <http://www.temaasyl.se/Documents/Forskning/Forskningsstudier/Ethnic%20segregation%20and%20educational%20outcomes%20in%20Swedish%20comprehensive%20schools.PDF>.

United Nation Research Institute for Social Development (1994):

«Social Integration: Approaches and Issues», available online at: [http://www.unrisd.org/80256B3C005BCCF9/\(httpAuxPages\)/510920DA18B35A6880256B65004C6A7B/\\$file/bp1.pdf](http://www.unrisd.org/80256B3C005BCCF9/(httpAuxPages)/510920DA18B35A6880256B65004C6A7B/$file/bp1.pdf).

United Nations High Commissioner for Refugees (2010):

«2009 Global Trends – Refugees, Asylum-seekers, Returnees, Internally Displaced and Stateless Persons», Geneva.

Vinge (2004):

«Swedish Tax Info», available online at: <http://www.vinge.se>.

Von Bahr, J. (2011):

«Bedrag – vägen till arbete», summary in English available online at: http://www.migpolgroup.com/news_detail.php?id=168.

Westin, C. (2006):

«Country Profiles - Sweden: Restrictive Immigration Policy and Multiculturalism», available online at: <http://www.migrationinformation.org/usfocus/display.cfm?ID=406>.

Wood, P. and C. Landry (2008):

«The Intercultural City: planning for diversity advantage», London.

Appendix: Indicators Overview

	Indicator name	Indicator (exact value)	Value	Main source	Year	Regional coverage
Attractiveness for migrants						
Income and consumption						
1	GDP per capita	Real GDP per capita (at 2000 prices)	Euro p.c.	BAKBASEL	2009	Region
2	Tax burden	Taxation for highly skilled manpower	Index-Value	BAKBASEL	2009	Region
3	Consumer price index	Cost of Living-Index	Index-Value	FDI-Benchmark	2008	City
Labour market						
4	Employment growth	Annual growth rate of the number of employees between 2005 and 2009	Annual growth Rate p.a.	BAKBASEL	2005-2009	Region
5	Foreign-born population with tertiary education	The foreign total labour force (age 15+) according to the highly skilled qualification level as a proportion of the total non-national labour force. The qualification level is defined as follows: high = third level. The definition follows the European Labour Force Survey.	%	European Labour Force Survey	2009	Region, mostly NUTS 2
6	Large international companies	Number of top 500 firms in revenues	number	Global Fortune 500	2010	Region
International exchange						
7	Global accessibility	Global accessibility (Index, Enlarged Alpine Space 2002 = 100)	Index-Value	BAKBASEL	2008	City
8	International Passengers (flights)	International airline passengers (arriving and departing).	number	World traffic report 2008	2008	City
9	Tourist intensity	Foreign tourist overnights per 100,000 pop.	Per 100,000 inhab.	Eurostat	2008	NUTS 2
10	International meetings	Number of international meetings	%	AUMA	2009	City
11	Stock of foreign-born population	Foreign born population as a percentage of the total population	%	Statistical Office of the respective country/region	2000/2009	Region
12	Diversity of foreign born population	100 minus most relevant foreign nationality as % of total foreign born population	%	Statistical Office of the respective country	2009	Region
Safety and health care						
13	Subjective feeling of safety	Subjective perception of safety. % of people who feel 'safe' or 'very safe' walking alone in a local area after dark. by foreign-born population	%	European Social Survey 2010	2008	Region, mostly NUTS 2
14	Satisfaction with the health care system	Satisfaction with the health care system: Index from 0 (extremely inefficient) to 10 (extremely efficient); average value by foreign-born population	Index-Value	European Social Survey 2010	2008	Region, mostly NUTS 2

	Indicator name	Indicator (exact value)	Value	Main source	Year	Regional coverage
15	Health care allocation	How likely not receive health care needed if become ill in next 12 months: from not at all likely to very likely by foreign-born population	Index value	European Social Survey 2010	2008	Region, mostly NUTS 2
Education						
16	International schools	Number of programs in international schools	number	www.ibo.org	2010	Region
17	International students	International student score (best 200 universities)	%	QS World University Rankings	2010	Region

Openness towards migrants						
Access to the country						
18	MIPEX – family reunion policy	Migration integration policy index: family reunion: 100% = best practice	%	MIPEX	2010	Country
19	MIPEX – access to nationality	Migration integration policy index: Access to nationality: 100% = best practice	%	MIPEX	2010	Country
20	MIPEX – long-term residence policy	Migration integration policy index: long-term residence: 100% = best practice	%	MIPEX	2010	Country
21	Number of foreign languages on the website	Number of foreign languages on the official city- and the tourism website and existence of special sites on the official website for certain groups of immigrants or foreign investors	number	Official Website	2010	City
22	Inflow of foreign born population	Foreign-born population	Average annual growth rate	Statistical Office of the respective country/region	2000-2009	Region
Access to the labour market						
23	MIPEX – labour market mobility	Migration integration policy index: labour market mobility: 100% = best practice	%	MIPEX	2010	Country
24	Ease of hiring foreign labour	Index measures labour regulations 1 = prevents your company from employing foreign labour; 7 = does not prevent your company from employing foreign labour	Index-Value	World Economic forum, Executive Opinion survey 2007, 2008	2007/2008	Country
Access of foreign investors						
25	Freedom of investment	Maximum ('best practice') is a value of 100. Economic freedom is the fundamental right of every human to control his or her own labour and property.	Index-Value	The Heritage Foundation	2010	Country
26	Prevalence of foreign ownership	Indicator for the access of foreign investors	Index-Value	The WEF Global Competitiveness Report	2010	Country

	Indicator name	Indicator (exact value)	Value	Main source	Year	Re- gional cover- age
Perception of immigration						
27	Same race	Allow many/few immigrants of same race/ethnic group as majority: From allow many to come and live here to allow none	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
28	Different race	Allow many/few immigrants of different race/ethnic group from majority: From allow many to come and live here to allow none	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
29	Immigrants from poorer countries outside Europe	Allow many/few immigrants from poorer countries outside Europe: From allow many to come and live here to allow none	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
Integration of immigrants						
Labour market integration						
30	Ratio of unemployment rates	Ratio of unemployment rates (native population/foreign-born population)	%	European Labour Force Survey	2009	Region, mostly NUTS 2
31	Ratio of participation rates	Participation rate = Labour Force/Total population +15 Calculation: participation rate of foreign-born population/participation rate of native population	%	European Labour Force Survey	2009	Region, mostly NUTS 2
32	Ratio of youth unemployment rates	Ratio of the youth unemployment rates of the 15-24 year old population (native population/foreign-born population)	%	European Labour Force Survey	2009	Country
Education integration						
33	Completion of lower education	Completion of lower education by foreign-born population	%	European Labour Force Survey	2009	Region, mostly NUTS 2
34	Language of the recipient country	Percentage of immigrants not speaking the language of the recipient country at home	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
35	Literacy in reading	Difference in literacy in reading of native and immigrants	%	PISA	2009	Country
Perception of immigrants						
36	Perception indicator of immigrants' influence on country's economy	Question: Is immigration good or bad for your country's economy? Index from 0 to 10 0 = Is bad for the Economy; 10 = Is good for the Economy	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
37	Perception indicator of immigrants' influence on country's cultural life	Question: Is the country's cultural life undermined or enriched by immigrants? Index from 0 to 10: 0 = Cultural Life undermined; 10 = Cultural Life enriched	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
38	Perception indicator whether immigrants make the country a better or worse place to live	Question: Do immigrants make the country a better or worse place to live? Subjective Index from 0 to 10: 0 = Worse place to live; 10 = Better place to live; Average Value	Index-Value	European Social Survey	2008	Region, mostly NUTS 2

	Indicator name	Indicator (exact value)	Value	Main source	Year	Regional coverage
	Participation and anti-discrimination					
39	MIPEX – political participation	Migration integration policy index: political participation: 100% = best practice	%	MIPEX	2010	Country
40	MIPEX - anti-discrimination	Migration integration policy index: anti-discrimination: 100% = best practice	%	MIPEX	2010	Country
41	Trust in police	Perception of trust in police by foreign-born/native population	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
42	Voting	Voting last national election by foreign-born/native population	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
43	Trade union	Membership trade union by foreign-born/natives	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
44	Political parties	Membership political parties by foreign-born/natives	Index-Value	European Social Survey	2008	Region, mostly NUTS 2
45	Perception indicator about discrimination	Perception of being discriminated against (due to colour or race)	Index-Value	European Social Survey	2008	Region, mostly NUTS 2