

Immigration in the City of Copenhagen

Regional report

Legal context:

Copenhagen has received a great part of the immigrants and refugees who have come to Denmark during the last 30 years. About 11,4 per cent of the population of Copenhagen are residents with an ethnic background and that is a big challenge for institutions working on integrating immigrants and refugees into the Danish society. At present Copenhagen only receives relatives to immigrants and refugees already living in Denmark. It is only possible for relatives to obtain residence permit if they are:

- Married, cohabiting or registered partners
- Children under the age of 18
- Parents over the age of 60

In Denmark the immigration debate is influenced by the fact that a new liberal government came into power in the end of 2001. The liberal government plans to make changes in the area of immigration and integration with the purpose of limiting the number of foreigners coming to Denmark and intensifying integration initiatives so that the foreign residents will quickly find a job and become self sufficient.

Prior to 1999 Denmark did not have an officially formulated integration policy but on January 1, 1999 the Integration Act was introduced. According to this Act it is not possible to apply for permanent residence permit until you have attended the three- year introduction programme which the Act prescribes and which consists of three basic elements:

- Danish language training
- Employability enhancement programmes
- Course in civic and social studies

The municipalities in Denmark have been assigned the responsibility of implementing the Integration Act and the aims of the Act are:

- To ensure that the individual is given the opportunity of partaking in the political, economic, work, social, religious and cultural life of society on equal terms with other citizens
- To ensure that the individual will quickly find a job and become self sufficient
- To ensure that the individual gets to understand the basic norms and values of the Danish society

Foreigners who are not able to support themselves are entitled to introduction benefit which is equal to social security benefit.

Denmark does not have the problems with illegal immigrants which especially Spain experiences even though the open borders which have become a reality with Schengen has put more focus on the issue. It is difficult to live in Denmark without being officially registered by the authorities and it is not possible to receive services like health care, education and economic benefits unless you are registered.

Target groups:

With regard to labour market integration, Copenhagen (and other cities in Denmark) work with two different target groups:

- Immigrants and refugees who have taken residence in Copenhagen after January 1, 1999 and thus must be offered a three-year introduction programme according to the provisions of the Integration Act.
- Other ethnic minorities who receive social security benefit according to the provisions of the Active Social Policy Act

In Copenhagen the unemployment rate among ethnic minorities from third world countries who receive social security benefits is remarkably high compared to that of the Danish population. Figures show that 5-6 per cent of the Danish population receive social security benefit whereas for ethnic minorities the figure is 27 per cent. 38 per cent of all recipients of social security benefits are residents with an ethnic minority background.

Most of the foreign residents in Copenhagen come from third world countries. The six biggest groups are the following:

1. Turkey
2. Former Yugoslavia
3. Pakistani
4. Somalie
5. Iraq
6. Morocco

Generally the ethnic residents lack the qualifications needed on the labour market in Copenhagen.

On January 1, 2002 a test sample of all residents of ethnic background who receive economic benefits in Copenhagen was taken. The test showed the following figures regarding educational background and work experience of the ethnic residents:

Education:

24,5 %	no educational background
43 %	general education
18,3 %	youth education
6,9 %	further education
2,9 %	skilled workers
4,4 %	other educational background

Occupational experience:

54,5 %	no occupational experience
19,3 %	unskilled workers
1,9 %	skilled workers
7,5 %	office workers
2,9 %	self-employed
3,9 %	other occupational experience

The figures show that lack of language qualifications and work experience makes it difficult for ethnic minorities to enter the labour market and if they do it is most often as unskilled workers. Therefore, integration initiatives in the City of Copenhagen also focus on vocational training and language training.

View of the labour market

The Copenhagen labour market is analysed quarterly and the most recent analysis shows that:

The number of unemployed and people who attend employability enhancement programmes is still going down in the Copenhagen area but not as remarkably as in 1998 and 1999 when trade conditions flourished. It is still expected that employment will rise during the next year but the enterprises are not as optimistic as they were earlier.

An analysis made by the Labour Market Council for the first quarter of 2002 shows that there were already signs of recession prior to September 11, 2001. Anyhow, from December 2000 to December 2001 the number of unemployed fell by around 10% which is due to more people attending employability enhancement programmes and more people obtaining a job.

There is around 1,2 million people living in the Copenhagen region. The educational background of the residents looks as follows:

Educational background	Copenhagen	The whole country
No qualifying education	38 %	38 %
Vocational training	32 %	38 %
Further education	30 %	23 %

The figures show that Copenhagen differs from the rest of the country in two considerable ways. Thus, there are fewer people with a vocational training background in Copenhagen than in the rest of the country while the percentage of people with further education is much higher in Copenhagen than the rest of the country. This is mainly due to the fact that there are many educational institutions in Copenhagen.

The workforce in the Copenhagen region totals about 638.000 people and about 613.000 of these people are employed. The figures below show the unemployment development in the Copenhagen region compared to the country as a whole and it turns out that the unemployment rate in the Copenhagen region is 4,1% compared to 4,6% nation-wide (December 2001). Thus, there are still good chances for immigrants and refugees to establish themselves on the labour market. The figures below show the unemployment rate distributed by age groups.

The Copenhagen Region					Nation-wide
	Average number of unemployed December 2000	Average number of unemployed December 2001	Change in % December 2000 – December 2001	Unemployment rate December 2001	Unemployment rate December 2001
Total	28.791	25.944	-9,9	4,1	4,6
16-24 years	1.999	1.833	-8,3	1,9	3,0
25-29 years	4.553	4.299	-5,6	4,4	5,4
30-39 years	8.657	7.990	-7,7	4,6	4,9
40-49 years	5.481	4.689	-14,4	3,6	3,9
50-59 years	6.893	6.078	-11,8	5,2	5,9
60-66 years	1.208	1.057	-12,5	4,8	5,2

The figures show that the unemployment rate in the Copenhagen region was 4,1% in December 2001. The biggest drop in unemployment in one year is seen among the 40- 49 year-olds but when looking at the percentage it becomes evident that the group of 16 – 24 year-olds have the lowest rate of unemployment whereas the group of 50 – 59 year-olds is facing the highest rate of unemployment.

The Copenhagen region has also experienced a decline in the boom that took place in the mid 1990s. However, there is no sign that the rate of employment will fall and unemployment will rise. In the latest surveys of the labour market there has been great expectations to the development of the employment situation but the expectations have decreased in the latest survey.

The Labour Market Council has made a prognosis of the employment situation for the period first quarter 2002 to fourth quarter 2002. The prognosis includes the public as well as the private sector. As regards the private sector, the prognosis is based on interviews with 801 enterprises in the Copenhagen region while the prognosis of the public sector is based on various sources:

Prognosis for the employment situation	Expectations on a quarterly basis	Expectations on an annual basis
Unchanged	72	50
rising	16	28
falling	10	8
do not know	2	14

As can be seen, most enterprises expect the employment situation to be unchanged both on a quarterly and an annual basis. Furthermore, the figures show that the longer the time perspective is the more uncertain the respondents are of the development. The prognosis covers 17 different branches of trade.

As regards the public sector there is a tendency to expect an unchanged employment situation both on a quarterly and an annual basis. When the Liberal Government came into power in the end of 2001 a temporary non-replacement policy was introduced and therefore the employment situation in the public sector is somewhat insecure.

The four public institutions which the survey covers are: public administration, social institutions, health services and educational institutions.

Looking at the expectations for the 17 specific branches of trade that the prognosis includes, the following picture turns out:

Expectations on a quarterly basis	Number of enterprises/public institutions and their expectations to the employment development				Number of employeés	
	rise	unchanged	fall	total	today	3 months
Agriculture, gardening, forestry, fishing etc.	0	3	5	8	98	56
Food, drink and tobacco industry	1	3	1	5	108	92
Textile, clothing and leather industry	1	2	0	3	21	23
Wood, paper and graphic industry	6	27	5	38	879	920
Minera oil, chemical and plastics industry	2	10	2	14	380	468
Iron and steel industry	9	27	5	41	1.769	1.783
Stone, clay, glass, furniture industry	0	6	0	6	845	843
Extraction of raw material, energy and water	1	1	0	2	215	225
Construction	10	49	6	65	878	898
Retail trade	26	84	9	119	2.892	2.883
Wholesale trade	24	111	10	145	3.627	3.701
Catering and hotel trade	4	22	5	31	635	631
Transportation	5	28	8	41	1.752	1.710
Mail and telecommunication	1	2	1	4	585	580
Financial and assurance business	3	21	2	26	4.698	4.700
Business services	27	125	17	169	5.668	5.664
Renovation, organisations and entertainment	8	53	6	67	2.317	2.269
Total	128	574	82	784	27.367	27.446

The majority of the respondents expect the employment situation to be unchanged in the coming quarter. The same picture turns out when looking at the expectations to the number of employeés. The general picture is that employment will rise by 79 employeés the next quarter (27.446 – 27.367)

As can be seen only 784 enterprises are included which is due to the fact that 17 respondents have given the answer "don't know" when asked about the future employment situation. These answers will be dealt with later.

Expectations on an annual basis	Number of enterprises/public institutions and their expectations to the employment development				Number of employees	
	rise	unchanged	fall	total	today	3 months
Agriculture, gardening, forestry, fishing etc.	1	6	0	7	96	97
Food, drink and tobacco industry	0	3	1	4	98	91
Textile, clothing and leather industry	1	2	0	3	21	23
Wood, paper and graphic industry	7	21	4	32	836	899
Minera oil, chemical and plastics industry	4	9	0	13	380	522
Iron and steel industry	11	16	6	33	1691	1.669
Stone, clay, glass, furniture industry	3	3	0	6	831	835
Extraction of raw material, energy and water	0	2	0	2	215	215
Construction	13	35	7	55	880	927
Retail trade	51	49	7	107	2.717	2.801
Wholesale trade	27	82	11	120	3.442	3.651
Catering and hotel trade	5	21	2	28	594	589
Transportation	12	20	3	35	1.430	1.387
Mail and telecommunication	1	1	2	4	571	549
Financial and assurance business	4	11	7	22	4.552	4.478
Business services	70	75	10	155	5.109	5.587
Renovation, organisations and entertainment	11	42	8	61	2.314	2.234
Total	221	398	68	687	25.777	26.554

This survey is also based on the answers of 801 enterprises which means that 114 enterprises (801-687) have given the answer "don't know" when asked the following question: "Do you think the number of employees will rise, fall or be unchanged in a year?" Comparing the annual prognosis with the quarterly, it becomes evident that the majority of the respondents also expect an unchanged situation seen on an annual basis. However, a marginal rise of 777 (26.554-25.777) people to be employed is expected.

The figure below shows within which branches of trade the respondents have given the answer "don't know" when asked about their expectations to the employment development. The figure includes both the expectations on a quarterly and an annual basis.

Number of enterprises who do not know			
Which direction the employment situation will take	3 months	1 year	total number of replies
Agriculture, gardening, forestry, fishing etc.	0	1	8
Food, drink and tobacco industry	0	1	5
Textile, clothing and leather industry	0	0	3
Wood, paper and graphic industry	0	6	38
Minera oi, chemical and plastics industry	0	1	14
Iron and steel industry	0	8	41
Stone, clay, glass, furniture industry	1	1	7
Extraction of raw material, energy and water	0	0	2
Construction	2	12	67
Retail trade	3	15	122
Wholesale trade	2	27	147
Catering and hotel trade	1	4	32
Transportation	1	7	42
Mail and telecommunication	1	1	5
Financial and assurance business	2	6	28
Business services	2	16	171
Renovation, organisations and entertainment	2	18	69
Total	17	114	801

An important issue for the Labour Market council during the next year will be to prevent bottleneck problems from arising on the Copenhagen labour market. To prevent this from happening it is important to

upgrade qualifications of both the unemployed and people who already have a job. The following figure shows within which branches of trade there already is a problem or where problems are expected to arise during the next year.

bottlenecks	Vocation and qualifications	Bottlenecks		Other balancing problems	Seasonal problems
		At present	In 1 year		
Food, drink and tobacco industry	Baker Butcher	+	+		
graphic industry	bookbinder		+		+
Iron and steel industry	Industrial operator Car painter Process operator mechanic	+	+	+	
Construction etc.	electrician construction worker glazier Insulator Floor layer Carpenter joiner painter bricklayer plumber paviour rooflayer landscape gardener	+	+		+
Catering and hotel	waiter cook Receptionist (hotel) Kitchen assistant Sandwich maker Cafeteria/canteen assistant	+	+		
Business services	<u>IT-specialist:</u> - Systems developer - systems programmer - IT consultant - electrical ingeneer accountant hair dresser cleaning assistant (Service assistant)	+	+	+	
Office work	Medical secretary	+	+		
education	teacher		+		
Health care	doctor nurse audiology assistant Bio analyst Social/health care Social education worker	+	+	+	

An obvious area for immigrants and refugees to obtain a job within is the catering and hotel business.

