



VOLUNTARY LOCAL REVIEW

CITY OF
MALMÖ 2021

A review of the city's
steering towards the
Sustainable Development Goals

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File No:

STK-2021-238

Adopted by City Executive
Board in Malmö on June 9,
2021

Thank you all participants in
the VLR-process in Malmö!

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Preface



Malmö is a young and rapidly growing city that has been working strategically on sustainability issues for a long time; initially with clear emphasis on climate and environmental issues, and in recent years with equally high ambitions and emphasis on social and economic sustainability as well.

When the UN introduced the 17 Sustainable Development Goals, Malmö was the first city in Sweden to turn these into guiding principles for local development work, and today they form the backbone of overall steering and management of the city's entire organisation.

For us, it is clear that the city can only be built as a whole and sustainable entity when all perspectives are integrated and interact. In a global city like Malmö, it is also easy to see just how interlinked the world really is. What happens on the other side of the world affects us here, and what we do on a local level has a global impact. That is why the 2030 Agenda is an extremely valuable framework for our steering, and an important guiding principle, not least in the budget. It is a fundamental part of the work to create a sustainable Malmö, and in the long run, a sustainable world.

The UN has named the 2020s the Decade of Action, and with this in mind I would like to take this opportunity to extend my warmest thanks to all of the city's employees and all other stakeholders who are helping in various ways to drive development and sharing their expertise and experience.

Together, we are turning ambitions and words into action.

A handwritten signature in black ink, appearing to read "Katrín Stjernfeldt Jammeh".

Katrin Stjernfeldt Jammeh

Chair of the City Executive Board

Summary

Malmö, Sweden's third largest city, is situated in southern Sweden, at one end of the bridge to Copenhagen, Denmark. The city has focused intently on sustainability issues, often in a innovative way, for a long time. When the UN decided to adopt the 2030 Agenda and the 17 SDGs in the autumn of 2015, Malmö was the first Swedish city to commit to making the SDGs its own. Seven years have passed since then, and 2030 is not far away. For Malmö, therefore, the opportunity to review the city's work on the 2030 Agenda by means of what is known as a Voluntary Local Review (VLR) was welcome.

Malmö's work since 2018 has been based on *Strategy for the City of Malmö's long-term the 2030 Agenda initiatives*, which is based on five processes:

1. Into regular steering and management systems
2. Sustainable development through business development
3. Planned communication and participation for learning and support
4. Increased awareness for conscious decisions
5. Innovative partnerships that make a difference

In this report, the emphasis has been on reviewing the first sub-process – how the City of Malmö's regular steering and management system steers towards the SDGs. The investigation has focused on a number of city-wide steering documents that are deemed to steer towards the SDGs, as well as an analysis of how the “leave no one behind” principle is having an impact in steering documents of various kinds. Therefore, the stakeholders in the VLR process have mainly been internal, and representatives of all administrations and wholly owned municipal companies within the City of Malmö have taken part. Many social stakeholders in Malmö are involved in the actual implementation of the 2030 Agenda; some of them are highlighted in the case studies of interesting initiatives and interventions that complement the text of the analysis.

Malmö has chosen in its VLR report to focus on the same nine goals that are the focus of this year's *High*

Level Political Forum, the UN's annual forum for the monitoring and review of the 2030 Agenda. The analysis is based on *Sustainability report 2019*, which analyses the outcome in Malmö for all SDGs, and *Sustainability report 2020*, which followed up goals linked with the social dimension of the 2030 Agenda. A brief overview of the current situation in Malmö in relation to the nine selected goals for 2020 is provided below. The analysis is limited to nine of the seventeen SDGs, thereby losing some of the complexity and interdependence of the goals and posing a risk of providing an incomplete view. Large parts of the ecological dimension are missing for the most part, but the economic and social dimensions would also benefit from reporting of all the goals. The outcome analysis is also limited by access to indicators at a local level. The conclusions must also be evaluated in this context.

Nevertheless, the overview provides an indication of our current position on the basis of factors that we can measure. What needs to be added to get a more overall picture is discussed regularly throughout the text.

Human rights work has come a long way in the City of Malmö over the years. That said, further development work is needed so as to ensure that human rights work is systematically linked with sustainability issues in relevant steering and management processes. This is important given the notion that overall sustainability work should harmonise with the intentions of the agenda as a whole, emphasising a holistic approach and the importance of leaving no one behind.

Malmö's model for integration of the SDGs has involved regarding *Budget for the City of Malmö*, the city's top steering document, to be a local action plan for the 2030 Agenda. The city's goals for the City Council, which form a basis for budget priorities, have been linked with the SDGs since 2020. Development work is in progress in the city, looking at systematic approaches in follow-up processes. This work also includes a structure for annual follow-ups of sustainability issues. Sustainability reporting follows up on the outcome, and an approach can be formulated for the following year's priorities on the basis of these analyses. The budget, with its more short-term perspective, is

complemented by longer-term programmes, regulations and legislation.

This system is predominantly considered to be operating satisfactorily, but there is room for improvement. The following is recommended in order to develop and reinforce efforts in respect of *Strategy for the City of Malmö's long-term 2030 Agenda initiatives*:

- Further development of efforts to link sustainability and rights issues more clearly.
- Build further on the model for integration of the 2030 Agenda into the City Council's budget and budget process, particularly as regards implementation and follow-up, and continue with efforts to

achieve the ambition of making the budget the local 2030 Agenda plan.

- Continue with integration of sustainability in other relevant parts of the steering and management system, such as leadership, recruitment, skills, awareness and communication.
- Use content and specific proposals in this report as a basis for the *City of Malmö's Sustainability report 2021*, and also as a basis for discussion in relevant internal fora and as part of future discussion processes involving social stakeholders.

Summary of outcome for 2020

A brief summary of trends and challenges in Malmö in respect of the nine SDGs presented in the report is provided below.



This goal aims to combat poverty everywhere. In a Swedish context, the challenges in respect of this goal mainly involve increasing income-related inequality and the fact that many people live in relative poverty.

Malmö still has a high percentage of households with low economic standards, and no reduction is apparent. A slight decrease, on the other hand, can be seen as regards the percentage of Malmö residents who are receiving financial assistance. At the same time, the trend suggests that more Malmö residents need help with making a living as a consequence of the coronavirus pandemic.



This goal aims to eliminate hunger, achieve a secure food supply, encourage healthier eating habits and promote sustainable agriculture. From a Swedish perspective, the challenge in respect of this goal relates primarily to malnutrition and breaking unhealthy eating habits, as well as promoting physical activity.

Most Malmö residents maintain a normal weight, but obesity is increasing among certain groups over time. There is no major difference between men and women when it comes to obesity, but the level of education and the region of birth seem to be of significance. Even for children, clear differences are apparent depending on where their parents come from and whether or not they are in gainful employment.

The percentage of organic foods within activities run by the City of Malmö stands at 70 per cent, which is high compared with other municipalities in Sweden. This means that Malmö is contributing relatively extensively to increased sustainability in agriculture on account of its demand for organic foods.

3 GOOD HEALTH AND WELL-BEING



This goal aims to create social conditions to promote good, equal health for all. From a global perspective, it can be concluded that public health in Sweden is generally good; and this is also true of Malmö. The inequality in health between different groups poses the biggest challenge for Malmö.

Most Malmö residents are of the opinion that they feel well, but this varies depending on gender, age and level of education. The oldest age group contains the lowest percentage of individuals who would rate their own health as good. Mental illness continues to present a major health challenge, and we are seeing deterioration over time. The city's younger residents (aged 18–34) account for the highest percentage of people with impaired mental well-being, and girls generally feel worse than boys.

In Malmö, average life expectancy for men is increasing at a faster pace than for women. One pattern that has persisted over time indicates that average life expectancy differs depending on the level of education, the highest average life expectancy being seen in the group of individuals with the highest level of education. The difference in remaining average life expectancy at the age of 30 in Malmö between men with only primary and secondary education and women with post-secondary education is approximately nine years.

8 DECENT WORK AND ECONOMIC GROWTH



This goal aims to promote lasting, inclusive and sustainable economic growth and full and productive employment with decent working conditions for all.

Malmö is often referred to as "the regional growth engine". Malmö is home to a quarter of the region's population and almost a third of jobs. The percentage of the region's jobs in Malmö has also increased over time. Huge job growth, combined with the fact that a larger percentage of Malmö residents are of working age than in Sweden in general, means that the city has every opportunity to achieve a labour market situation that works well.

That said, the Malmö labour market is facing major challenges. Parts of the population are finding it difficult to find permanent employment, or to enter the labour market at all. Unemployment remains high, and many Malmö residents remain unemployed for long periods. A large group of young Malmö residents are not in work or education, especially among people born abroad. They are at risk of experiencing long-term difficulties in establishing themselves in the labour market as a result, with consequences such as increased mental and physical illness.

10 REDUCED INEQUALITIES



This goal aims to reduce differences between different population groups within countries, but also differences between countries. This includes both unequal conditions and unequal outcomes. Unequal outcomes are followed up for most of the SDGs, so they are not reported for Goal 10.

One relevant indicator to monitor is the degree of trust between people in society. Low trust in others can lead to a sense of insecurity in the individual, as well as declining confidence in society and democratic institutions. From a global perspective, trust in Sweden is generally high. Most of the population in Malmö has a high level of trust in other people too; but in Sweden Malmö has the highest percentage of people who find it difficult to trust others, although there has been a slight improvement. This variation is apparent between educational groups and regions of birth. Trust among different groups of Malmö residents living in more exposed and vulnerable situations is particularly low.



This goal aims to secure structures that generate more sustainable production and consumption.

The City of Malmö has used sustainability requirements in procurement procedures to continue its efforts to steer purchases towards goods and stakeholders that contribute to all three dimensions of sustainable development. For instance, the city has used procurement procedures to obtain a high percentage of Fairtrade-branded goods such as coffee and tea, and the city has also stepped up its efforts to reuse furniture, books, appliances and office equipment through an internal, municipal procurement service. In 2020, 70 per cent of the food used in local activities was certified organic.

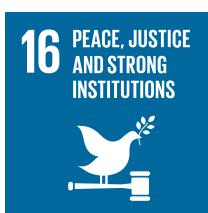
Both the total amount of residual waste and the amount of residual waste per person are continuing to decline as the collection of food waste and packaging increases. However, the recycling rate could increase significantly, and the total amount of household waste generated does not appear to be decreasing.



This goal aims to combat climate change. The effects of climate change affect us all, but people living in poverty are hit hardest. For the City of Malmö, this goal can be put into practice locally by means of initiatives such as climate adaptation of physical community planning, investments in public transport, improved opportunities for cycling, reduced energy consumption in public buildings and integration of environmental and climate aspects in procurement procedures.

Major investments have been made in Malmö in order to reduce emissions, both within the organisation itself and in Malmö as a geographical region. Greenhouse gas emissions have been falling continuously in Malmö. If just the greenhouse gas emissions generated by the local organisation are taken into account, the follow-up indicates a 66 per cent reduction between 2015 and 2020. Major challenges remain to be addressed, however, not least when it comes to starting to monitor greenhouse gas emissions occurring as a result of Malmö residents' consumption. This is not done at present.

The percentage of green cars in the City of Malmö's own fleet of cars and vans has increased steadily over the past decade and now stands at 93 per cent. The percentage of green cars among all cars registered in Malmö has increased.



This goal indicates how peace and sustainability are prerequisites for one another and involves promoting peaceful, inclusive and fair societies where there is no discrimination. One important element in achieving this goal involves working on preventive measures that are largely formulated at a local level. It also involves making it possible for citizens to play their part; a principle that is key to the human rights framework, and also to a vital democracy.

Reported violent crime in Malmö is decreasing. Despite that, there is still a relatively high feeling of insecurity among Malmö residents, particularly among women and the elderly. Perceived insecurity differs greatly between the different areas of the city, which indicates that socioeconomics – but also origin – has a part to play in this.

Compared with other countries, voter turnout in Sweden is stable and high. Voter turnout has grown over time in Malmö. At the last election in 2018, 78.6 per cent of residents voted in the municipal elections and 82 per cent voted in the parliamentary elections. However, there are major differences between different parts of the city. Malmö's young first-time voters are less likely to vote than young people in Stockholm, Gothenburg and other municipalities bearing socioeconomic similarities to Malmö. Voter turnout is particularly low among young men.

17 PARTNERSHIPS FOR THE GOALS



This goal is all about leadership and collaboration for implementation of the 2030 Agenda. For Sweden and Malmö, mobilisation for a more efficient switch is very much in focus.

Much of Malmö's development over the past two decades has taken place under the auspices of broad partnerships on a local, national and global level. Sharing Malmö's experiences and learning from others has helped Malmö to remain at the cutting edge of sustainable development. A general political decision was also made in 2013 to develop the city in knowledge alliances with different stakeholders and sectors of society in order to identify both needs and solutions.

Source: Outcome analysis, Appendix 1 to this report.

Swedish municipalities' conditions for implementation of the 2030 Agenda

From an international perspective, Swedish municipalities have a very good starting point for contributing to implementation of the global agenda at a local level. Local autonomy is strong and regulated by the Swedish Constitution; which means that municipalities have a great deal of freedom to act when it comes to implementation of the assignment, but also a great deal of responsibility. Municipalities are clearly identified as important stakeholders in implementation at a national level, see page 32.

Swedish municipalities are responsible for social care, which includes care of the elderly, preschools, primary, secondary and upper secondary schools and adult education, urban planning, environment and health protection, waste disposal, water and sewerage, emergency services, emergency response and civil defence, housing and energy, as well as libraries, leisure, culture and business development. This means that the SDGs are close to a large part of the city's core activities, and that municipalities often already have goals, strategies and programmes that are in line with the intentions of the 2030 Agenda.

Moreover, municipalities themselves have the right to collect tax (income tax) in order to fund their activities, along with fees and government grants. Compared with other EU countries, for instance, the funding element consisting of taxes is extensive. Taxes are collected as a percentage of residents' income, thereby giving municipalities financial tools that allow them to prioritise the challenges presented by the 2030 Agenda.

The biggest challenges for Sweden, according to the OECD's summary for 2020, are the climate goals (SDGs 12 and 13), but inequality and *leaving no one behind* are also high priority areas, both nationally and in many municipalities, including Malmö (OECD 2020). What is the role of Swedish municipalities in these challenges? The municipalities' basic assignments already involve many aspects: for instance, municipalities are responsible for financial support of the most vulnerable people; they are responsible for schools, care and social support, which can be a way of combating inequality between different individuals and groups. As regards climate and environmental issues, municipalities can for example adapt the physical planning in the city for climate changes, they can choose to invest in renewable energy and reduce energy

consumption, they can make decisions on sustainable mobility, and they can reserve green spaces for greater biodiversity. Coastal cities can protect the sea; and the OECD also indicates SDG 14 as an area where Sweden is far from achieving the goal.

Municipalities also have major opportunities to drive strong local development on the basis of legislation; via plans for equal opportunities and gender equality, for example. More information on this can be found in Chapter 5. Another example involves creating greater equal conditions between schools in municipalities through socioeconomic resource allocation. According to the Education Act, municipalities must allocate resources to education in the school system according to students' different criteria and needs. Municipalities can therefore choose to include socioeconomic factors in the distribution of funding (the level of education among students' parents, for example, or how long students have lived in Sweden), which can lead to schools in more vulnerable areas receiving more money than others.

Ambitious national and global objectives are also driving development at a local level. Sweden has a long tradition of national environmental goals, with demands for annual follow-up at both local and regional level, which has involved significant initiatives for the environment and climate. Similarly, the EU directive on air quality, for example, has led to cleaner air in Malmö, while the Paris Agreement on reducing greenhouse gas emissions has led to climate commitments in municipalities all over the world, many significantly more far-reaching than at national level. It is worth noting that Swedish municipalities generally retain responsibility for both planning and implementation as well as for funding, although the initiatives and goals are national.

To summarise: Swedish municipalities have mandates, driving forces, the desire and the funding to help contribute to the 2030 Agenda and are already identified as key stakeholders in its implementation. The latter is also applicable to cities all over the world, although conditions differ from country to country. UCLG (United Cities and Local Governments) states in a report that at least 65 per cent of the 169 targets cannot be achieved unless municipalities are given a clear mandate and a role in the implementation phase (UCLG 2020).

1. Introduction

The following chapter describes the assignment used as a basis for this report, as well as the purpose and issues that have guided collection of material and analysis, as well as the delimitations defined. The organisation associated with the implementation of this VLR is also described in brief. The section ends with an outline of the report in its entirety.

The assignment, purpose and issues

This report is based on the assignment which involves conducting a Voluntary Local Review (referred to below as “the VLR”), which is a tool developed by cities that is based on the Voluntary National Review (VNR) tool developed by the United Nations (referred to below as “the UN”).¹ New York City conducted the world’s first VLR in 2018 and then invited a number of cities, including Malmö, to sign a declaration to do the same.² With this, the City of Malmö undertook to report on the implementation and development of the SDGs at a local level.

The general aim of the report is to identify how existing strategies, programmes, follow-up and goal management processes and goals in the City of Malmö are steering towards the SDGs. The following questions epitomise the purpose:

- Which city-wide steering documents are steering towards the SDGs?
- Are there any gaps in terms of goals and steering documents when it comes to the ambition of the SDGs?
- What recommendations could increase the efficiency of steering with a view to enhancing goal achievement?

There is also a second purpose; to examine how the key principle for the 2030 Agenda of leaving no one behind is highlighted in the city’s efforts to promote

equal rights and opportunities. The following questions epitomise the purpose:

- How is the current framework for the city’s rights efforts structured, and how does this align with the “leave no one behind” principle?
- What recommendations could reinforce compliance with statutory obligations and political ambitions in respect of rights?

A third purpose is to produce a view of the current situation depicting the outcome in relation to the SDGs and the relevant City Council goals that constitute priorities in the *2020 budget for the City of Malmö*. The following question epitomises the purpose:

- What is the outcome of the SDGs and the City Council goals?
- What challenges does the city face when it comes to achievement of its goals?
- What recommendations could assist with the development of a sustainable Malmö?

Delimitations

The VLR process and its accompanying report are based on the fact that a number of delimitations have been defined in order to pave the way for delivery of a VLR to the UN High-level Political Forum in July 2021. However, the VLR for the City of Malmö is merely a first step, a temperature gauge, in a wider analysis of steering towards the SDGs. Using the VLR as a basis, *Sustainability Report 2021* will have the same theme; and in this respect, there will be emphasis on delving more deeply into the analysis in one or more respects.³

A first delimitation has been defined in relation to the complexity surrounding steering in relation to the SDGs (see also Chapter 3).

1 At a national level, every member state must report via at least two national reviews before 2030 and report them to the UN.

2 Katrin Stjernfeldt Jammeh, Chair of the City Executive Board of Malmö, signed the Declaration Voluntary Local Review in November 2019.

3 *Sustainability report 2021* will be produced throughout the rest of 2021, and it will be ready for a decision to be made in February 2022.

This report focuses primarily on the elements of the steering model that deal with how ambitions, goals and processes linked with the city's budget help to bring about sustainable development. The regulations and legislation are touched upon to a limited extent. However, there is no analysis of how the allocation of resources within the city is linked with the City Council goals and the SDGs.⁴

A second delimitation concerns the City of Malmö as an employer. In this report, the employer perspective has been omitted in both the survey of steering documents and the outcome analysis. Similarly, only the city's wholly owned companies (not partly owned companies) have been included in the review.

The report is also based on a delimitation of the SDGs included in the review. The City of Malmö has chosen to focus on the nine SDGs selected by the UN as being particularly interesting to analyse in the light of a sustainable restart following the coronavirus pandemic (UN 2021). (See the outcome analysis in Appendix 1 for a more detailed description of the goals.) However, all 17 SDGs are followed up to a limited extent in this VLR; partly via *Sustainability Report 2019* (see Appendix 2) and partly in that all the SDGs have a bearing on the City Council goals (see Chapter 6).

Another delimitation concerns analyses of the link between steering and outcomes. There has been no scope for analysis of the impact of steering on outcomes. Instead, our efforts have been based on an assumption that steering is a means of influencing outcomes; but the impact of this link has not been examined.

Further, there have been limited opportunities to analyse data showing the consequences of the ongoing coronavirus pandemic, mainly due to the fact that there is a delay in the reporting of the data required for such an analysis.

Finally, it is worth noting that this VLR is biased towards the social dimension of sustainability and the related goals. This imbalance is explained mainly by the fact that the first follow-up of all the SDGs indicated that Malmö's biggest challenges relate to social sustainability (see *Sustainability Report 2019*, Appendix 2). This conclusion led to the next

follow-up, presented in *Sustainability Report 2020*, focused on the social dimension of the 2030 Agenda.

Method, materials and procedures

Steering documents have been surveyed and analysed in order to answer the indicative questions. The survey involved a general review of all city-wide steering documents and a questionnaire that was sent out to all administrations and wholly owned companies in the city (see Appendix 3 for the wording of the questionnaire). There is also a review of other steering documents, such as the regulations of the committees. The material collected was then compiled, processed and analysed on the basis of the structure of steering in relation to the SDGs. As part of the analysis effort, workshops have been conducted with city administrations in order to further work out the structure of the steering, how it works and what could further reinforce the city's steering. It has been possible to supplement the material collected by means of the survey with secondary material based on documentation and communication relating to the City of Malmö's previous efforts towards achieving the SDGs at a local level.

A number of specific examples from Malmö have been collected in order to illustrate the practical implementation within and together with various activities and stakeholders, and these are presented here as case studies. They highlight initiatives and efforts of different types with a view to achieving the SDGs, most of them implemented in partnership with civil society, the business community or academia.

As regards the outcome analysis, a statistical analysis of data has been conducted on the basis of nationally devised indicators for the follow-up to the 2030 Agenda. The analysis has also been supplemented with other data; primarily data produced as part of the City of Malmö's various activities, but also data from authorities at a regional and national level. In one case, the outcome analysis has been conducted on the basis of qualitative data. The analyses merely show statistical comparisons and cannot demonstrate cause and effect relationships. (See Appendix 1 for more detailed reasoning.)

While work has been ongoing, the City of Malmö has maintained regular communication and knowledge

4 Development work on economic sustainability in which the City of Malmö participates is ongoing, headed by the national 2030 Agenda coordinator.

exchange with the people responsible for the Swedish Voluntary National Review (referred to below as “the VNR”) at the Government Offices of Sweden, with the three other Swedish cities (Stockholm, Uppsala and Helsingborg) conducting their VLRs at the same time, and also with the Swedish Association of Local Authorities and Regions (referred to below as “SALAR”) and the National 2030 Agenda coordinator. The global exchange between cities and countries, arranged on a number of occasions via UCLG, ICLD, UN DESA, UN-Habitat, the Brookings Institution et al., has also provided valuable intelligence and insights for this VLR.⁵

Organisation

A project group, a steering group and a group with representatives from the administration and municipal companies were deployed to support the implementation of this VLR. The project group has gathered broad expertise on the 2030 Agenda work, rights issues, learning for sustainable development and analysis and method competence. Debriefings with the steering group took place every six weeks. Communications experts from the City Executive Office were also involved with the project, contributing communication efforts in order to increase awareness of the City of Malmö’s work on the VLR and the 2030 Agenda among both internal and external target groups.

Outline of the report

The report is divided into eight main chapters and begins with a review of Malmö’s long-term sustainable development efforts, starting in the 1990s and until the 2030 Agenda became a framework for the city’s overall efforts towards a sustainable city. Malmö is described in general terms, both as an organisation and on the basis of demographics. This chapter also describes how work on this VLR has been structured.

This is followed by a chapter that describes how and why the City of Malmö has chosen to integrate the 2030 Agenda into its steering and management system, with emphasis on budget, goals, follow-up and steering documents. It begins with a description of the city’s steering model, which is then followed by a description of the strategy adopted for the City of Malmö’s long-term work on the 2030 Agenda. The

five main processes of the strategy are accompanied by examples of what the city has done with regard to each of these. This chapter also highlights the model selected by Malmö – that is, the fact that the budget constitutes the local 2030 Agenda plan for the City of Malmö – and the thirteen City Council goals, each of which is linked with a number of the SDGs. It also describes the city’s sustainability reporting system.

A chapter then follows that presents the analysis of the city’s steering towards the SDGs on the basis of a survey of City Council goals, city-wide steering documents, regulations and legislation. The chapter also includes a brief description of Swedish municipalities’ scope for manoeuvre in relation to the SDGs. The municipalities’ mandate should be viewed in the light of state steering and the Swedish administrative model with three levels of steering (national, regional and local). This chapter ends with reflections that form a basis for the comprehensive conclusions that bring this VLR to a close.

This chapter is followed by a more in-depth look at the “leave no one behind” principle. Initial reasoning on what the principle involves on both a local and a global level is then followed by a review of how this principle has been translated into four city-wide steering documents relating to human rights. This chapter ends with reflections that form a basis for the comprehensive conclusions that bring this VLR to a close.

Chapter 6 of the report discusses the development of Malmö towards becoming a sustainable city. This chapter includes a brief summary of the outcome analysis that is presented in its entirety in Appendices 1 and 2. The chapter concludes with a discussion on available data and the need to develop methods for more accurate and appropriate follow-ups.

Chapter 7 highlights the lessons learned during work on the VLR process.

The eighth and final chapter of the report summarises the conclusions of the analyses conducted. A number of recommendations are highlighted here with a view to reinforcing the ongoing efforts of the City of Malmö on the 2030 Agenda.

At the end of each chapter, a number of case studies are presented, introducing initiatives, projects and partnerships for sustainable development in Malmö.

5 The abbreviations stand for United Cities and Local Governments (UCLG) and the Swedish International Centre for Local Democracy (ICLD). UN DESA (Department of Economic and Social Affairs) and UN-Habitat are two UN agencies. The Brookings Institution is a non-profit research institute.

Case study: Green and social bonds for sustainable financing

2017 saw Malmö's first green bond, commissioned by the city's politicians. Green bonds are an aspect of sustainable financing, a fast-growing, global trend in which lenders and borrowers work in new ways to help reduce emissions, adapt to climate change and promote biodiversity. A green bond is a financial security that the city uses to borrow money in the capital market.

The City of Malmö has defined a "green framework", which specifies the environmental and climate-related criteria for the city's investments. Our work with green bonds, and an annual green outcomes report, means we can clearly see which of the city's investments have the most positive impact on the environment and the climate.

The City of Malmö is also working on producing a social framework that will define social good associated with the city's investments. It is also proposing to create a social bond. Because restrictions in the Swedish Local Government Act mean the city can only use loan funding for physical investments, it is a major challenge to link a physical investment with activities that bring about greater social benefit, such as improved health or that a higher number of vulnerable target groups are accepted in upper secondary school.

Outcomes and lessons learned

Malmö undertakes to report annually on the environmental and climate-related impact of its chosen investments. The city's lenders thus gain an insight into aspects of Malmö's environmental work and feedback on the environmental benefits their capital has contributed to. Green bonds have created greater knowledge and understanding of how important it is that capital-intensive investments, such as schools, are also environmentally sound.

One lesson for those of us whose work involves raising capital is the value of in-depth collaboration with the lenders. If lenders know that we are using their



The green framework focuses heavily on reporting reductions in CO₂ emissions. Image by Frida Persson Boonkaew/MKB

money for sensible environmental investments, it is more likely that they will continue to lend the city money even if Malmö finds itself in less of a position to borrow capital. Another lesson is that the city's investments are increasingly taking the city's green framework into account, which also helps us achieve the SDGs.

Links to the SDGs:

Primarily SDG 13, but also SDGs 6 and 7.

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2. Malmö, the 2030 Agenda and the VLR process

Malmö is Sweden's third largest city, home to some 350,000 residents, and is situated in the Skåne region, at the bottom of the south-west coast of Swedish at the point the bridge crosses the Öresund to Copenhagen in Denmark. Malmö was a distinctive industrial city for a long time, but in the 1970s the city fell into a deep crisis and the population declined as a result. It was not until 2002 that the population returned to the level it was at before the decline of industry in the city. Malmö has undergone positive development over the last few decades, becoming an innovation and knowledge city with clear emphasis on sustainability. Today, Malmö is the fastest growing major city in Sweden and one of the fastest growing cities in Europe. Population growth has been high (standing at around 1.5 per cent) for many years; and according to city forecasts, Malmö will be home to half a million people by 2047. The high rate of population growth is due mainly to migration from abroad, a large number of newborn babies and the establishment of a new university in the city.

How the city was able to reverse the trend from the 1990s to the present day is partly explained by deliberate and strategic efforts by the city's management in close cooperation with the local business community and civil society (Föreningen för samhällsplanering

2006). The establishment of Malmö University (formerly "högskola", now "universitet") in 1998, a new, sustainable district via the Bo01 housing district at Västra Hamnen and the opening of the Öresund Bridge are other stages in the journey from crisis to a growing city with self-confidence.

Malmö today is a young and global city. Malmö residents are young compared with the populations of most Swedish municipalities, and almost half of Malmö residents are under the age of 35. People from 179 different countries live here, and about a third of Malmö's residents were born abroad. Malmö is a growth city and an economic engine in the region.

Growing quickly AND sustainably also presents major challenges and makes stringent demands of rapid development of everything from welfare services – such as preschools – to construction of housing. Despite a large number of new jobs, unemployment remains high, higher than both the national average and the levels in Sweden's other major cities. Socioeconomic conditions differ significantly between different districts and groups. Being a coastal city, Malmö is also at the forefront when it comes to the impact of climate change (more information about the situation in the city can be found in Chapter 6).

Malmö facts

- Number of residents: 347,949
- Age distribution: 48% are under the age of 35
- Number of nationalities: 179
- Percentage of people born abroad: 34.6%
- Percentage of people with a foreign background: 47.2%
- Percentage of people unemployed (aged 16–64): 13.9%
- Percentage of people educated to post-secondary level (aged 25–64): 50.7%
- Percentage of children attending preschool (aged 3–5): 95%
- Malmö residents with access to bicycles: 73%

Source: SCB, statistics database; SCB, MONA database



Malmö has a long tradition of working towards sustainable development

Sustainability was of major significance to the development of Malmö even before the 2030 Agenda was adopted as a global framework for sustainable development, and Agenda 21 in the late 1990s provided an important starting point. In recent decades, the city has deliberately – and often innovatively – worked with all three dimensions of sustainable development. Malmö has been named Sweden's most eco-friendly municipality on four occasions (latest award was in 2021) and has received a number of national and international awards for its sustainability efforts.

Malmö was early to implement a more holistic view of sustainable urban development. Ekostaden Augustenborg (1998–2005) and Bo01 in Västra Hamnen (2001) are two examples of urban development that are considered to be world-leading and still attract large numbers of study visits. A fundamental element in the development of Ekostaden Augustenborg is that ecological efforts can also have a positive social and economic impact. The ambition with Bo01 was to create “the City of Tomorrow” – an ambition that has stood the test of time, not least in respect of energy: 100 per cent of the district's energy supply is made up of locally produced renewable energy. The investment in innovative solutions at district level continued in districts such as Hyllie (smart energy solutions) and Sege Park (a testbed for a sharing economy and other initiatives).

The city has continued to implement major initiatives relating to climate action, organic and climate-smart food (see page 20) sustainable urban development, renewable energy, reduced energy consumption, mobility and innovation support. There has also been increasing interest in social sustainability and social innovations in recent years (see page 21). Malmö is also Sweden's first Fairtrade city. Malmö has also been working systematically since 2010 on rights – a prerequisite for social sustainability – on the basis of the plans adopted by the City Council (see Chapter 5). Malmö has also been lauded for this work, winning Svenska jämställdhetspriset [the Swedish Gender Equality Award] in 2016.

Marine issues have become increasingly important in the coastal city of Malmö in recent years. Öresund is often highlighted as a shining example of how conscious

City of Malmö, the administration

Number of employees: 27,000

Number of managers: 1487

Number of occupations: 350

Source: Malmö stad 2020-1

political decisions and protection of the marine environment have been associated with high levels of economic activity and produced positive results. The city is working on sustainable utilisation of the seas and marine resources, but also to promote global cooperation for local marine environment management in relation to climate change, procurement and sustainable social development. As a result of this commitment, the UN has named Malmö a Local Action Hub for the ocean.

Malmö University⁶ was established in 1998, and a number of its initial courses focused on the environment, health, sustainable urban development and learning for sustainable development. The university would also include perspectives on the environment, gender equality, ethnicity and international migration in everything it did. The City of Malmö and Malmö University have a tradition of close cooperation. A range of activities and strategic initiatives have been implemented over the years, often in cooperation with additional stakeholders. There are three more higher education institutions in the vicinity – Lund University, Kristianstad University and the Swedish University of Agricultural Sciences Alnarp – which together form a strong knowledge node in Skåne. Danish higher education institutions are also in close proximity.

How Malmö is run

The *City Council* is the highest decision-making assembly in the city. All Malmö residents who are allowed to vote in the local elections elect politicians to the City Council.

The *City Executive Board* leads and coordinates all work within the city. The City Executive Board is appointed by the City Council.

Each *committee* controls an administration and receives assignments from the City Council. The City Council decides which members are to be included on the committees. Malmö has 16 committees and 14 administrations.

Source: Malmö stad (u.å-1)

⁶ Malmö University was granted university status in 2018.

A Commission for a Socially Sustainable Malmö

In 2010, the *Commission for a Socially Sustainable Malmö* (referred to below as the *Malmö Commission*) was tasked with developing a scientific foundation as a basis for how the health of all Malmö residents could be improved, particularly the most vulnerable, thereby reducing health inequalities. The Commission worked on the basis of the social health determinants, which explain that health inequalities are due to unfair differences in the most important conditions for good health, such as work, good education, acceptable housing and other economic and social resources. The scientific framework for health determinants helped to pinpoint the social dimension of sustainable development.

In 2013, the Commission submitted its final report with two comprehensive recommendations: to establish a social investment policy that can even out differences in living conditions, and to change the processes through knowledge alliances and democratised steering. The Commission also proposed 72 measures in three key areas: the conditions in which children and young people's are brought up, democracy and influence in society, and social and economic criteria. The City Executive Board approved the two comprehensive recommendations in 2013, and a wide range of investigations and development work began in order to implement the measures or investigate them further.

The recommendations made by the *Malmö Commission* were linked with sustainable development as a whole in the *2017 Budget for the City of Malmö*. The ambition was for work on the SDGs to provide a natural follow-up and continuation of work with the *Malmö Commission*, and that the 2030 Agenda would be the city's guiding principle. The issues of gender equality and anti-discrimination, as two cornerstones of sustainability, were already being followed up at council level.

The Malmö City Executive Board made a decision in October 2020 to establish a new commission: *The Growth Commission for an Inclusive and Sustainable Malmö* (referred to below as the *Growth Commission*). This Commission will analyse the conditions for inclusive and sustainable growth in Malmö and make recommendations going forward. Its work will build on the *Malmö Commission's* results and experiences. (see page 18).

Malmö adopts the 2030 Agenda and the SDGs

In 2015, when the 2030 Agenda was being adopted by UN countries, the City of Malmö was the first Swedish city to sign *A Declaration of Cities' Commitment to the 2030 Sustainable Development Agenda* and committed to making the goals its own by developing a holistic, integrated sustainable development plan. Since then, a number of political decisions have been made that have reinforced the city's ambitions to turn the 2030 Agenda into a local plan. This is a logical development given the history of Malmö, but also given Malmö's standing as a global city. World events affect Malmö, and events in Malmö affect the world. Global trends such as population growth, urbanisation and migration resulting from war and political unrest are impacting on Malmö as a rapidly growing city, home to half a million people in future; while cities – not least coastal cities such as Malmö – are at risk when it comes to the effects of climate change, which are already apparent.

A special Office for Sustainable Development was established in 2017 in order to accelerate work on the 2030 Agenda in Malmö, and this was tasked with heading, coordinating, developing, supporting and communicating the city's strategic work on the 2030 Agenda. This office was directly subordinate to the City Executive Board. A Finance and Sustainability Drafting Committee answerable to the City Executive Board was established at the same time. Its ambition was to link finance (funds) with sustainability (goals and outcomes).

The direction of *Malmö stads budget 2018 – Investeringsför ett helt Malmö* [2018 budget for the City of Malmö – Investments for a complete Malmö] were clear:

During the year, the city's sustainability work will be making further progress by reinforcing the City Executive Board's sustainability office so as to coordinate sustainability efforts and work together with the city's other committees and companies to transform the 2030 Agenda's Sustainable Development Goals into guiding principles for local initiatives (freely translated from *ibid*, page 5).

The new political leadership following the 2018 election decided to phase out all political committees and replace them with just the City Executive Drafting Committee. The Office for Sustainable Development was discontinued as part of the reorganisation by the City Executive Office (July 2019). The 2030 Agenda

Growth Commission for an Inclusive and Sustainable Malmö

The Malmö City Executive Board made a decision in October 2020 to establish an independent Growth Commission for an Inclusive and Sustainable Malmö (the Growth Commission). This Commission is tasked with analysing the conditions for inclusive and sustainable growth in Malmö and making recommendations and practicable proposals going forward. This work will be based on Agenda 2030.

The background to this is the fact that Malmö has undergone significant structural transformation in recent decades: from primarily being an industrial city last century to today's diversified, knowledge-intensive and innovative business community, characterised by a strong entrepreneurial spirit. Unemployment has been significantly higher in Malmö than in Sweden in general for a long time, despite the fact that many new jobs have been created. There appears to be a mismatch between the qualifications that are in demand and the skills of unemployed Malmö residents (see Appendix 1).

The Growth Commission's goal is "to provide the City Executive Board

with an analytically and scientifically based foundation with proposals to improve the conditions for inclusive and sustainable growth in Malmö in the medium and long term. The proposals and recommendations must drive policy and be practicable. The Commission must analyse the conditions for sustainable growth in Malmö and work on the basis of the challenges faced by Malmö to analyse the causes and links and identify what can be influenced, by whom and how" (Stadskontoret, Malmö stad 2021–1). The Growth Commission must take a holistic approach to the future business community and labour market in Malmö and examine both the demand for and supply of manpower and jobs. The Commission must act as an autonomous and independent committee. The Growth Commission must build on the outcomes and experiences from the Commission for a Socially Sustainable Malmö (see page 17), and all three dimensions of sustainable development must be taken into account in the recommendations submitted by the Commission. Furthermore, Agenda 2030 will form the basis for

the Growth Commission, focusing on SDG 8 (Decent Work and Economic Growth), SDG 9 (Industry, Innovation and Infrastructure) and SDG 13 (Climate Action). Global knowledge exchange, SDG 17 (Partnerships for the Goals) is also planned for the Commission's work. The work of the Growth Commission also has to take into account perspectives such as gender equality, children and young people, accessibility and human rights.

18 Commissioners (including a Chair) have been appointed, and a secretariat within the City of Malmö supports them in their work. These Commissioners are experts in academia or the business community, with expertise in a wide range of fields linked with growth. The goal was for the composition of the Growth Commission to reflect Malmö, Malmö residents and the experiences of Malmö residents. The Growth Commission will submit its final report in December 2022.

More information on malmo.se/tillvaxtkommissionen

assignment was transferred to the new Analysis and Sustainability unit so that the 2030 Agenda would be integrated more clearly into the city's activities and not be a separate part.

The closure of the office should not be interpreted as an indication of a change in the political will in respect of the 2030 Agenda. Most recently, *Malmö stads budget 2021 – Ett öppet och tryggt Malmö i en ny tid* [2021 budget for the City of Malmö – An open and safe Malmö in a new era] confirmed the continued political weight in the words "the 2030 Agenda creates a common direction for the way forward for Malmö, and analyses of the development of Malmö on the

basis of the 17 SDGs form an important starting point for defining the City Council goals for its term of office" (Malmö stad 2021, page 5).

VLR in Malmö – a two-step process

As stated above, back in 2015 Malmö committed to making the SDGs its own local goals. Almost seven years have passed since then, and the city has had time to test and develop different approaches for integrating the SDGs into its own steering and management system. That said, 2030 is fast approaching and Malmö has a long way to go in many respects if it is to

achieve these goals. Conducting a VLR – a voluntary review of how the City of Malmö is actually steering towards and approaching the SDGs – gives the city the opportunity to reflect on previous initiatives. What should be reinforced, altered or restored? What has outlived its usefulness and should be terminated? Recommendations for more effective implementation of the 2030 Agenda can then be formulated on the basis of such an analysis.

A VLR process is an extensive and time-consuming initiative, which makes it even more important to work on the basis of what the city needs. The City of Malmö made a strategic choice early on to focus on integrating the 2030 Agenda into steering and management systems, and so this VLR focuses on surveying and analysing how Malmö's steering system is helping with steering towards the SDGs. The objective is for the analysis and accompanying recommendations to help clarify steering towards the SDGs and make implementation more effective, helping to make Malmö a more sustainable city in all three dimensions.

Malmö has chosen to view this report as an interim report. The city has focused on its own internal situation, linked with its own steering and management system, in the first stage outlined in this report. An initial analysis has been conducted and a few areas for development are identified in Chapter 8. Work will continue after the summer and include in-depth analyses in selected areas identified in the VLR report, and also by means of dialogue processes with social stakeholders in respect of a number of the issues raised in the report. This collective foundation is then expected to become a key element of *Malmö stads hållbarhetsrapport 2021* [City of Malmö Sustainability Report 2021].

Participation in the VLR process

The VLR process has primarily targeted internal matters as the Malmö VLR focuses on integration into the city's steering and management system. This is why participation has been limited to city employees. This does not mean that consulting Malmö residents and other enterprises, which see de facto the effects of steering, is of no relevance. However, this is something that can be done in the next stage.

The need for a fresh start and a rethink of the 2030 Agenda efforts in their entirety within the City of Malmö as an organisation is another reason to focus on internal aspects. This work began in earnest in 2017, when the Office for Sustainable Development was appointed, see above. There was a great deal of pressure regarding the issue, both internally within the city's organisation and out in the community. However, the closure of the Office for Sustainable Development in 2019 brought a halt to the more systematic and comprehensive activities for implementation of the 2030 Agenda in the City of Malmö; although activities promoting sustainable development continued in different parts of the organisation, as well as in individual enterprises.

The VLR process was seen as a good opportunity to look back and learn from what had been achieved to date, reactivate the joint efforts of the organisation and develop systematic approaches and quality in the work. The links between sustainability and rights issues also needed to be highlighted further. This process has helped to bring together the city's administrations and companies by ensuring that everyone participated and contributed to surveying, analysis and recommendations, with knowledge based on the relevant areas of activity. Internal involvement is crucially important in order to increase consistency among different policy areas, identify conflicting goals and synergies and develop cooperation, collective working practices and methods.

Of course, the fact that the VLR process to date has not been conducted together with other stakeholders in society does not mean that the 2030 Agenda is viewed solely as a matter for the city administration⁷. There are many exciting initiatives and interventions in progress in Malmö, on a larger or a smaller scale, that are leading to a more sustainable Malmö and helping to achieve the SDGs at a local level. Many of these are being implemented in partnership; the City of Malmö sometimes initiating matters, sometimes participating, sometimes providing funding, and sometimes not being involved at all. Some of these are presented in the report as various case studies from Malmö.

⁷ External stakeholders and partners will be invited to take part in discussions in the autumn of 2021, when stage two of the VLR process will begin, with a view to delving more deeply into the analysis and producing recommendations for the way forward.

Case study: Public food – ten years of Policy for Sustainable Development and Food

Ten years ago, the City of Malmö adopted its Policy for Sustainable Development and Food, with ambitious goals relating to food and sustainability. The aim of the policy was to ensure that food served was healthy and of high quality and was prepared locally by skilled staff. It would be delicious, sustainable and climate-smart, and purchasing would be done as part of procurement contracts. The policy has two overriding goals:

1. All food will be organic by 2020
2. Food-related emissions of greenhouse gases in 2020 will be 40% less than in 2002.

Every year, the municipality purchases approximately 8,500 tonnes of food products for a sum of around SEK 240 million. It prepares and serves meals in schools, pre-schools, and health and social care settings as well as in staff restaurants and cultural and leisure venues and for events and official entertainment. The policy has governed public food provision in Malmö.

Outcomes

The policy has provided the momentum for the city's place at the forefront of sustainable food provision both nationally and internationally. The quality of the food served in municipal kitchens has improved. More food is being prepared from good-quality ingredients by skilled staff working locally. Currently, 70% of food served in City of Malmö venues is organic, which is higher than the Swedish average of approximately 40%. Greenhouse gas emissions associated with food purchasing have fallen by 30% and are currently at 1.5 kg CO₂ equivalents per kg of food, which is low compared with the Swedish average of 2.0 kg CO₂ equivalents per kg of food. The reduction in emissions has been achieved by increasing the proportion of plant-based food on the menu and reducing food waste.

Lessons learned

The ambition of our sustainability goals has been extremely motivating and has helped us come a long



More plant-based food and less food waste has helped reduce greenhouse gas emissions related to City of Malmö food purchases by 30%. Image by Linn Johansson.

way towards achieving them, but it has also meant that not all goals have yet been fully met. The crucial factors, enabling us nonetheless to get as far as we have, are collaboration and a shared knowledge base that crosses departmental boundaries. The work has been facilitated by tangible and resolute implementation of the policy. Monitoring of the outcomes and feedback have been important, and the inclusion of some competitive elements has been appreciated.

Links to the SDGs

The 2030 Agenda contains clear links between public food provision and several of the SDGs, for example:

- Target 2.4 Sustainable food production and resilient agricultural practices
- Target 13.2 Integrate climate change measures into policies and planning
- Target 14.4 Promote sustainable fishing
- Target 15.5 Protect biodiversity and natural habitats

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Case study: Social Innovation Forum – strengthening social innovation as a force in society

Social innovations are new ideas – products, services or models – that meet the needs of society and create new relationships and working partnerships. They are innovations that are good not only for society but also for our ability to take action and build capacity for a sustainable society.

Social Innovation Forum (Mötesplats Social Innovation, MSI) was established at Malmö University in 2010 and has been developed in close cooperation with the City of Malmö. As a knowledge platform, we actively follow what is happening in the field, both in Sweden and internationally, and ensure that knowledge and experiences are developed, shared and utilised. As a collaborative platform, MSI brings stakeholders together for in-depth sharing of knowledge in the areas where we need to work together across boundaries to create positive impacts on society. Themes include innovation and collaboration for children's rights, health equality, safety in the public realm, work life in the future and digital inclusion.

MSI has published a book – *100 sociala innovationer som kan förändra Sverige* [100 social innovations that can change Sweden] – and produced films that highlight collaborative research that is changing the country. Through these, MSI highlights positive examples to learn from and be inspired by.

We believe that this knowledge development and cross-sector capacity building is necessary to enable us to achieve our goal: to strengthen social innovation as a force in society for the implementation of the 2030 Agenda.

Outcomes

MSI has developed methods for knowledge sharing, collaboration and the establishing of coalitions between stakeholders from all sectors for learning, development and cross-boundary innovation.

MSI, the City of Malmö and Malmö University have jointly initiated and run the biggest summits for social innovation in the Nordic countries.



Malmö now has a meeting place for social innovation.
Image by Andreas Paulsson.

MSI has established itself as Sweden's national knowledge and collaboration platform.

With coordination from Malmö University and support from Vinnova, the Swedish innovation agency, MSI has been established at five educational institutions from across Sweden.

MSI has been mandated by the Council of the European Social Fund in Sweden to respond on behalf of Sweden to the EU Commission's call for the establishment of National Competence Centres for Social Innovation. The application has been successful and the centre will begin to be set up on 1 June 2021.

Lessons learned

The need for methods and platforms for experimenting with establishing new working partnerships, but also for patience, endurance and sensitivity when developing collaboration and partnerships across boundaries to achieve long-term, sustainable impact.

Links to the SDGs:

1,3,4,10,11,12,17

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3. Integration of the SDGs into steering and management systems

This chapter looks at the matter of why and how the City of Malmö has chosen to integrate the 2030 Agenda into its steering and management system, with emphasis on budget, goals, follow-up and steering documents. The chapter begins with a review of the City of Malmö's steering system, with emphasis on elements that form part of this VLR. There is then a description of the strategy that steers the work of the city on the 2030 Agenda from 2018 onwards, in alignment with the Swedish strategy for the 2030 Agenda, as well as recommendations from the national Swedish Delegation for the 2030 Agenda. The chapter also includes a look back at the work done previously, on which current the 2030 Agenda efforts are continuing to build. The chapter concludes with an account of the model selected by Malmö, with emphasis on integration into the city's budget.

City of Malmö's steering model

Steering and management systems in a municipality are a complex tale and relate to far more than just the elements such as goals, budgets and follow-up that are traditionally highlighted. This includes everything from the structure of the organisation to specific instructions on how to perform an individual task within the administration.

The goals decided upon by the City Council in the budget cover only part of the city's basic assignment as a whole, which is governed by the regulations of the committees (see page 36). To permeate development systematically, the SDGs and/or sustainability perspectives need to be included not only in key steering documents and regulations, but also in other processes such as leadership development, recruitment and skills development, cooperations and partnerships, information and communication.

This report is based on the elements relating to goals, budgets, steering documents and follow-up, but more elements need to be analysed so as to really provide



Figure 1: How do we run Malmö? A view of the elements in a municipality's steering system. Source: Stadskontoret, Malmö stad 2019.

an indication of how well sustainability is integrated into the city's steering system. Figure 1 provides a view of the complexity of various elements of the steering system in municipalities.

The City of Malmö chose at an early stage to make the effort to integrate the SDGs into regular processes, rather than creating a programme alongside the city's budgets, goals and follow-up. This choice was based on factors such as recommendations at a national level, but also on previous local experiences of implementation. For example, the evaluation conducted by the *Malmö Commission* showed that the City of Malmö had succeeded in raising awareness of and stressing the importance of early intervention for children and young people, but was less successful in bringing in the recommendations as elements in existing systems. It is thought that integration into regular systems will involve the entire organisation, i.e. all committees and companies, and that they will need to adopt a stance on the 2030 Agenda in their own operational

planning, implementation and follow-up. This was why incorporating the SDGs into steering and management systems was positioned clearly in the city's strategy for long-term 2030 Agenda efforts.

The 2030 Agenda has been labelled the City of Malmö's long-term direction since the SDGs were integrated into the city's budget, its highest steering document. That said, the budget by its very nature is not long-term; and so it is important for the 2030 Agenda efforts not to rely solely on budget integration. The chapter on Malmö's steering towards the SDGs (page 32) contains examples of integration of sustainability into other, longer-term programmes and processes.

Malmö's choice follows national recommendations

A long-term perspective and integration are also key elements in the Swedish government's strategy for the 2030 Agenda. When the government adopted the agenda in 2015, it declared an ambition to take global leadership for its implementation. The Government appointed the national Swedish Delegation for the 2030 Agenda in 2016. Its job was to develop a proposal for a comprehensive action plan for Sweden's implementation. Katrin Stjernfeldt Jammeh, Chair of the Malmö City Executive Board, was a member of the delegation. The delegation's interim report underlines the importance of coherent steering.

The agenda is [...] not a list of goals and targets to be ticked off, but an approach and in many respects a steering issue – the agenda must permeate all policies and activities. Public administration has a key part to play in the implementation of the agenda. [...] Successful implementation of the 2030 Agenda requires sustainable development to permeate steering and management at the highest level. Committed and genuine leadership that addresses challenges in respect of long-term perspectives and cross-sectoral problems is required in order to drive work forwards at all levels (Freely translated from Statens offentliga utredningar, SOU 2016:01, page 10).

The final report of the Swedish Delegation for the 2030 Agenda, entitled *Agenda 2030 och Sverige*:

Världens utmaning – världens möjlighet [The 2030 Agenda and Sweden: the world's challenge – the world's opportunity] emphasises in particular the importance of leadership and a long-term perspective. Two aspects of organisation and leadership are highlighted as being of particular importance: that there is awareness, knowledge and will at the top of the decision hierarchy, and that the agenda is integrated into regular activities and not handled as a side project (Agenda 2030-delegationen 2019). Consistent policy and integration into regular processes are also included in the Riksdag's decision on the implementation of the 2030 Agenda in Sweden (Sveriges riksdag, 2020), along with the fact that implementation should be characterised by the agenda's principle of leaving no one behind.

Strategy for the implementation of the 2030 Agenda

Strategy for the City of Malmö's long-term 2030 Agenda initiatives (Stadskontoret, Malmö stad 2018–1) was developed for implementation of the 2030 Agenda at a local level and approved by the City Executive Board in May 2018. This strategy was developed in cooperation with representatives from the city's administrations and companies, and emphasises the importance of courageous leadership that takes responsibility for the big picture and makes conscious choices as an important success factor for implementation.

A leadership with consistent communication so that all enterprises understand the fact that we influence and contribute every day to achieving the SDGs through local efforts, and how that is done. A leadership that is capable of dealing with conflicting goals and that adopts a system perspective to work across boundaries with the City of Malmö's vision, the City Council goals and proactive strategies, and with a culture that promotes innovation and co-creation (Freely translated from *ibid*, page 1).

The strategy consists of five main processes (see page 24). The fact that they are still relevant is confirmed not least by the fact that they are very much consistent with the success factors for implementation as identified by various organisations since the 2030 Agenda was adopted.⁸

⁸ See, for example, SALAR 2019 and the OECD's consistent policy model, which was translated into a Swedish context by the Swedish Delegation for the 2030 Agenda in 2019.

Strategy for the City of Malmö's long-term Agenda 2030 initiatives

Into regular steering and management systems

Work on sustainable development and the SDGs should be a guiding principle for the city's activities. Sustainable development is not something that happens alongside other assignments: it relates to both what we do and how we do it. The SDGs need to be integrated into regular steering and management systems so as to ensure that we are doing the right things in order to achieve them.

Examples:

- Integration of the SDGs into the city's overall budget and related plan, 2020–2022
- Integration into the follow-up system, using the annual sustainability report to follow up on the SDGs
- Integration of the SDGs into long-term and city-wide steering documents such as the environmental programme and comprehensive plan: see pages 40 and 41.

Sustainable development through operational development

Work on sustainable development is taking place throughout the organisation by means of regular activities, in development processes and in various networks with emphasis on the basic assignments of the administrations and companies. Sustainable development is all about the fact that economic, environmental and social issues need to be in balance for future generations. This is why we need to focus more closely on the perspectives of children and

young people when we develop our activities in the City of Malmö.

Examples:

- A model for sustainability analyses prior to decisions shall be devised by the city's various committees working in cooperation (City Council decision, February 2021).
- The SDGs are a natural part of the assignment description and planning of major city initiatives such as the new Growth Commission and training courses relating to LGBTQIA+
- Since the UN Convention on the Rights of the Child became law in Sweden on 1 January 2020, development work has been in progress on models for mandatory child impact assessments prior to decisions, as well as examining the best interests of children in the political case process, where children affected will have the opportunity to have their say on matters.

- A group of young people from three primary/lower secondary schools in Malmö participated in a dialogue process while the City of Malmö's forthcoming Environmental Programme 2021–2030 was being developed and were able to put forward their views on the proposal.

Planned communication and participation for learning and support

Cohesive and planned communication in respect of our local efforts relating to the SDGs, with

emphasis on participation and support, is helping to increase awareness and new knowledge both within and outside of Malmö. Communication and dialogue are also a prerequisite for cooperation, knowledge alliances and partnerships.

Examples

- The *Hållbar utveckling i Malmö* [Sustainable Development in Malmö] newsletter compiles sustainable development activities and measures in the City of Malmö and searches elsewhere so that lessons can be learned from others. This newsletter is aimed at both internal and external stakeholders, and it is possible to subscribe to it on the website.
- Training on communication for sustainable development has taken place for strategists and communicators in the city.
- A joint communication strategy for the city's work on Agenda 2030 and sustainable development.

Increased awareness for conscious decisions

Knowledge and expertise are required in order to be able to make decisions for sustainable development from all perspectives, focusing on the SDGs. Conscious decisions at all levels are helping to bring about a sustainable Malmö.

Examples:

- General meetings with training on Agenda 2030 for all management teams at administrations and companies in 2018, including leading politicians.

- Learning lunches relating to Agenda 2030 that are open to all employees in the City of Malmö
- *Tillsammans 2030* [Together 2030] – knowledge-enhancing lunch webinars. Malmö was involved in the project as a founder and partner.

Innovative partnerships that make a difference

Active partnerships in local, national and international contexts are allowing us to try out new forms of cooperation so that Malmö acts locally in order to contribute globally.

Examples:

Malmöandan [the Malmö Spirit] is a plan for cooperation involving the entire non-governmental sector in Malmö and the City of Malmö. Our vision is to make our city more equal, more open and more democratic. We learn from one another, and we want to change together.

Klimatomställning Malmö [Climate transition Malmö] works at the city's initiative to

bring together internal and external stakeholders from the business community and other locations in a drive to reduce emissions. A key element is to be able to rapidly identify priority initiatives which will have the best impact on both climate and the economy.

Lokal färdplan Malmö 2030 (*LFM30*) [Local roadmap Malmö 2030 (*LFM30*)] is an organisation involving stakeholders in the building and construction sector whose overall goal by 2030 is to achieve a climate-neutral building and construction sector in Malmö with net zero CO₂ emissions (see page 30)

Sluta skjut [Stop shooting] is a partnership involving the Police, the Swedish Prison and Probation Service, the City of Malmö and committed citizens with a view to reducing shootings and other serious violent crimes (see page 31).

Tryggare Malmö [Safer Malmö]: The city cooperates with state authorities such as the Police, the Swedish Tax Agency and

the Swedish Customs Service to execute special raids on suspected illegal activities. *Tryggare Malmö* focuses on monitoring aspects such as rogue stakeholders such as illegal clubs, rogue property owners, illegal accommodation, unregistered food companies, food fraud, massage parlours, drug sales and alcohol and tobacco sales.

Glokala Sverige [Glocal Sweden] is a communication and education project that aims to reinforce awareness of and commitment to Agenda 2030 among politicians and officials in local authorities and regions. This project is a cooperation between the Swedish UN Association and the Swedish Association of Local Authorities and Regions (SALAR) and is funded by the Swedish International Development Cooperation Agency. Malmö was already involved in 2018, the pilot year, and is now a member of the reference group for the project. *Glokala Sverige* has held a number of training courses in the City of Malmö since then.

Sustainability integration began before the 2030 Agenda

Work on integrating the sustainability perspective into the city's steering and management processes began even before the 2030 Agenda was adopted. Below is a description of some important decisions made with the aim to reinforcing sustainability integration.

In relation to the 2030 Agenda, the “*leave no one behind*” principle in the City of Malmö is dependent on the efforts of the City of Malmö in respect of gender equality and equal opportunities. The integration of rights perspectives for gender equality and equal opportunities began earlier, working systematically on the basis of politically adopted plans. These indicate the City of Malmö's level of ambition and direction in terms of gender equality,

anti-discrimination, children's rights and national minorities (see Chapter 5).

When the *Malmö Commission* (see page 17) completed its work in 2013 and submitted recommendations to the City Executive Board, a series of investigative assignments followed with a view to examining how the proposals could be implemented within the organisation. A number of these investigations had a bearing on how sustainability can be integrated into the city's regular work and processes (Stadskontoret, Malmö stad 2015). One component that was highlighted as being of particular importance for integration of a sustainability perspective into regular processes was that a clearer link should be created between goals and how resources are distributed among committees in the city. It was proposed that this should take place

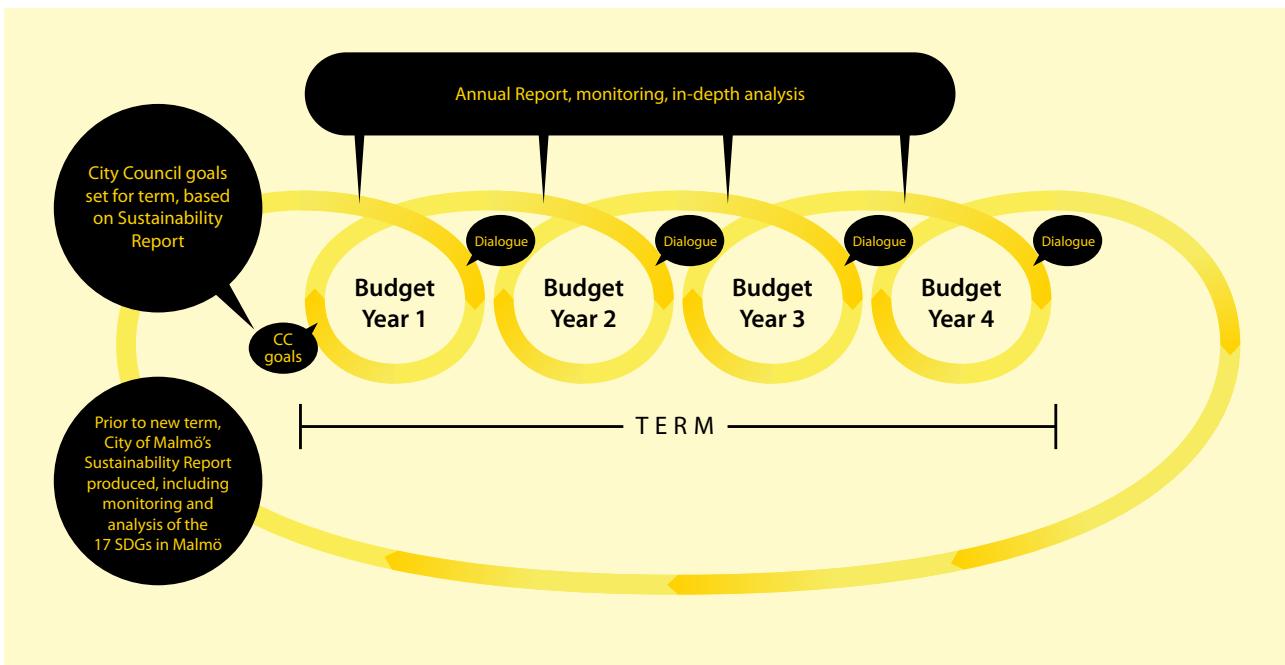


Figure 2: The figure illustrates how the City of Malmö's budget, the municipality's supreme governing document agreed by the City Council, can be viewed as a local Agenda 2030 plan. The targets set in the budget apply throughout the four-year term and are based on dialogue and political priorities. An important source for this dialogue and prioritisation is the monitoring and analysis of Malmö's progress towards the 17 SDGs, including the annual Sustainability Report. Progress towards the City Council's goals is then monitored annually as part of the city's Annual Report. Together with additional monitoring and in-depth sustainability analyses, the Annual Report in turn provides the basis for continuing dialogue and prioritisation in the context of the annual budgeting process.

via improved basis for decisions relating to the social, environmental and economic impact of initiatives and investments affecting sustainable development. Other elements highlighted involved the need for better conditions for working methods across boundaries at all levels within the organisation, integration in the political decision making process (see page 28-29) and in the preparation of steering documents, and development of knowledge and expertise regarding impact measurement (Stadskontoret, Malmö stad 2014, page 20 ff).

As a consequence of these investigations, activities were conducted in order to plan, implement and follow up the City of Malmö's work towards sustainable development more systematically. The following paragraph describes the outcomes of these activities.

The Malmö model – the budget as a local 2030 Agenda

In the *2019 Budget for the City of Malmö*, the city's politicians tasked the City Executive Office with reviewing the goal structure and work with steering, management and development with goals. The aim was to create a longer-term approach in steering and

to provide better conditions in order to prioritise and integrate the 2030 Agenda goals into the city's goal structure (Malmö stad 2019).

The new budget process and goal management were launched in conjunction with the *2020 Budget for the City of Malmö*. This also heralded the point at which the budget started to be viewed as Malmö's local 2030 Agenda plan. Ambitions for better conditions for the big picture, a long-term perspective, prioritisation, systematic approaches and structure, as well as clear roles and responsibilities, were put into practice by means of elements such as longer time perspectives in the process, fewer reporting opportunities during the year and greater emphasis on in-depth analyses and strategic dialogue (Stadskontoret, Malmö stad 2018–2).

According to the budget, the 2030 Agenda defines the direction for Malmö's way forward. The challenges identified through long-term analyses of Malmö's development, not least through the City of Malmö's sustainability report, will form the basis for the formulation of the City Council's goals for its next term of office (Malmö stad 2020–2 page 5). For the budget to constitute Malmö's local 2030 Agenda plan, it is therefore assumed that sustainability reporting, with follow-up

Goal areas and City Council goals

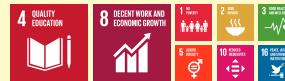
Education and work –

City Council goals:

The City of Malmö will seek to ensure that a greater proportion of students complete upper secondary education within 4 years



The City of Malmö will seek to ensure that a greater proportion of young people will be in work or in education.



The City of Malmö will seek to increase the proportion of Malmö residents that are self-supporting



Security and participation –

City Council goals:

The City of Malmö will seek to ensure Malmö residents feel more secure and to reduce criminality



The City of Malmö will seek to increase protective factors and reduce risk factors in children's and young people's environments



The City of Malmö will seek to ensure that new arrivals in the city get well-established, and strengthen participation and social cohesion with a particular focus on the Swedish language



Urban development and climate –

City Council goals:

The City of Malmö will seek to strengthen the city's position as the regional driver of growth



The City of Malmö will be a pioneer in reducing greenhouse gas emissions



The City of Malmö will plan the city to reduce segregation



The City of Malmö will seek to reduce homelessness



Good organisation – City Council goals:

The City of Malmö will seek to be an attractive employer by providing a positive work environment and secure employment



The City of Malmö will ensure it has staff with good skills



More Malmö residents, visitors and community stakeholders will feel that the City of Malmö provides good, equitable service through high levels of accessibility, professional treatment, the right skills and being at the forefront of digital developments



Figure 3: Overview of four goal areas with a total of 13 City Council goals. The large icons show the SDGs to which the City Council goals contribute directly. The smaller icons show the SDGs to which the City Council goals contribute indirectly. Indirect steering means that the contribution also has a positive impact on other SDGs. Source: 2020 Budget for the City of Malmö–2.

and analysis of the SDGs, will be applied systematically in the various elements of the budget process as one of a number of items of basis for decisions for preparation of the budget, as well as in the fora where the City Council goals are finally formulated.

The budget contains thirteen goals which indicate a number of areas for development where committees and companies need to join forces in order to achieve a clear shift.

Each of the thirteen goals in the city's current budget points to a number of the seventeen SDGs, where the City Council goal is considered to contribute, directly and indirectly, to achievement of the SDGs. The SDGs associated with each of the City Council goals are illustrated in the budget: see Figure 3.

The first sustainability report that monitors Malmö's development towards the 17 SDGs was compiled in 2019, as stated previously. The process for the sustainability reports is organised over four years, all 17 SDGs being followed up and reported on every four years prior to a new term of office (see Figure 2). The areas where needs have been identified are looked at in greater detail in the intervening years. According to this logic, the latest follow-up is entitled Sustainability report 2020 *Att födas, växa upp och åldras i Malmö* [Sustainability Report 2020 – Being born, growing up and getting old in Malmö] and takes a more detailed look at the social dimension of sustainability, with particular emphasis on differences between different

socioeconomic groups and genders in order to highlight inequalities in the city.

The need to be able to monitor all 17 SDGs constantly (and not just every four years) remains, and development work to identify local indicators and publish these as open data began in 2021.

Development towards the City Council goals is described in the Annual Report for the City of Malmö, which is an annual analysis of the city's overall activities. This includes goal fulfilment, important events and economic development. That said, the annual reports do not (yet) show how the activities, through their basic assignments, contribute to the SDGs in terms of either process or outcome. This, together with strategic cooperation between designated administrations and companies in order to achieve the City Council goals, is another area for development which began in 2021.

Sustainability analyses ahead of political decisions

The political decision making process is another part of the regular steering and management system in municipalities. This process relates to how political decisions are made, i.e. how the city as a public organisation deals with public documents and the formalised processes that lead to documented, and in many cases communicated decisions that are ready for archiving within the local operations. Integrating sustainability

The City of Malmö's sustainability report

The City of Malmö's Sustainability Report monitors development towards sustainability at a community level and will make it possible to assess the development of Malmö from a long-term perspective. The objective is to provide the city with a basis for longer-term planning and prioritisation. The primary recipient is the City Council, but the report has significantly more target groups and users, both internally and externally, due to

the fact that it has a bearing on the entire city's overall activities.

The Sustainability Report includes both a description of indicators and analysis in order to place the indicators and their outcomes in context, and above all to be able to link different sectors of society and processes.

The City of Malmö's Sustainability Report is published annually, but with different themes and focal points. The Sustainability Report should provide an overview of the development towards all 17 SDGs in Malmö every four years,

prior to a new term of office. The areas where challenges have been identified and further information is needed are looked at in greater detail in the years between local elections.

Other reports with a bearing on the development of the city – both regular reports such as *Population forecast for the City of Malmö*, and individual analyses that are conducted as needed – are also used for sustainability reporting and analysis.

aspects into the process can help the decisions made to be based on knowledge of possible social, environmental and economic consequences.

Case handbook of the City of Malmö, the steering document describing the overall decision making process and the common working method, states that the administrator must decide on what information is of relevance for inclusion in the service document. Examples include “market analysis, impact assessment (e.g. from an environmental standpoint), economic or organisational impact, consultation and dialogue with stakeholders in the case, impact for children and young people, and cooperation with trade union organisations” (Freely translated from Stadskontoret, Malmö stad 2020–1, page 40).

Thus there is already some support for the political decision making process in the steering document in order to carry out analyses on the basis of all sustainability dimensions in the handling of cases. However,

there are no instructions or models for how or when these impact assessments, assessments or descriptions should be conducted, or in the event of what type of decision, except in the case of gender equality, equal opportunities and children's rights. That said, efforts to clarify when sustainability analyses should be conducted, and how they can be formulated, is in progress. In February 2021, the City Council decided to commission the City Executive Board to support other committees in developing a model for sustainability analyses ahead of policy decisions.

Comprehensive Plan for the City of Malmö, the city's most long-term planning document, is an example of how sustainability assessment can be performed within the scope of a general steering document. The sustainability assessment describes the extent to which the comprehensive plan contributes to or counteracts sustainable development and the SDGs (see page 41).

Case study: LFM30 – working together for climate-neutral construction

It is estimated that the construction sector is responsible for more than 20% of Sweden's impact on the climate. In Malmö, one of Sweden's fastest growing cities, the percentage is probably higher, while the city's own climate targets to date have focused mainly on energy and mobility.

In 2018, the City of Malmö undertook a preliminary study that came to have a focus on climate-neutral construction. Representatives of the construction industry active in Malmö were asked during discussions whether they felt climate-neutral construction would be possible by 2030. The feeling from the sector was that this was a viable proposition and that it was in fact crucial that this happened. This was the start of LFM30, a Local Roadmap for a Climate-Neutral Construction Sector in Malmö 2030, which is now an initiative being driven by the sector itself.

The aim of LFM30 was for all those signed up to halve their impact on the climate by 2025 and for all developers to have initiated at least one climate-neutral construction project by that point. The overall goal for 2030 is for Malmö to have a climate-neutral construction sector with net zero CO₂ emissions. By 2035, the aim is for the construction sector in Malmö to be climate positive.

Outcomes

Today there are almost 160 parties signed up to LFM30, all in some way active in the construction sector in Malmö. They have all committed to monitoring and reporting on their emissions annually, and it is already evident that the companies have started reducing their climate impact in Malmö.

LFM30 is a voluntary undertaking, not a requirement, and every party that signs up promises to incorporate LFM30 goals into their own business. The climate issues here are no longer ambitious goals but an essential part of our everyday work.

In December 2020, the City of Malmö adopted a strategy for climate-neutral construction for its own activities. That would presumably not have happened



Malmö is the first place in Sweden to have a local roadmap for a climate-neutral construction sector – LFM30

without the sector engaging in LFM30 and showing that this is possible. This will be the city's response to the work of the private sector organisations within LFM30.

Lessons learned

Rather than innovation and new technology, what is needed for the construction sector to become climate-neutral by 2030 is awareness-raising. There is a great deal of knowledge and expertise in the sector, for example about choice of materials, that is not currently being exploited in the construction process.

Municipalities must become better at imposing criteria during planning and procurement processes. Legislation does not drive innovation; it is reactive and does not support rapid adjustment. But it is not actually a hindrance either; it is the interpretations that can be a hindrance.

Global targets such as the 2030 Agenda and the Paris Agreement drive powerful development at the local level too.

Links to the SDGs: SDGs 13 och 17

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Website: LFM30.se

Case study: Sluta skjut – joining forces for a reduction in violence

In 2017, Malmö found itself in an unsustainable position. Murders, shootings and explosives had become part of everyday life and violence between different groups was escalating. It was very clear that the deadly violence needed to be stopped. But how?

That same year, a delegation of officials from the City of Malmö, the Swedish Police and the Swedish National Council for Crime Prevention travelled to New York to get a closer look at the much talked about *Gun Violence Intervention* (GVI), which had had considerable success in breaking spirals of violence in the United States. The outcomes were so convincing that it was decided to try out the method in Sweden for the first time – in Malmö. The project was named *Sluta skjut* [Stop the Shooting].

How does GVI work?

GVI is not about dealing with the underlying causes of violence but about getting the groups to lay down their weapons – quite simply, to stop killing each other there and then. The method is based on interventions, either for groups or for individuals.

The group interventions are called call-ins. For a call-in, about ten people from the most violent groups in Malmö are invited to receive a very clear ultimatum: lay down your weapons, or your group will become the focus of the community and that won't be easy for you. Several people appear on a stage – police officers, politicians, a parent who has lost a child, an imam, a church minister and representatives from the Malmö school drop-out support programme – to tell stories aimed at getting group members to take on board that message and be aware of the consequences if they continue their violent activity. The audience includes people that the criminals know, such as youth workers and sports coaches, to get over the message that "we care about you, we don't want you to die and we don't want you to kill."

Outcomes

Over three years have now passed since the model was introduced, and there is much to suggest that it is working. Serious violence has declined steadily each



Sluta skjut [Stop the Shooting] makes use of interventions, known as call-ins, that are an essential component of the method (photo from a dress rehearsal for a call-in).
Image by Mårten Vennelin

year, and the number of shootings is now at its lowest level for ten years. In 2020, three people died from a shooting in Malmö, compared to 12 people in 2017, before the programme was introduced. The initiative has been extended by three years and the Government now wants GVI introduced in other cities in Sweden.

A similar intervention has been used in the United States to put a stop to violence in close relationships (Domestic Violence Intervention, or DVI). In spring 2021, the City of Malmö, working with the Police and the Swedish Prison and Probation Service, began a preliminary study looking at whether this can be implemented in Sweden.

Lessons learned

The major factor in the success of the Sluta skjut programme has been the partnership between the Prison and Probation Service, the Police, the City of Malmö and civil society. All parties have entered into the joint project with the same high level of commitment and the same goals and have demonstrated great determination to achieve them.

Links to the SDG:s

Goals 16 and 17

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4. Malmö's steering towards the SDGs through steering documents

This chapter examines how existing City Council goals, city-wide steering documents, regulations and legislation steer Malmö towards the SDGs. The objective is to identify strengths, but also any gaps, or opportunities for clearer or more effective steering. The premise of the investigation is that steering has an impact on the outcome; that is to say, good steering can have a positive influence on achievement of the SDGs.

The chapter begins with a brief description of Swedish municipalities' mandate concerning development towards the SDGs. This is then followed by an account and analysis of how relevant city-wide steering documents are steering towards the SDGs today and how these are used by the city's administrations and companies. It also describes how regulations, ownership directives, legislation and other national guidelines steer operations towards sustainability. The chapter concludes with a summary reflecting on what has emerged and what should be included in future development work and in-depth consideration.

Swedish municipalities' responsibilities and possibilities concerning action within the 2030 Agenda

The Instrument of Government [Regeringsformen], one of Sweden's basic laws, states that the general public bears overall responsibility for working with sustainable development (SFS 1974:152, Chapter 1, Section 2). The key role of municipalities in the implementation of the 2030 Agenda is highlighted both globally and nationally as being crucial for the transition towards a sustainable society and the implementation of the 2030 Agenda.

Given the assignments for which municipalities are

responsible by law (see page 10), some of the SDGs are more strongly linked with the basic assignment than others. The city's various activities are steered by national legislation and regulations within all SDGs to varying degrees; but that said, they have the opportunity to influence the development of all SDGs to varying extents. This can take place within the scope of the specific organisation (through procurement and various processes in the employer role, for example), within the urban planning process and through various partnerships and cooperations.

The Swedish administration model means that steering takes place at three levels, national, regional and local, which impacts steering towards the SDGs. One example of the levels' various roles, responsibilities and powers can be illustrated by means of SDG 15 (Life on Land), which presents a challenge for Sweden.⁹ The national level has decided on environmental quality goals, at least four of which can be linked with SDG 15. A national forest programme with strategy and milestones for ecosystem services and biodiversity was decided upon by the government in 2018. At a local level, municipalities can decide that a land or water area can become a nature reserve if this is needed in order to preserve biodiversity or to maintain and conserve valuable natural environments. Municipalities and regions are also major landowners, and in this role can take action to restore wetlands, reinforce ecosystem services and counteract the decline of biodiversity. Municipalities can also take advantage of and integrate urban vegetation and ecosystem services into urban environments in the case of planning, construction and administration in cities and urban areas (Glokala Sverige 2021).

Thus powers concerning development towards the goals differ slightly depending on the area in question. The city's direct mandate concerning one goal may

⁹ According to the in-depth evaluation conducted by the Swedish Environmental Protection Agency in 2015, it was thought that only two of the Swedish environmental goals would be achieved by 2020.

also impact the development of another goal, where the city has fewer mandates. This means that a holistic approach to sustainability is needed at all levels: this is an approach that permeates the 2030 Agenda goals, which must be viewed as integrated and indivisible. This means that no goal can be achieved at the expense of another, and that success is required in all areas for achievement of the goals (Globala målen, u.å.).

The mandate is reflected in the survey conducted for the VLR, which is presented in the next paragraph, and examines the steering towards the SDGs in the City of Malmö. Different degrees of power over different areas also indicate the importance of partnership and cross-sectoral cooperation.

Malmö steers towards all goals – to different degrees and in different ways

An initial survey of the link between the city's steering documents and the SDGs was conducted back in 2018 (Stadskontoret, Malmö stad 2018–3). This showed that there was steering towards all SDGs through the city-wide steering documents (*ibid*). However, the steering was not as clear for one of the goals, SDG 14. SDG 14 aims to conserve and sustainably use the oceans, seas and marine resources for sustainable development. The targets of SDG 14 were analysed and placed in a local context as a result of the survey. This resulted in *Action plan for efforts 2019–2023 to reinforce the role of Malmö as a coastal city of the future*.¹⁰ The result also accelerated the pace of development of the Marinpedagogiskt Center [Marine Education Centre], the focus of which is to increase engagement and interest in the sea, sustainability and innovation among children and young people (see page 70).

An updated survey has been conducted for this report, with emphasis on the city's overall steering documents, regulations, legislation and follow-up. The assessment of the link between SDGs and the city's budget and steering documents is based on whether the content of the current City Council goal or steering document helps with achieving the intentions of the SDGs in general.¹¹ The updated survey, like the previous one, shows that all SDGs are covered to varying degrees,

both via the City Council goals and by steering documents.

Steering towards the SDGs via City Council goals

According to the ambition of the budget process, the City Council goals should be formulated on the basis of the complex challenges for Malmö that are demonstrated in the annual sustainability reports and its analyses on the basis of the SDGs (see Figure 2, page 26). This means that the SDGs towards which the City Council goals most clearly steer are also the city's priority areas for development. This also makes it particularly relevant to monitor progress towards these 13 priority goals, which in turn are linked with a number of SDGs, in order to provide an indication of Malmö's steps towards sustainable development (see Chapter 6).

Figure 4 shows which SDGs the City Council goals are steering towards and how many of the City Council goals steer towards different SDGs. These are divided into three categories:

1. More City Council goals (3–8) steer directly towards a SDG.
2. Fewer City Council goals (1–2) steer directly towards a SDG
3. The City Council goals steer indirectly towards a SDG.

Indirect steering means that a certain goal also has a positive impact on more SDGs. One example is how the City Council's goal of reducing homelessness, which makes a direct contribution to SDG 11 (Sustainable Cities and Communities), also contributes indirectly to SDG 10 (Reduced Inequalities), as we know that people with low incomes and/or other types of socioeconomic vulnerability find it hardest to enter the housing market. Factors such as low income, or income support as the only income, in turn affect SDG 3 (Good Health and Well-being), for example, which means that reducing homelessness may help to improve health among Malmö residents. We also know that single mothers are a particularly vulnerable group on a socioeconomic level. This means that initiatives for reducing homelessness must pay particular

10 The plan and its activities now constitute an important tool in the city's work on the SDGs, specifically SDG 6 relating to water quality and administration, SDG 11 relating to the environmental impact of cities and protection of cities against natural disasters, SDG 13 relating to resilience to climate change, SDG 14 relating to the protection and administration of marine and coastal areas and marine littering and SDG 15 relating to the protection of biodiversity.

11 Whether (or not) there is a link to specific targets has not been assessed.

Steering towards SDGs via steering documents

More City Council goals (3–8) steer directly towards a SDG.	Fewer City Council goals (1–2) steer directly towards a SDG	City Council goals contribute indirectly towards a SDG.
SDG 4 Quality Education	SDG 1 No Poverty	SDG 2 Zero Hunger
SDG 8 Decent Work and Economic Growth	SDG 3 Good Health and Well-being	SDG 6 Clean Water and Sanitation
SDG 10 Reduced Inequalities	SDG 5 Gender Equality	SDG 14 Life Below Water
SDG 11 Sustainable Cities and Communities	SDG 7 Affordable and Clean Energy	SDG 15 Life on Land
SDG 16 Peace, Justice and Strong Institutions	SDG 9 Industry, Innovation and Infrastructure	SDG 17 Partnerships for the Goals
	SDG 12 Responsible Consumption and Production	
	SDG 13 Climate Action	

Figure 4: Summary of the SDGs towards which the City Council goals steer to varying degrees in the 2020–2022 Budgets for the City of Malmö. Source: Information compiled made for the City of Malmö's 2021 VLR.

attention to the gender aspect and children's rights. In this way, efforts to achieve the goal of reducing homelessness also contribute indirectly to SDG 5 (Gender Equality).¹²

Figure 4 indicates that the social and economic SDGs are represented considerably more strongly among the priority City Council goals than the ecological ones. That said, the recently adopted city-wide *Environmental programme for the City of Malmö 2021–2030* states that the environmental programme should be Malmö's local agenda for work on the ecological dimension of the 2030 Agenda. *Environmental programme for the City of Malmö 2009–2020*, which was applicable when the survey for this report was conducted, is one of the steering documents indicated by most administrations as key steering elements in their activities. This suggests that environmental issues are prioritised by committees and administrations, even though they are not as visible in the council's budget as the social issues.

To complicate matters still further, however, there is another dimension to consider: the number of committees and companies at which the goal is aimed.

These committees are deemed to be able to influence the outcome and should thus assist with and report their efforts in order to achieve the goal. Some City Council goals, such as those aimed at reducing greenhouse gas emissions, are aimed at all committees and companies, while others, such as the goal of increasing the percentage of young people in work or education, are aimed only at three committees.

Steering towards the SDGs via steering documents

As things stand at present, there are 86 city-wide steering documents in Malmö that apply to all committees, of which 55 are thought to steer towards one or more of the SDGs.¹³ See Appendix 3 for a list of steering documents included in the survey. It is important here to point out that although the number of steering documents steering towards each SDG varies widely (between 7 and 29 for each SDG), this does not necessarily mean that steering is more or less effective. The steering model consists of so many more steering signals, which in a number of cases may be stronger than a steering document, such as leadership or committee regulations.

12 This reasoning demonstrates the importance of adopting an intersectional approach in pre-action analyses. The term "intersectionality" is used to denote how different power structures and grounds of discrimination affect and sometimes reinforce one another: a single power structure cannot be understood independently of others.

13 The survey is a snapshot of a few months in 2020–2021 and is based on a list of city-wide steering documents published on the city's intranet. City-wide steering documents based on the City of Malmö as an employer are not included among these 86 documents.

To examine how departments/committees use the steering documents that are deemed to steer towards the SDGs in the steering of their activities, questions were sent out to the city's fourteen departments and the city's eight wholly owned municipal companies, where they were asked to state which steering documents were key steering elements¹⁴ in their activities.¹⁵ See Appendix 3 for a full list of questions. The companies' answers are presented in brief on page 36-37.

The analysis of the responses received shows that the departments relate to the city-wide steering documents in different ways. Some departments use the steering document to plan, develop and evaluate activities, while other departments are steered more extensively by legislation or national guidelines that cover the content of the steering document and so do not use the steering document for their activity planning. This is applicable, for example, to the three education administrations, which are responsible for preschool, primary and lower secondary, upper secondary and adult education. For these administrations, steering documents adopted locally complement national steering, but they never steer independently of national steering.

The departments state on many occasions that they are working on the issues to which the steering document relates, but that they do not use the steering document as an instrument. This is true of Disability Support Department, for instance, which states that they work in accordance with the *Strategic Business Programme*, but that this document performs no function that is key to steering. The work of the same department on gender mainstreaming is another example. The work was largely based on the city-wide plan initially, but the emphasis on the plan itself has decreased as the work has become increasingly integrated in the regular planning and follow-up in the administration's activities.

Another alternative is that the city-wide steering document has already been integrated into its own committee's budget or steering documents, which means that the steering document itself is no longer perceived as being a key steering element. That said, the content is very much a steering element as it is integrated into the budget and its own activities. This is true of the Health and Social Care Committee, for example, which has its own *Plan for Human Rights Work*, which combines the administration's work on gender equality, equal opportunities, anti-discrimination, sexual health, domestic violence and LGBT issues. Similarly, the same committee has its own strategy to combat violence against the elderly, which steers the work of the administration to a greater extent than the general *Plan concerning violence against women and domestic violence*.

Discussions with the departments confirm the notion that steering via steering documents is a complex matter. Many of the city's key steering documents are niche documents and relate to a defined area, which in itself means that they are relevant to only a small number of administrations. Other steering documents relate to broader areas, such as *Environmental Programme for the City of Malmö*, or a cross-sectoral perspective which cuts through all policy areas, such as *Development plan for Gender Mainstreaming in the City of Malmö*.

In total, only eight of the 55 city-wide steering documents steering towards the SDGs are indicated as being key steering elements for six or more of the 13 administrations that responded.¹⁶ These include the very documents that steer the work of the administrations on cross-sectoral issues such as gender equality, anti-discrimination and children's rights. Only one or two of 13 administrations identified almost half (26 of 55) of the steering documents as being key steering elements.

14 A key steering element was defined as a document that the administration looks at on a regular basis in order to plan, develop and evaluate its activities.

15 Thirteen of the administrations and seven out of eight companies submitted written answers to the questions about steering towards the SDGs and participated in subsequent discussions on the results.

16 Development plan for gender mainstreaming in the City of Malmö 2011–2020, Strategic development plan for efforts against discrimination in Malmö, Development plan for efforts on children's rights in the City of Malmö, Security and safety policy for the City of Malmö and Environmental programme for the City of Malmö 2009–2020. Development plan for the City of Malmö's emergency response and civil defence efforts 2020–2023, Rules and guidelines for the City of Malmö's support for the ideas-based sector and Action plan for cultural strategy 2019–2021.

What allows a steering document to have impact in practice, and lead to action, is described during discussions with the administrations as a combination of a number of circumstances.¹⁷

- The relevance of steering document content to the administration's own core activities. Two examples of niche city-wide steering documents, which just one or two of thirteen administrations identified as being key steering elements for their core activities, are *Sanitation scheme (waste plan and local regulations for waste disposal)* and *Library plan 2016–2020 for Malmö public and school libraries*.
- Whether the activities of the administration/committee are steered by legislation and/or national guidelines taking precedence over and involving a stronger form of steering than local steering documents, and if so to what extent. In these instances, the content of the local steering documents is incorporated into the work steered by the legislation.
- Whether there is an action plan linked with the steering documents, with activities and commitments which epitomise the goals in the steering document and are followed up. This facilitates implementation at committee and administration level.
- Whether there is a function with overall responsibility for coordinating and following up the implementation of the work on the goals or strategies in the steering document.

Regulations steer the basic assignment

Every committee has regulations that are decided upon by the City Council and clarify the committee's assignments and responsibilities. Ownership directives are a corresponding instrument for companies. The regulations strongly steer the administration's core activities, and the departments claim that this is the most important locally regulated steering document. The committees help to achieve the more complex City Council goals in cooperation with other committees, companies and external stakeholders by carrying out their basic assignment.

Essentially, the administrations typically respond that the regulations of the committees have links to the SDGs and thereby assist in steering the city towards sustainable development. However, as things stand at present there is no explicit description of what the basic assignments are expected to contribute to sustainable development in the regulations or responsibilities for such development.¹⁸

This survey does not undertake closer scrutiny of the specific SDGs to which the regulations contribute. However, such in-depth consideration could assist with identifying how the basic assignment, as described in the regulations, contributes directly and indirectly to the SDGs and targets. In-depth consideration could also form a basis for potential clarification regarding steering towards sustainable development via the regulations. This is of particular relevance as a process has begun in 2021 in order to review all committee regulations.

Municipal companies' steering towards the SDGs

Municipalities are allowed to conduct business activities if they are non-profit-making and provide public facilities or services to citizens in the municipality. The City of Malmö owns an interest of at least 20 per cent in a number of companies. Eight of these are wholly owned by the city and are included in this survey (see appendix). The company's activities and its relationship with the city are regulated by the applicable articles of association, ownership directives or special directives issued by the City Council or the City Executive Board, existing agreements between the Municipality of Malmö and the company and the City of Malmö's budget, in addition to the law.

The company must also assist with strategic development work in the city and apply the relevant elements of the regulations, plans, policies and programmes defined by Malmö City Council. The company must also work on the basis of the values applicable to the Municipality of Malmö's activities, with ethical awareness of the environmental, economic, social, legal, cultural and business circumstances in the community. All in all, this means that the City of Malmö

¹⁷ Development plan for efforts on children's rights in the City of Malmö, Development plan for gender mainstreaming in the City of Malmö and Cultural strategy for Malmö with an associated action plan for cultural strategy are a few examples of steering documents that are highlighted as successful in terms of support and implementation. Another process described as successful involves active measures in accordance with the Discrimination Act, which is run by the administrations' HR departments and coordinated via the City Executive Office.

¹⁸ The regulations were adopted before the 2030 Agenda, which is why it is natural for the SDGs not to be included. The assessment is based on how the regulations steer towards the intention of each SDG, and is not based on a more in-depth analysis at target level.

has the opportunity to influence the direction of the companies' activities and steer towards sustainable development.

The survey shows that some of the companies designate some of the city-wide steering documents as steering, while others feel that these do not affect their activities directly. However, most of them people state that they are working active in respect of rights and sustainability.

The municipal housing company, MKB, is one example of how a company steers towards sustainability via the ownership directive. The MKB ownership directive states that the company should develop social innovations in an appropriate manner and actively counteract housing segregation, promote integration and gender equality and combat discrimination.

For Malmö Leasing AB, which is responsible for car leasing and other tasks, the ownership directive states that the company's activities must have a distinctive environmental profile, the environmental characteristics and emission values of the vehicle fleet and machinery being such that they are able to assist with sustainable development of the city through reduced environmental impact and reduced emissions.

Malmö City Theatre and Malmö Live (music and cultural centre) is another example of the companies' steering towards sustainability, but from a regional and national level. Its activities are steered by national steering documents, which are communicated by the regional level through provision of funds. The strongest steering towards the SDGs takes place here due to the conditions for the provision of funds, which according to the survey steer towards ten of the seventeen goals. The conditions state that the activities must contribute to the regional cultural committee's objective, to give residents of the region the opportunity to get involved in culture on equal terms and have the opportunity to get involved and express themselves through culture regardless of gender, transgender identity or expression, ethnicity, religion or other beliefs, disability, sexual orientation, age, socioeconomic conditions or place of residence.

Committee-specific steering documents

There are strong links and contributions to the SDGs as regards committee-specific steering documents and committee budgets as well. A number of administrations have produced steering documents relating only

to their own committee's activities. These are often classifications of legislation or national guidelines. These committee-specific steering documents are considered to be key steering elements specific to the committee's core activities and contributing to sustainable development. One example is *Projecting Instructions*, which apply to urban properties within the Internal Services Department. Their technical requirements for construction projects contribute to sustainable property development and take into account all three sustainability dimensions in their level of ambition. Another example is the Department of Leisure, Recreation and Sport's Principles for distribution, which allocate times to registered associations and other customers at municipal sports facilities and are deemed to contribute to SDGs 10 (Reduced Inequalities) and 16 (Peace, Justice and Strong Institutions).

Similarly, the Labour market and Social Services Department has adopted its own guidelines for three of the administration's fields of responsibility. The guidelines are based on laws and other national rules and guidelines and clarify of how the City of Malmö should apply the regulations. The three fields of responsibility relate to the management of income support and financial assistance, as well as support, the exercise of official authority and initiatives relating to addiction and dependence and initiatives for children and young people. These guidelines are deemed to steer the administration's work directly towards SDGs 3 (Good Health and Well-being) and 8 (Decent Work and Economic Growth), and indirectly towards several other SDGs. However, the most key steering document at committee level is the committee budget, which (for most committees) is based on assigned City Council goals and basic assignments. All committees state that their budgets steer towards some or all of the SDGs.

National legislation for strong steering

All administrations and companies state that their activities are more or less strongly steered by legislation and national or regional guidelines. Core activities for some of the departments are steered significantly more strongly by legislation than others. These include, for example, the supervisory activities of the Environmental Department, which supervises the emissions from various activities to air, handling of chemicals, hazardous waste management, noise and much more on the basis of the Environmental Code. The Act on Support and Service for Certain Disabled

People, the Social Services Act, the Health and Medical Services Act and the National Board of Health and Welfare's regulations, for example, are a strong steering influence for the administrations responsible for social services to Malmö residents.¹⁹

As stated previously, the three school administrations in Malmö are also based primarily on national steering documents and laws that regulate the committee's activities.²⁰ The administrations have then worked on the basis of national laws and guidelines to produce committee-specific documents that steer and support the activities in order to clarify the national assignment. Examples of these, for primary and lower secondary schools, may be anything from guidelines for work with recently arrived students, guidelines for management structure for headteachers and guidelines for the use of assessment support to more general documents in respect of the direction of administration in development work.

Integrating the SDGs into other steering documents and processes

Most key municipal steering documents included in the survey were adopted before 2015, which means that for natural reasons the SDGs are not integrated, or even mentioned. However, the 2030 Agenda and the SDGs are central to a number of the policies, programmes, guidelines and strategies that were adopted after 2015 or are in the process of being updated (see, for example, pages 40-41).

However, it is not mandatory to integrate the SDGs when producing new steering documents, or to take into account the sustainability perspective at all.

Guidelines for the formulation of the City of Malmö's steering documents describes how planning and regulatory documents are to be formulated and states that "[p]lanning documents should ideally also be supplemented with a description of the impact of what is decided. There may be economic, ecological and social consequences, for example" (Stadskontoret, Malmö stad 2011, page 10).

The following recommendation was formulated during the previous work on integration of sustainability

in steering and management processes, which began before the 2030 Agenda was adopted:

One starting point should be to integrate sustainability work into existing activities so as to drive development work on a broad front, in a manner that is as resource-efficient as possible. The City of Malmö's handbook for plans and programmes should therefore be reviewed, along with other adopted strategies, plans and programmes, in order to investigate the extent to which they support sustainable development in the City of Malmö (Freely translated from Stadskontoret, Malmö stad 2014:1, page 2).

Development work is in progress for more coherent steering, and this includes a review of these guidelines. Feedback on the matter is to be given to the City Executive Board in 2021.

A number of city-wide steering documents are being updated in 2021–2022 so that they can be re-adopted by the City Council. A number of these have integrated the sustainability perspective in various ways or worked on the basis of the link to the SDGs when being produced, even though there is no such instruction for the production of steering documents.²¹ This indicates an awareness of sustainability and the significance of the SDGs in the City of Malmö's activities, which are independent of formal steering. Discussions with administrations reveal that the challenge is more about how working methods and processes can be designed so as to be able to approach the SDGs at a faster pace.

Reflections to summarise

Efforts to integrate sustainability in steering and management systems, which began in 2014 as an investigation after the Malmö Commission, have resulted in a number of activities. The SDGs have been integrated as a long-term vision in the City Council's budget, the city's highest steering document, since 2020. The ambition of the new budget process introduced in connection with the 2020 budget was to create better conditions for the overall picture, a long-term perspective, prioritisation, systematic approaches and

19 Labour Market and Social Services Department, Health and Social Care Department and Disability Support Department..

20 Department of Preschool Education, Administration of Compulsory Education Department and Upper Secondary and Adult Education Department.

21 This applies, for example, to *Comprehensive plan 2022–2050, Environmental programme for the City of Malmö 2021–2030, Revised land allocation policy for the City of Malmö, Library plan 2022–2027 and Action plan for the City of Malmö's strategic chemical work 2020–2030*.

structure and clear roles and responsibilities. This was why greater emphasis on in-depth analyses and strategic dialogue was introduced. The strategic dialogues should pave the way for collective priorities in the city. Sustainability reporting, both as a follow-up to the SDGs and in the form of in-depth analyses, has an important part to play here as a basis for collective priorities and, not least, to help formulate City Council goals for the next term of office.

Sustainability perspectives and/or the SDGs have also been integrated in a number of other steering documents. For instance, *City of Malmö's Environmental Programme 2021–2030* takes responsibility for the ecological goals of the 2030 Agenda, but also links to the other dimensions of sustainable development (see pages 40-41).

All SDGs are covered by the City Council goals in the City of Malmö and/or city-wide steering documents. Regulations, the committees' budgets, committee-specific steering documents and legislation are also guiding the city towards sustainable development, when we look at the existing system. Steering is stronger (in the form of more budget goals and/or steering documents) towards some of the SDGs, but this does not mean that the outcome is necessarily better. Another reason for "weaker" steering may be that the city's powers over the outcome are limited. The survey and link made between steering documents and SDGs is limited to looking at the link to the intention of the

SDG in general, not to the more specific targets. This means that there may still be limited or no steering towards some of the targets; via steering documents in any case.

As regards the survey of steering documents, regulations and legislation, the responses from administrations and companies show that there are different approaches to the steering documents. Only one or two of 13 departments identified 26 of the 55 steering documents as being key steering elements. But it is difficult, if at all possible, to indicate anything about their strength or effectiveness based on how many administrations actively use them, or which ones.

Some departments have integrated the city-wide steering documents into their own budgets or guidelines, which means that the focus of the steering document takes on a key steering role for the committee's activities. In these cases, the city-wide steering document in the survey is not specified as being a key steering element, even though the content actually is.

However, for the steering documents that are not integrated in the committees' own budgets or guidelines, there are certain circumstances, as stated (see page 35-36), that are important for a steering document to be a key steering element and lead to actual change. This knowledge can ideally be extended and included in ongoing processes that aim to clarify steering and achieve more cohesive steering.

Case study: Environmental Programme based on the SDGs

In 2020, the Environment Committee was tasked with producing a new environmental programme for the city, to be based both on the 2030 Agenda and on lessons learned from the previous programme.

The Environmental Programme for the City of Malmö 2021-2030 is a strategic document that sets out the direction of the City of Malmö's long-term work on environmental issues. The programme will guide the City's committees and companies and will also support and inspire Malmö residents and private and public sector stakeholders. *The Environmental Programme for the City of Malmö 2021-2030* is Malmö's agenda for the local implementation of the ecological aspects of Agenda 2030 and is largely given substance in other governing documents, for example the Traffic and Mobility Plan, the Nature Conservation Plan and the Energy Strategy.

The Environmental Programme for the City of Malmö 2021-2030 consists of three target areas:

- A Malmö that has the least possible impact on the climate
- A Malmö that is a good environment in which to live
- A Malmö with rich, healthy natural resources

Each target area contains four objectives for the city's environmental initiatives. Each target area also links to the SDGs and to national environmental quality targets. Although the environmental programme mainly deals with the ecological dimension of sustainability, it also introduces relevant SDGs relating to social and economic perspectives. This links the programme more strongly to the performance management model in the City of Malmö's budget.

Lessons learned

Like many other cities, Malmö faces challenges in all three dimensions of sustainable development and the environmental programme has responsibility for the ecological dimension. However, there are clear



The boundaries are set by ecological sustainability, to ensure that social and financial needs are not satisfied at the expense of the planet's resources but are kept within the relevant limits. Illustration by Creuna

synergies between the various dimensions. If we are to create a sustainable Malmö, the sustainability dimensions must be clearly linked to each other so that we can utilise all the capacity the city has.

By linking clearly to the 2030 Agenda, representatives for different parts of the city may feel that they involved and included, regardless of which SDG they are working towards. In addition, the 2030 Agenda has a long-term, forward-looking perspective while practical implementation is accomplished through shorter-term budgetary priorities.

Partnership and collaboration will be key to the success of the city's work on its 2021-2030 environmental programme. All departments and companies need to undergo a shift to work with civil society, academia and business on identifying innovative ways of working and solutions to shared challenges.

Links to the SDGs:

All 17 SDGs

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Case study: Comprehensive planning and the SDGs

The comprehensive plan sets the overall goals and vision for the physical development of the city. The plan is the municipality's most long-term governing document. It guides decision-making on how land and areas of water are to be used and how the built environment is to be used, preserved and developed. The process of producing a comprehensive plan is a broad one, with involvement and representation from various departments, stakeholders and organisations. It also includes two lengthy periods of dialogue, to include citizens.

Malmö's future development

The vision in Malmö's comprehensive plan is for the city to be a socially, financially and environmentally sustainable city and an attractive place in which to live and work. The plan identifies three priority areas of focus for planning:

- Malmö as the regional generator of green growth and employment
- The city as a cultural and democratic environment in which to live
- A compact, green and mixed-use city with facilities at the local level

Sustainability assessment

The 2018 comprehensive plan was preceded by the City of Malmö's first sustainability assessment. This describes the extent to which the plan either contributes to or inhibits sustainable development and the SDGs. The aim is to provide a clear and systematic picture of the link between comprehensive planning, the SDGs and sustainable development. The comprehensive plan indicates which of the SDGs is most relevant to each of the priority focus areas. These are then monitored in the sustainability assessment. The plan is currently being reviewed, and as part of this there will be further development of the sustainability assessment.

The assessment begins by analysing which SDGs and targets are relevant to the comprehensive plan and



A well established comprehensive plan, with a focus that is consistent over time, is a powerful tool for enabling Malmö to be developed sustainably. Image by Bojana Lukac, City Planning Office, City of Malmö

assessing the extent to which the plan helps to achieve them. The SDGs are of varying relevance to physical planning, dividing into:

- Those that appertain to core physical planning activity and where physical planning has a significant degree of influence
- Those where physical planning can support positive development
- Those where the city has some responsibility as a global player but a marginal degree of influence

Following this, a review of the City of Malmö's annual *Sustainability Report* was undertaken to find out which aspects of the goal are a particular challenge for the city and how the comprehensive plan can help bring about the desired development. The aim has been to base this on the three dimensions of sustainability in the assessment to ensure that the comprehensive plan contributes to all three. The starting point for the environmental dimensions is the Environmental Impact Assessment that is always undertaken for a comprehensive plan.

Links to the SDGs:

All 17 Goals

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5. Leave no one behind

This chapter takes a more in-depth look at the “leave no one behind” principle. This principle is close to the intentions of the human rights framework, as well as a number of Swedish laws and political objectives. Most of the chapter summarises the City of Malmö’s framework for human rights work together with the general features of the work. Finally, proposals are discussed that may take the City of Malmö forward in its efforts to fulfil statutory obligations and political ambitions in this field.²²

The “leave no one behind” principle – what does it involve, globally and locally?

As we embark upon this important journey together, we promise that no one will be left behind. Based on the recognition of human dignity as a fundamental element, we want to see fulfilment of the goals and targets for all nations and peoples, and for all social classes. Moreover, we will make an effort to reach the those who are furthest behind first (Freely translated from Regeringen, no year stated, page 3).

The *leave no one behind* principle means that those groups in society that are already furthest from fulfilment of their human rights, or who are in danger of falling behind in terms of development, should be taken into account in particular when implementing the 2030 Agenda and the SDGs. That is why it is important for every stakeholder involved in this development to be aware of who is at risk of being left behind.

The principle is derived from the basic foundations of the human rights framework; gender equality, equal opportunities and non-discrimination. The starting point is not only the universal human rights framework, but also the national legal system, and hence it covers all people, including people who reside in a country without a permit (known as undocumented migrants) (SCB 2020–1, page 25). The principle can

be condensed into the message that all people in a society should have equal opportunities to be involved in development, be able to have their human rights fulfilled and realise their human potential. When people are left behind, this does not just involve a risk of their human rights being disregarded or restricted. It may also lead to social and economic risks in the form of untapped human and productive potential and an increased risk of ill health (*ibid*).

People at risk of being left behind often belong to groups that are more vulnerable than others, such as children, people with disabilities, women and girls, refugees, the elderly or LGBTQIA+ people. Poverty is often at the heart of why people are left behind, but discrimination against exposed and vulnerable groups also contributes to exclusion and restricted rights. Similarly, access to infrastructure and education, for example, can impact on people’s opportunities to safeguard their human rights.

The Government (Regeringen 2020) has specified in seven paragraphs what the “leave no one behind” principle means in a Swedish context. The following must be achieved by 2030:

- implementation of human rights and gender equality,
- reinforced empowerment and participation,
- promoting the transition to resource-efficient, resilient and climate-neutral economies,
- promoting reduction of poverty on many different levels,
- promoting dialogue between labour market parties, and promoting decent work,
- gradual implementation of social protection for all, and
- better data and follow-up.

22 The outcome in relation to Malmö residents follows in Chapter 6.

National steering towards the “leave no one behind” principle can be found in a wide series of goals, strategies and assignments for authorities that indicate specifically that equality is a goal. This applies, for example, to the comprehensive public health policy goal “[t]o create social conditions for good and equal health throughout the population and close the avoidable health gaps within a generation” (Sveriges Riksdag 2017). Another example is the assignment for the *Investigation on more equal education* to propose measures for greater equality through reduced segregation in schools and improved allocation of resources (Sveriges Riksdag 2018–1), as well as the assignment for the recently terminated Equality Commission to submit proposals that aim to increase economic equality in the long term and increase opportunities for social mobility (Dir. 2018:74). Steering is also based on the general goal of gender equality policy, for men and women to have the same power to shape society and their own lives (Sveriges Riksdag 2005), as well as the government’s long-term strategy to reduce and counter segregation (Regeringen 2018).

A lot of the work being done to create a level playing field with a view to ensuring that no one is left behind is taking place primarily at system level, channelled in particular via the Swedish welfare system. The rights of the individual are incorporated into this system. When changes are made to national welfare systems, their impact is felt at individual level. The interaction between system level and individual level is not expanded upon in this report, but it is important to point out the significance of the welfare system as regards the “leave no one behind” principle. Challenges highlighted in this report should be regarded on the basis of this context.

The goal and the way not to leave anyone behind in Malmö

All countries that have supported the agenda have undertaken to reduce poverty, not discriminate and reduce inequality and vulnerability. The goals are global and hence general, while equality and sustainability are created locally. That is why the City of Malmö needs to clarify the meaning of the principle in its own context. The following section provides a description of the City of Malmö’s work on human rights as a basis for the “leave no one behind” principle.

The City of Malmö’s efforts to comply with human rights, gender equality and the “leave no one behind” principle are thus steered by laws and conventions. These should be incorporated into the steering documents and regulations for the activities, but that is not always the case. As a complement to the statutory obligations, there are a number of steering plans and policies that in turn specify the local political ambitions in respect of rights and also provide an indication of how the “leave no one behind” principle can be understood in a local context.

Some of Malmö’s committees have chosen to classify their own ambitions in this regard by means of committee-specific steering documents. This variation is understandable as some activities such as schools, social services or the city as an employer are more steered by law on the basis of rights. Different committees are affected by the work on the various rights to varying extents and in different ways, which is also one reason why the work must be adapted to the activities of each committee.

On the one hand, it is beneficial to have the opportunity to adapt steering to the context of the committee and the companies, thereby creating better conditions for achieving the obligations and political ambitions in respect of rights. On the other hand, the adaptation generates differences that make it more difficult to follow up the work at a city-wide level and thus demonstrate movement on the basis of a collective view. That is why this report focuses only on the city-wide steering documents in respect of rights that have been decided upon by the City Council, and according to which all City of Malmö committees and wholly owned companies have to work.²³

The review in this analysis focuses on the following steering documents:

- *Development plan for gender mainstreaming 2011–2020*
- *Strategic development plan for efforts to counter discrimination in the City of Malmö 2014–2020*
- *Development plan for efforts on children’s rights in the City of Malmö 2017–2020*
- *Policy regarding the City of Malmö’s efforts to safeguard the rights of national minorities* (review at the end of each term of office)

²³ User councils such as the Malmö central pensioners’ council and City of Malmö council for disability issues are important in this context but are not covered by this review.

The development plans above form the backbone of the City of Malmö's work on equal opportunities and gender equality, thereby contributing to the conditions for achieving a sustainable city, the 17 SDGs and the "leave no one behind" principle. Implementation of the plans in the City of Malmö's activities has helped to develop working methods that can guarantee children's rights, the rights of national minorities, equal opportunities and gender equality. Although the plans did not use the SDGs as a basis when they were adopted, the work that follows on from the development plans provides a good starting point for achieving the goals of the 2030 Agenda in the City of Malmö. The ongoing revision of the plans will clarify the link with the agenda and the SDGs. Judging by the survey and analysis conducted prior to this VLR, it appears that the development plans have had an impact on operational development in the committees, and to some extent the companies.

Gender equality

Gender equality is a goal in itself (SDG 5) in relation to the 2030 Agenda, but it is also an explicit prerequisite in order to achieve the other SDGs, which means that gender equality must be taken into account in efforts towards all goals.²⁴ There has been political pressure globally, nationally and locally in recent years to work towards gender equality. There is also a strategy, gender mainstreaming, that is followed at global, national and local level and facilitates working on identified challenges at different levels and within different combinations. The cornerstones of the gender equality strategy are:

- statistics by gender,
- gender equality analyses and
- goals and commitments on the basis of the analyses.

The City of Malmö's work on gender equality has resulted in direct changes and improvements that benefit women, men and people who do not identify as male or female (see page 50).²⁵ Gender equality work was conducted within all of the city's areas of responsibility.²⁶

Challenges related to gender equality work

One of the challenges of local – but also national and global – gender equality work is that gender mainstreaming does not capture differences between different groups of men, women and people who do not identify as male or female. The division between two genders is problematic as people who define themselves otherwise are rendered invisible. The City of Malmö has made a political decision to always offer three options, "male", "female" and "other", when asking about gender. However, this makes it more difficult to conduct analyses in that other municipalities and national levels relate only to the two genders.²⁷ Furthermore, some people feel that the definition of the genders causes stigmatisation. Both of these aspects require more systematic and transparent data collection efforts.

A further challenge, both nationally and locally, is that there are shortcomings in the systematic approach for differentiating between groups on the basis of factors other than gender, such as by taking into account how sexual orientation, age and ethnicity need to be analysed in a context in order to provide a better understanding and knowledge of the ability of different groups to enjoy human rights. Using intersectionality as an analytical tool broadens the understanding of the fact that people belong to multiple groups at the same time and thus may have different needs. Therefore, intersectionality can be used as a tool for creating custom initiatives and thus achieving the desired results. There is an ambition for gender equality analyses to take on an intersectional perspective; that is to say, for them to shed light on how different power structures interact. However, as stated above there are challenges both nationally and locally as regards access to data division beyond binary legal gender and age.

²⁴ Gender equality means that men and women have the same rights, obligations and opportunities in all areas of life (Jämställdhetsmyndigheten u.å-1)

²⁵ Malmö's gender equality work was presented with the first national gender equality award in 2016.

²⁶ The first year of implementation was evaluated by Malmö University.

²⁷ A discussion on introducing a third legal gender, as is already the case in several countries, is taking place on a national level.

Equality

Like gender equality, equality should permeate efforts towards all the goals of the agenda while also constituting a separate goal (SDG 10).²⁸ Unlike gender equality work, there is no nationally accepted strategy to support work linked with equality. On the other hand, national stakeholders have increasingly begun to develop support and guidance on conducting analyses of equality, including SALAR (Swedish Association of Local Authorities and Regions) and RKA (the Council for the Promotion of Municipal Analyses [Rådet för främjande av kommunala analyser]), both of which are involved in developing support and guidance on implementing and following up work on the 2030 Agenda and the SDGs.

The City of Malmö's equality work has been guided by *Strategic development plan for efforts to counter discrimination in the City of Malmö* since 2014, which was adopted was adopted to contribute to offering equal opportunities and gender equality in the city.²⁹ This plan clarifies the city's assignments and responsibilities on three levels:

- Activity level: The responsibility to ensure freedom from discrimination and equality in terms of treatment, service, resource allocation, influence and security for all regardless of gender, gender identity or expression, ethnicity, religion or other beliefs, disability, sexual orientation and age.
- Community level: The responsibility to promote the dissemination of knowledge locally, nationally and internationally through cooperation with various stakeholders such as civil society, academia and the business community, and to ensure that the city is a safe, discrimination-free and inclusive place.
- Employer level: The responsibility to be a discrimination-free employer offering gender equality,

providing a workplace and actively working to reflect the city's population.

These efforts have concentrated on developing and providing tools for norm-critical³⁰ review of the current situation and monitoring the development of the activities. It has also involved guaranteeing internal and external knowledge dissemination and cooperation through seminars, research circles, reports, etc.³¹ In recent years, city-wide efforts have focused increasingly on developing and reinforcing institutional criteria and the capacity to systematically counter discrimination and promote equal opportunities through regular steering, follow-up and analysis processes. This work is developed on the basis of lessons learned from the systematic approach to gender equality work. Methods for conducting analyses of equal opportunities at local level have been one of the priority areas for development.

Challenges to ensure and follow up work on equality in the City of Malmö

One of the major challenges linked with the field of equality concerns opportunities to monitor development and progress on the basis of both legal obligations and national and local political ambition levels for equal opportunities. This challenge concerns the lack of both quantitative and qualitative data that can systematically highlight differences in rights and opportunities for different groups of Malmö residents.

A lack of data broken down on the basis of grounds of discrimination other than gender and age in register data and other collected data renders groups and individuals invisible in some cases. This circumstance hampers analyses that could help to achieve a better understanding and knowledge of how the city's resources are used at present in order to ensure that no one is left behind (see page 59 for further discussion). However, it is important to mention that some initiatives are in

28 Equal opportunities in this text refers to both the formal principle of equal rights for all and the implementation of equal opportunities for all on the basis of the protected grounds of discrimination in Swedish law, as well as documents in the Instrument of Government and other legally binding frameworks. This term involves both the lowest level of non-discrimination and anti-discrimination and the more active promotion of equality in outcomes and the countering of structural barriers..

29 The plan was developed in broad cooperation between officials and associations, academia, national experts and the local anti-discrimination agency Malmö mot Diskriminering [Malmö against Discrimination].

30 Norm criticism is a concept derived from sociology for different ways of highlighting, criticising and altering structures and social and linguistic norms that may limit the lives of individuals who do not fall within the bounds of what is considered normal in society. Norm-critical review is a tool for promoting equal rights and opportunities by reviewing the development of a business direction, for instance. Norm criticism as a method is also used to analyse – for example – materials, working methods, texts or views (Jämställdhetsmyndigheten u.å-2).

31 Lessons learned from work done over the years have also been disseminated continuously outside Malmö via networks such as the UNESCO platform LUCS, and the SALAR network *Kommuner mot rasism och diskriminering* [Municipalities against racism and discrimination], and also internationally via ECCAR (European Coalition of Cities Against Racism).

progress at committee level in order extend knowledge by means of qualitative methods or committee-specific quantitative follow-ups, for example, but a systematic approach would have facilitated and created better conditions for the city's collective efforts.

It is worth mentioning in this context that the City of Malmö will be investigating Malmö residents' experiences of discrimination in 2021. The most recent survey was conducted in 2014. A survey of 9,000 residents will provide an idea of the current situation as regards perceived discrimination in the city. The results will be used to develop efforts to counter discrimination and to promote equal rights and opportunities for all in Malmö.

Children's rights

Sweden was early to ratify the UN Convention on the Rights of the Child. The Swedish legal tradition meant that the convention, and the legal commitments resulting from its ratification, were transformed into existing Swedish legislation. However, most of the Convention on the Rights of the Child was incorporated in 2020, thereby being enacted in Swedish law. As a result of this, efforts intensified at both national and local level to disseminate knowledge about the law and provide support and guidance for municipalities and other stakeholders whose assignments and activities are aimed directly or indirectly at children.

For compliance with the Convention on the Rights of the Child, it is important for children's rights to be taken into account in all decisions, but also for the principle of participation among young people to be incorporated in full. Sustainable societies are built for future generations, and it is important for them to be involved and have an influence. The investigation used as a basis for incorporation of the Convention on the Rights of the Child found that some groups of children were at greater risk than others of not having their human rights met, as well as not being given the opportunity for involvement. On a national level, it has been noted that younger children and children and young people with disabilities in particular rarely have a say (Statens offentliga utredningar, SOU 2020:63:556). In a pilot project, the City of Malmö used service design³² to identify the need for systematic knowledge and data that makes it possible for the

city to conduct analyses and facilitates these analyses, highlighting children's living conditions and giving children and young people the opportunity to make their voices heard.

In Malmö, the work is based on *Development plan for efforts on children's rights in the City of Malmö 2017–2020*. Although the plan is relatively new, the analysis of the steering documents seems to indicate that it has had a relatively rapid impact in both the administrations and the city's companies. The implementation of the plan has been highlighted in the VLR process. One factor that has contributed to implementation without being crucial to it is the national pressure coinciding with incorporation of the Convention on the Rights of the Child in Swedish law. Moreover, the administrations highlight the fact that the clear ambitions in the development plan and the way in which the City Executive Office takes on responsibility for coordination in this field have facilitated collective movement.

The City of Malmö is working in cooperation with the Department of Sociology of Law at Lund University via a research initiative that is evaluating the implementation of work relating to children's rights and the Convention on the Rights of the Child as law in public administration. The intention of this is to provide valuable input on how the law has been incorporated and what aspects need to supplement the work in order to achieve a desired outcome. These lessons will be valuable in the City of Malmö's work with the field of rights and sustainability in its entirety.

National minorities

National steering is based on a number of laws, which in turn are based on commitments made by Sweden in public international law. Among other things, the Council of Europe's Framework Convention on the Protection of National Minorities and the European Charter of Regional or Minority Languages have been significant elements in the reinforcement that has taken place from 2000 onwards. Minority policy became a separate policy area in Sweden in connection with ratification. Jews, Roma, Sami (who also have indigenous population status), Sweden Finns and Tornedalians were recognised as national minorities at that time. Yiddish, Romani Chib, Sami, Finnish and Meänkieli (all varieties of languages) were recognised

32 The idea behind service design is that the challenges of the future, including in creating sustainable societies, require innovative ways of thinking and a deeper understanding of what creates value and benefit for citizens (Innovationsguiden, no year stated-1).

as national minority languages. In 2010, the Swedish Parliament decided to adopt the *Strategy for National Minorities* with a view to providing protection for national minorities and reinforcing their opportunities for influence, and supporting historical minority languages so that they are kept alive (Sveriges Riksdag 2018–2).

City of Malmö's work with national minorities

The City of Malmö has worked in consultation with the national minorities to produce *City of Malmö policy to safeguard the rights of national minorities* in order to ensure that the City of Malmö operates in compliance with the specific legislation that establishes the rights of national minorities. Furthermore, the direction of the City of Malmö in this regard and the rights of national minorities is clarified on the basis of current legislation and through programmes for the national minority in question, which were also produced in consultation with the national minorities.

The City of Malmö is working to protect and promote the rights, cultural heritage and languages of national minorities in accordance with the legislation and adopted steering documents; partly by ensuring that national minorities are given and have the opportunity, through consultation, to influence issues and decisions that affect them. Consultations with national minorities take place in different ways depending on the needs and wishes of the groups. According to minority legislation, the opportunities of children and young people for consultation are to be promoted in particular and the forms of consultation are to be adapted to their circumstances. Consultation methods for children and young people belonging to the national minorities in Malmö are still being developed and need to be concretised.

As part of minority policy in Sweden, what are known as administrative areas have been established that provide further enhanced linguistic rights for people who speak Finnish, Sami and Meänkieli. These involve the option of using these languages when making contact with the city and the right to preschool and elderly care entirely in these languages, or to a significant extent. The City of Malmö has been part of the administrative area for the Finnish language since 2015.³³ There has been a Finnish-language preschool

department since 2016, along with peripatetic language support that visits Swedish-Finnish children at preschools all over Malmö. The health, nursing and social care administration is responsible for elderly care and is continuing to work on finding ways of fulfilling the right to elderly care in Finnish. Working on the basis of the follow-up to the efforts with the Finnish administrative area, there appears to be a need for a clearer survey of the need for service in Finnish when it comes to contact with the city, and that knowledge of the rights of Sweden Finns and national minorities in general needs to be enhanced within the city's organisation.

Reflections to summarise

The City of Malmö's development plans concerning rights, together with the city's work on the basis of its basic assignment and the city's increased emphasis on more equal socioeconomic conditions for Malmö residents, aim to contribute to systemic change with the objective of bringing about a city that is more sustainable, with more equal opportunities and greater gender equality. Based on the analysis of steering towards the SDGs that is conducted within the scope of this VLR, and based on experience and knowledge in respect of human rights and sustainability, there are reflections on what more can be done to develop the city's local efforts in this regard.

Consensus of what constitutes a sustainable Malmö offering equal opportunities and gender equality

The review shows that the administrations are of the opinion that the development plans referred to above largely steer their activities. That said, the analysis shows that the City of Malmö needs to continue to develop a consensus and structures in order to move forward together. The development plans are currently being revised with emphasis on clearer collation of steering signals for the related human rights areas. The revision is also aiming to develop a more integrated approach in order to ensure the human rights perspective as an element in the sustainability issues. This will be achieved by creating consensus on how the implementation of the 2030 Agenda and the promotion of human rights, gender equality and equality in the city's

³³ A government grant is paid for this on the basis of the number of residents in the city. For Malmö, the government grant amounts to some SEK 2 million per annum. The use of the government grant must be preceded by a survey together with the affected groups in order to identify the priority areas to be reinforced with the help of the government grant (SFS 2009:1299).

operations mutually reinforce one another and provide prerequisites for one another.

Clearer definitions of what constitutes a sustainable Malmö offering operations and gender equality may also help to bring about a broader consensus. Describing a society that no one has seen or experienced is not easy, but concretisation of the concepts on the basis of the local context would help matters. These specifications could be linked with the City of Malmö's strategic efforts and clarify what is expected to happen in respect of rights and sustainability in relation to this.

The City of Malmö's strategic steering documents, plans and policies need to be based on the "leave no one behind" principle to a greater extent than is currently the case in order to lead the city towards sustainable development and cooperate on the city's common challenges. In this context, it is also worth considering whether the City Council goals – which should meet the city's biggest challenges, according to the city's model – would need to clarify a level of ambition in respect of rights and sustainability.

The steering signals need to be followed by joint ownership if they are to be clear. The policy and management need to indicate the direction, but also to find ways of ensuring that the desired direction is reflected in the city's proposals for decisions; that is to say, in the political decision making process, monitoring, follow-up and suchlike. Referring back basis for decisions is not deemed to reflect the designated direction and level of ambition is sometimes deployed in human rights areas with more extensive experience of systematic integration work. There may be other ways as well: the important thing is to synchronise different elements of steering, mandates and roles. Or, in other words, to lead and organise in a manner that provides better conditions for sustainable change.

Continued emphasis on partnership and cooperation as part of implementation

Partnership, which is one of the most important prerequisites when it comes to achieving a sustainable city, is another area that can be developed further. Structures for cooperation between and within administrations and companies need to go on being improved and developed within the City of Malmö. This reduces the risk of conflicting goals and duplication of effort, while also reinforcing synergies. Systems encouraging participation among young people need to be

developed, as sustainable society is created for future generations in particular and it is important for them to be involved and have an influence. Systematisation of cooperation with stakeholders outside the city needs to be improved. The city has good opportunities for establishing new structures and working methods that promote cooperation with both internal and external stakeholders.

Follow-up that highlights groups at risk of exclusion

There are currently gaps in the available data that make it difficult to develop a more in-depth understanding of how the city's service, treatment and exercise of authority are perceived among certain groups of Malmö residents. However, complex challenges are followed up not only using quantitative data. The City of Malmö can, for example, develop deeper knowledge within the city's areas of activity focusing on gender equality, equal opportunities and the most marginalised groups and develop qualitative methods for this in order to compensate for gaps in the statistics. (See page 59-60 for a more detailed discussion on method development.)

Thinking along new lines, holding on and holding out

Integration into regular steering and management systems is the model that is used to achieve change in the field of rights and sustainability. The City of Malmö has integrated rights and sustainability perspectives into its steering and management system to some extent. The City of Malmö's experience of work on rights shows that integration creates conditions for systemic change but does not necessarily lead to an equal society offering equal opportunities (outcome). Integration is certainly a necessary component in this context, but Malmö – like other cities – needs to go one step further, beyond integration. Focusing solely on integrating work on rights and sustainability into existing structures, working methods, ambitions and goals is unlikely to lead automatically to sustainability, but it does create better conditions for clarifying needs and driving change. The city needs to think along new lines if it is to innovate.

To conclude, the City of Malmö needs to carry on with its sterling efforts and maintain a level

of humility, realising that change takes time and must be allowed to take time. Change often brings with it resistance, but this is rarely resistance to the desired outcome: an equal, sustainable Malmö offering equal opportunities. Rather, this resistance is to the change in and of itself.

Organisations are made up of people, and as human beings we are not as keen on change as we think. With this in mind, the work needs to continue as a change and development initiative, supported by research-based knowledge.

Case study: KRUT – Collaboration for an inclusive city

Tillsammans i Förening (“Together in association”; TiF) has been working to improve participation for children and young people in Malmö since 2010. The core of their work has been developing methods for achieving equality in urban development – with the focus on participation by young people – as a way of challenging existing urban development power structures. The result is several new physical meeting places in Malmö, where young people have been co-creators in both the process and their design. One example is Rosens röda matta (Rosen's Red Carpet) in the Rosengård district. So when Malmö City Library embarked upon creating a physical meeting place at the library in 2017, staff decided to partner with TiF and with the architects White Arkitekter. The process was named KRUT.

The overall goal was to develop a creative, flexible, gender-equal and inclusive meeting place at the library – created by, with and for young Malmö residents. TiF employed young people as mentors and trainees to drive the process forward. The trainees, supported by the mentors, were tasked with working on user involvement. They gathered ideas and thoughts from other young people about the sort of place that should be created, while also having the opportunity to pursue their own ideas and wishes. The process resulted in a physical meeting place based on the needs and ideas of young people, and a plan for the management and operation of the space by TiF.

One of the challenges with a process driven by parties from different sectors is having the confidence to delegate power, so that each party can do what it is best at and the project can achieve its maximum potential. Malmö City Library was responsible for providing a physical space, but also for allowing scope for the young people to influence the process by handing over much of the responsibility for dialogue to TiF. TiF had primary responsibility for recruiting the young people, ensuring that they had an impact on the proceedings, and planning the participation process. White Arkitekter were responsible for drawings and overall process planning for the physical design of the space.



Tilde Höst, Ali Menhem, Jenny Wang and Olfat Al Zoubi were involved in creating KRUT at Malmö City Library. Image by White Arkitekter architects

One of the factors in KRUT's success was the collaboration between parties from different sectors that drove the process forward. However, trust and willingness were required on the part of the relevant managers so that the involvement of young people could have a real impact on the process and end result. Boldness and trust are what will enable us to achieve the effective partnerships required by SDG 17 and thus ensure that no-one is excluded.

Links to SDGs:

Primarily SDG 17, but also SDGs 5 and 11.

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Case study: Working together for positive youth development

Communities That Care (CTC)¹ is a research-based operating system for long-term, systematic work on prevention. It is based on the idea that there are factors in society that affect the conditions in which children and young people grow up, that all areas have their specific set of factors, and that these risk and protective factors are measurable. The various stakeholders in the local community work together to eliminate significant risk factors and strengthen weak protective factors in the children's environment. This is achieved through initiatives that have proven to be effective. In Sweden, only the city of Malmö is as yet working with CTC.

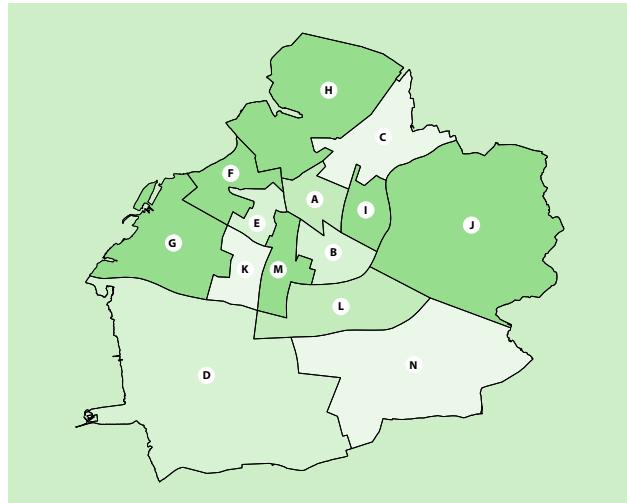
Links to the SDGs:

SDG 3: CTC addresses mental health issues, alcohol and drug abuse, violence, risky sexual behaviour, juvenile delinquency and incomplete schooling by measuring and analysing underlying causes and risk and prevention factors and implementing effective initiatives to effect change.

SDG 4: The Good Behavior Game is an effective initiative in which the short-term outcome is improved classroom behaviour and long-term outcomes are reductions in violent crime, suicidal thoughts, smoking and harmful use of alcohol and drugs.

SDG 5: CTC addresses factors that cause violent behaviour. Added to this is systematic promotional work, and training on the Social Development Strategy. Adult role models are brought into play to pass on positive values, such as our democratic principles and the principle that all people are of equal value.

SDG 8: The Social Development Strategy provides supervisors at different workplaces with tools to help young people on work experience or doing summer jobs bonding to working life.



Map of the 14 areas used in the work with CTC.

SDG 10: The work includes greater involvement for residents and children in the development of the local community, for example children's involvement in urban planning.

SDG 11: In total, the city's representatives are working with approximately 30 different stakeholders in five area teams. A joint analysis with priorities is detailed in a 10-year action plan. The methodical way of working means support is secured from the community and also leads to involvement and shared learning.

SDG 16: The community feels safer when young people are enabled to identify a pathway beyond drugs, violence and criminality.

SDG 17: CTC was developed in the United States², but the 24 risk factors and 12 protective factors, on which the system is based, are universal and can cause problematic outcomes irrespective of where a child grows up.

1 In May 2017, the City Executive Committee agreed (ref. STK-2016-166) to adopt Communities That Care as a method for systematic work on social security and to introduce CTC as a structure and system for prevention work, initially in five geographical areas.

2 CTC was developed at the University of Washington by Dr. J. David Hawkins and Dr. Richard F. Catalano. Center for Communities That Care is part of the Social Development Research group at the University of Washington. [Home](#) | SDRG

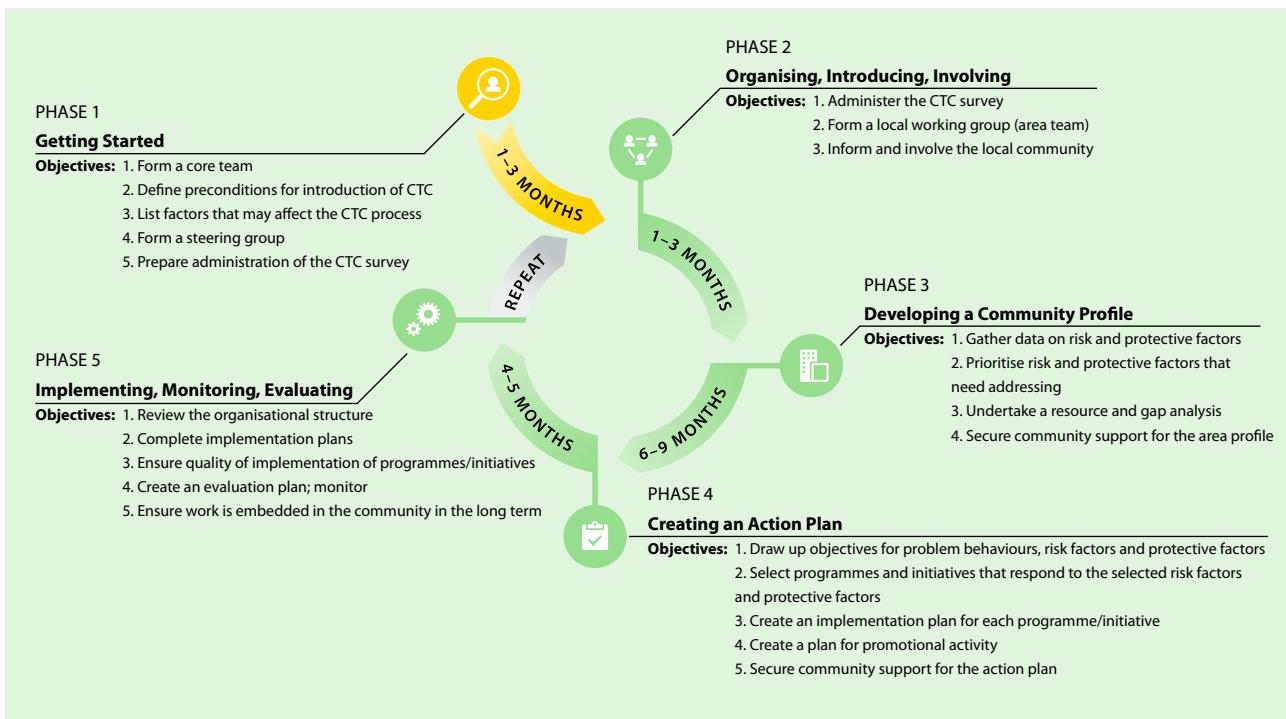


Figure 1. CTC workflow.

Outcomes

CTC was initiated in five areas of Malmö in 2018. The work is long term; it takes 8-10 years to effect change. The analysis undertaken, consensus on the community's challenges, shared priorities and an action plan are steps in the right direction.

Lessons learned

Management and communication are important. Coordinating and communicating about the work in various city departments and with other stakeholders and integrating the way of working into organisations' core activity, existing governing documents and decision-making processes are all part bringing about change, which is a time-consuming process. Among lessons learned to date are to keep a firm grip, persevere and have confidence in the workflow process.

Interested in finding out more about CTC?

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Central CTC Working Group, City of Malmö, Prevention@malmo.se

Publications:

Hawkins, J David; Catalano Richard F. 1996 The Social Development Model : A theory of antisocial behavior. *Delinquency and Crime: Current Theories* (pp. 149-197). New York: Cambridge University Press

Fagan, Abigail A; Hawkins, J David; Catalano Richard F; David, P Farrington. 2019 *Communities That Care Building Community Engagement and Capacity to Prevent Youth Behavior Problems* New York: Oxford University press

CTC training materials, City of Malmö

Online:

Center for Communities That Care, University of Washington [About | The Center for Communities That Care](#) (20210411)

City of Malmö [Communities That Care \(CTC\) - Malmö stad \(malmo.se\)](#) (20210411)

City of Malmö [Höjaspelet - Good Behavior Game - Malmö stad \(malmo.se\)](#) (20210411)

6 Malmö's development towards a sustainable city (outcome)

In the following chapter, Malmö's development towards becoming a sustainable city is discussed. The reasoning is based on outcome analyses that are presented in detail in Appendices 1 and 2, while a shorter summary is presented below along with conclusions, obstacles and opportunities.

The outcome analysis is based on nine of the SDGs for Sustainable Development.³⁴ The UN has selected these goals based on the recovery of cities after the coronavirus pandemic, and how sustainability in its three dimensions – social, economic and ecological – can be developed going forward.³⁵

The goals in question are:



This selection means that the outcome analysis is not comprehensive, and hence it does not highlight all the elements in the City of Malmö's sustainability work. Development is for example not followed

up in relation to SDG 11 (Sustainable Cities and Communities), which includes overcrowding and homelessness – challenges faced in Malmö. This goal also includes important climate-related and environmental aspects, such as sustainable transport solutions, good air quality and eco-friendly waste disposal. Neither is SDG 7 (Affordable and Clean Energy) part of the review, although energy efficiency and renewable energy are absolutely key areas when it comes to combating climate change (SDG 13). Essentially, the conclusions drawn in the outcome analysis should be evaluated in the light of the fact that not all goals are included in this VLR.

The report is based on data analysed within the scope of the City of Malmö's sustainability report system (see page 29). The analysis also includes data from the proposal for *Environmental Report 2020. Final follow-up of Environmental Programme for the City of Malmö 2009–2020* (not adopted when this report was compiled). The analysis assumes a broader approach than simply reporting the outcome for the indicators developed by national stakeholder RKA (the Council for the Promotion of Municipal Analyses [Rådet för främjande av kommunala analyser]) for the follow-up to the 2030 Agenda. This analysis also includes data that is considered to be of interest in order to understand and explain Malmö's challenges and strengths in its efforts to turn the SDGs into reality. Development in relation to the City Council goals adopted with the *2020 budget for the City of Malmö. Tillsammans för ett öppet och tryggare Malmö* [2020 Budget for Malmö stad – Together for an open and

34 For further reading, see <https://sustainabledevelopment.un.org/hlpf/2021>.

35 This report is based on data analysed within the scope of the City of Malmö's sustainability report system. The analysis also includes data from the follow-up of the City of Malmö's work on the local environmental and climate goals for the 2009–2020 period. The analysis assumes a broader approach than simply reporting the outcome for the national indicators developed by the RKA (Council for the Promotion of Municipal Analyses [Rådet för främjande av kommunala analyser]) for the follow-up to the 2030 Agenda. This analysis also includes data that is deemed to be of interest in order to understand and explain Malmö's challenges and strengths in its efforts to turn the SDGs into reality. Development in relation to the City Council goals adopted with the *2020 budget for the City of Malmö. Tillsammans för ett öppet och tryggare Malmö* [2020 budget for the City of Malmö – Together for an open and safe Malmö] is also included in the outcome analysis. The analysis of the City Council goals is based on the follow-up as described in the *2020 annual report for the City of Malmö*. The section concludes with a discussion on available data and the need to develop methods for more accurate and appropriate follow-ups.

safer Malmö] is also included in the outcome analysis. The analysis of the City Council goals is based on the follow-up as described in the *2020 Annual Report for the City of Malmö*. The section concludes with a discussion on available data and the need to develop methods for more accurate and appropriate follow-ups.

The outcome analysis in brief

The outcome analysis is based on the nine SDGs presented above and three of the goal areas in the *2020 budget for the City of Malmö*. The outcome analysis of the SDGs has shown both positive and negative developments.

As regards climate, Malmö has made great efforts to reduce greenhouse gas emissions by making investments in initiatives such as sustainable transport solutions, energy efficiency, renewable energy, climate-smart food and sustainable construction. The analysis shows that greenhouse gas emissions have decreased markedly over a long period, both in Malmö as a geographical location and in its own local organisation. However, the overall picture is complicated as the city does not monitor consumption-based emissions at present.

Malmö has also been successful as regards the percentage of organic food used in the city's own operations, and can be considered a leader in Sweden in this regard. The information is harder to interpret when it comes to waste disposal and recycling. The preferred situation, of course, would be to reduce overall waste volumes. In Malmö, the amount of residual waste disposed of by households is certainly in decline, having decreased for the eighth consecutive year. However, this decrease is largely due to the fact that the collection of food waste has been expanded over the same period. The amount of food waste collected has increased to approximately the same extent as the decrease in residual waste. So although the amount of household waste is approximately the same, the fact that food waste is sorted and used for biogas and biofertilisers is of course a good thing. Residual waste is neither reused nor recycled, but incinerated. However, the energy in the waste is utilised and provides heat to the district heating system in Malmö, as well as providing electricity. Collection of packaging and recycled paper has increased slightly in Malmö, but

there is still a large amount of packaging that could actually be recycled but instead becomes residual waste.

The outcome analysis also shows that Malmö still faces challenges as regards the agenda's important goal of combating poverty, a crucial aspect for compliance with the "leave no one behind" principle. Furthermore, it appears that one in four households in Malmö has low economic standards, and no reduction is discernable. The percentage of Malmö residents receiving financial assistance did fall slightly between the follow-ups conducted in 2019 and 2020, but the downward trend looks set to be reversed when more recent figures are studied that take into account the impact of the coronavirus pandemic. Statistics from the Labour market and Social Services Committee showed an increase in the number of Malmö residents who needed help with support in 2020, and the figures also showed that the number of households becoming self-sufficient decreased during the year. This view is in line with the follow-up of the City Council goals, which were able to establish – for example – that there is currently no clear improvement in respect of the goal of promoting a good establishment for new arrivals with emphasis on reinforcing participation and social cohesion in the city. Many people born abroad, especially those who have not been in Sweden for long, are at risk of long-term vulnerability that leaves its mark on all areas of life, not least the option of establishing themselves in the labour market, becoming self-sufficient and thereby reinforcing their participation in society and reducing negative impact such as mental and physical illness, insecurity and low levels of trust in other people.

In addition to this, Malmö has an unemployment rate that is "stuck" at a high level for Sweden. Many Malmö residents also find themselves staying unemployed for a long time. Hence the labour market is a particularly important area in which to join forces in order to create sustainable growth of new jobs with decent working conditions that reduce exclusion and inequality. As part of its efforts to address these challenges, the City of Malmö has initiated the *Growth Commission for an Inclusive and Sustainable Malmö* (see page 54), as well as assignments for conducting in-depth analyses focusing on the labour market in Malmö.

Summary of outcome for 2020

A brief summary of trends and challenges in Malmö in respect of the nine SDGs presented in the report is provided below. The overview is based on the more detailed outcome analysis that can be found in Appendix 1 and shows only a fairly small sample of existing indicators in respect of each goal.



This goal aims to combat poverty everywhere. In a Swedish context, the challenges in respect of this goal mainly involve increasing income-related inequality and the fact that many people live in relative poverty.

Malmö still has a high percentage of households with low economic standards, and no reduction is apparent. A slight decrease, on the other hand, can be seen as regards the percentage of Malmö residents who are receiving financial assistance. At the same time, the trend suggests that more Malmö residents need help with making a living as a consequence of the coronavirus pandemic.



This goal aims to eliminate hunger, achieve a secure food supply, encourage healthier eating habits and promote sustainable agriculture. From a Swedish perspective, the challenge in respect of this goal relates primarily to malnutrition and breaking unhealthy eating habits, as well as promoting physical activity.

Most Malmö residents maintain a normal weight, but obesity is increasing among certain groups over time. There is no major difference between men and women when it comes to obesity, but the level of education and the region of birth seem to be of significance. Even for children, clear differences are apparent depending on where their parents come from and whether or not they are in gainful employment.

The percentage of organic foods within activities run by the City of Malmö stands at 70 per cent, which is high compared with other municipalities in Sweden. This means that Malmö is contributing relatively extensively to increased sustainability in agriculture on account of its demand for organic foods.



This goal aims to create social conditions to promote good, equal health for all. From a global perspective, it can be concluded that public health in Sweden is generally good; and this is also true of Malmö. The inequality in health between different groups poses the biggest challenge for Malmö.

Most Malmö residents are of the opinion that they feel well, but this varies depending on gender, age and level of education. The oldest age group contains the lowest percentage of individuals who would rate their own health as good. Mental illness continues to present a major health challenge, and we are seeing deterioration over time. The city's younger residents (aged 18–34) account for the highest percentage of people with impaired mental well-being, and girls generally feel worse than boys.

In Malmö, average life expectancy for men is increasing at a faster pace than for women. One pattern that has persisted over time indicates that average life expectancy differs depending on the level of education, the highest average life expectancy being seen in the group of individuals with the highest level of education. The difference in remaining average life expectancy at the age of 30 in Malmö between men with only primary and secondary education and women with post-secondary education is approximately nine years.

8 DECENT WORK AND ECONOMIC GROWTH



This goal aims to promote lasting, inclusive and sustainable economic growth and full and productive employment with decent working conditions for all.

Malmö is often referred to as “the regional growth engine”. Malmö is home to a quarter of the region’s population and almost a third of jobs. The percentage of the region’s jobs in Malmö has also increased over time. Huge job growth, combined with the fact that a larger percentage of Malmö residents are of working age than in Sweden in general, means that the city has every opportunity to achieve a labour market situation that works well.

That said, the Malmö labour market is facing major challenges. Parts of the population are finding it difficult to find permanent employment, or to enter the labour market at all. Unemployment remains high, and many Malmö residents remain unemployed for long periods. A large group of young Malmö residents are not in work or education, especially among people born abroad. They are at risk of experiencing long-term difficulties in establishing themselves in the labour market as a result, with consequences such as increased mental and physical illness.

10 REDUCED INEQUALITIES



This goal aims to reduce differences between different population groups within countries, but also differences between countries. This includes both unequal conditions and unequal outcomes. Unequal outcomes are followed up for most of the SDGs, so they are not reported for Goal 10.

One relevant indicator to monitor is the degree of trust between people in society. Low trust in others can lead to a sense of insecurity in the individual, as well as declining confidence in society and democratic institutions. From a global perspective, trust in Sweden is generally high. Most of the population in Malmö has a high level of trust in other people too; but in Sweden Malmö has the highest percentage of people who find it difficult to trust others, although there has been a slight improvement. This variation is apparent between educational groups and regions of birth. Trust among different groups of Malmö residents living in more exposed and vulnerable situations is particularly low.

12 RESPONSIBLE CONSUMPTION AND PRODUCTION



This goal aims to secure structures that generate more sustainable production and consumption.

The City of Malmö has used sustainability requirements in procurement procedures to continue its efforts to steer purchases towards goods and stakeholders that contribute to all three dimensions of sustainable development. For instance, the city has used procurement procedures to obtain a high percentage of Fairtrade-branded goods such as coffee and tea, and the city has also stepped up its efforts to reuse furniture, books, appliances and office equipment through an internal, municipal procurement service. In 2020, 70 per cent of the food used in local activities was certified organic.

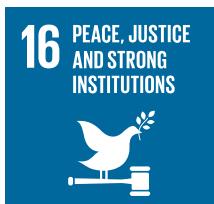
Both the total amount of residual waste and the amount of residual waste per person are continuing to decline as the collection of food waste and packaging increases. However, the recycling rate could increase significantly, and the total amount of household waste generated does not appear to be decreasing.



This goal aims to combat climate change. The effects of climate change affect us all, but people living in poverty are hit hardest. For the City of Malmö, this goal can be put into practice locally by means of initiatives such as climate adaptation of physical community planning, investments in public transport, improved opportunities for cycling, reduced energy consumption in public buildings and integration of environmental and climate aspects in procurement procedures.

Major investments have been made in Malmö in order to reduce emissions, both within the organisation itself and in Malmö as a geographical region. Greenhouse gas emissions have been falling continuously in Malmö. If just the greenhouse gas emissions generated by the local organisation are taken into account, the follow-up indicates a 66 per cent reduction between 2015 and 2020. Major challenges remain to be addressed, however, not least when it comes to starting to monitor greenhouse gas emissions occurring as a result of Malmö residents' consumption. This is not done at present.

The percentage of green cars in the City of Malmö's own fleet of cars and vans has increased steadily over the past decade and now stands at 93 per cent. The percentage of green cars among all cars registered in Malmö has increased.



This goal indicates how peace and sustainability are prerequisites for one another and involves promoting peaceful, inclusive and fair societies where there is no discrimination. One important element in achieving this goal involves working on preventive measures that are largely formulated at a local level. It also involves making it possible for citizens to play their part; a principle that is key to the human rights framework, and also to a vital democracy.

Reported violent crime in Malmö is decreasing. Despite that, there is still a relatively high feeling of insecurity among Malmö residents, particularly among women and the elderly. Perceived insecurity differs greatly between the different areas of the city, which indicates that socioeconomics – but also origin – has a part to play in this.

Compared with other countries, voter turnout in Sweden is stable and high. Voter turnout has grown over time in Malmö. At the last election in 2018, 78.6 per cent of residents voted in the local elections and 82 per cent voted in the parliamentary elections. However, there are major differences between different parts of the city. Malmö's young first-time voters are less likely to vote than young people in Stockholm, Gothenburg or other municipalities bearing socioeconomic similarities. Voter turnout is particularly low among young men.



This goal is all about leadership and collaboration for implementation of the 2030 Agenda. For Sweden and Malmö, mobilisation for a more efficient switch is very much in focus.

Much of Malmö's development over the past two decades has taken place under the auspices of broad partnerships on a local, national and global level. Sharing Malmö's experiences and learning from others has helped Malmö to remain at the cutting edge of sustainable development. A general political decision was also made in 2013 to develop the city in knowledge alliances with different stakeholders and sectors of society in order to identify both needs and solutions.

Source: Outcome analysis, Appendix 1 to this report.

Conclusions, challenges and the way forward

Given the outcome analysis, a general conclusion is drawn that the biggest challenge facing Malmö is the social inequality in the city that manifests itself in everything from poorer health outcomes (lower average life expectancy, higher levels of physical and mental illness) to economic, social and political exclusion (long-term unemployment, long-term need for financial assistance, low trust and lower voter turnout). This does not mean that Malmö faces no challenges in respect of the environment and climate. As the outcome analysis shows, development is not unequivocally positive for the environmental and climate goals that are analysed here. In some cases – in the case of greenhouse gas emissions, for example – things would probably be worse if consumption-based greenhouse gas emissions were followed up. *Environmental Programme for the City of Malmö 2021–2030* states the following:

It is necessary to include consumption-based emissions when reporting the climate impact of Malmö and Malmö residents. Consumption-based greenhouse gas emissions include the climate impact resulting from consumption of goods and services in Malmö, Sweden and other countries (Freely translated from Miljöförvaltningen, Malmö stad 2021–1, page 16).

Going forward, emissions will be followed up by means of an indicator for measuring consumption-based greenhouse gas emissions per person per annum.

One challenge for the city is to adopt even more clearly the agenda's holistic view that the three dimensions of sustainability are interlinked and provide prerequisites for one another. The same principle applies to the 17 SDGs; that is, that they are indivisible and should form part of a whole in a collective change and development effort for sustainable development. This means that social inequality in Malmö still needs to be addressed jointly within the city and in cooperation with other stakeholders so as to be able to contribute in the long term to the development of the ecological and economic dimension and vice versa, as well as to agility going forward in respect of all SDGs.

What distinguishes the situation in Malmö as regards social inequality is that vulnerable groups often make up a larger percentage of the population than for Sweden in general (the percentage of recent arrivals attending primary and lower secondary schools, for example) and/or that the situation is more serious for all groups in Malmö (such as unemployment or economic vulnerability). Hence Malmö will face greater challenges even if the differences between the groups are no greater here than in other comparable cities in Sweden. Besides the general inequality and the high percentage of residents in vulnerable groups, the analyses indicate a number of more specific challenges that the city needs to address. A number of these challenges are already covered by the City of Malmö's current City Council goals. Some of these challenges are:

- children living in economic vulnerability, living in overcrowded conditions, being or at risk of becoming homeless
- groups of children and young people with poorer mental or physical health
- inequality in school outcomes among Malmö students
- perceived insecurity and vulnerability to crime among children, adults and the elderly
- unemployment among Malmö residents
- housing segregation in Malmö.
- the climate change issue, both greenhouse gas emissions and climate adaptation

Challenge of monitoring the development of groups at risk of being left behind

One challenge that follows in the wake of the challenges listed above is related to the need for method development in respect of follow-up. The City of Malmö currently has access to large volumes of data collected on a national, regional and local level. Most of this data is made up of statistics. However, Statistics Sweden (Statistiska Centralbyrån, SCB) notes that there are areas where no statistics are available at present, at either national or local level³⁶, in order to complete the view in terms of how different groups of

³⁶ Lack of vital knowledge in the City of Malmö have been identified on the basis of surveys conducted, with emphasis on the types of issues addressed in recurring user, employee and citizen surveys and the data sources to which the city has access. The conditions for highlighting inequality on the basis of residential areas, various socioeconomic factors, gender and age are better and largely linked with what is available in Swedish register data.

people are faring in relation to the goals of the 2030 Agenda (SCB 2019, 2020–1).³⁷ So when there are gaps in the statistics, or when there are no statistics at all, it becomes more difficult to say which groups of Malmö residents are at risk of being left behind.³⁸ Among other things, the government has identified better data and follow-up as an area for development in order to implement the agenda and achieve the 17 SDGs. Based on this, Statistics Sweden clarifies that:

In terms of follow-up, this means that individuals' living conditions and criteria must be highlighted. This involves going beyond assessment of averages and progress at an aggregated level. This requires breakdown of data and statistics in order to identify who is left behind, how and why, and who experiences multiple forms of vulnerability at the same time (Freely translated from SCB 2020, page 152).

Hence one challenge for the City of Malmö is to highlight the current living situations of various groups and their risks of ending up in different forms of vulnerability and marginalisation. Ultimately, it is a matter of monitoring non-equivalence and inequalities in access, accessibility, quality and adaptability of the city's services in analyses. However, it is also a matter of being able to follow the development of people's own experiences of personal treatment when they come into contact with the city, and the extent to which people feel that the city – as a place – is safe, inclusive and free of discrimination. Statistics highlight conditions, but analysis of data is also required in order to understand whether or not the inequalities that can be identified are problematic. Moreover, a readiness to act on the basis of the analyses is required so that adequate knowledge-based action can be taken that can help to even out and compensate for any shortcomings in equivalence. Placing work on sustainability and human

rights in a local context means that different benefits and challenges can be weighed against one another more effectively.

Future follow-ups need to combine quantitative and qualitative data

There are a number of approaches in order to reinforce follow-up of the "leave no one behind" principle in relation to the SDGs and the City Council goals.³⁹ One possibility is to highlight patterns and deviations that may be linked with one or more of the grounds of discrimination that are legally protected in Sweden.⁴⁰ Using equality data is one way, but this is not implemented in Sweden to any great extent when it comes to producing government statistics. Other possible ways involve making greater use of qualitative methods. Such development work can ideally be conducted together with various relevant groups, civil society and academia. Inclusive cooperation for in-depth analyses is needed in order to identify causes of deviations, identify "causes of causes", put an end to unfounded beliefs and suggest appropriate universal or compensatory measures (compare the strong focus of the agenda on participation and partnership for implementation as expressed in SDG 17).

The City of Malmö administration has increased awareness of the importance of supplementing statistics with other data, mainly of a qualitative nature. This is already used in several areas, such as in the user dialogues conducted as part of the city's care activities. The city has conducted development work in this respect for many years, focusing primarily on developing the methodology with regard to user dialogues and ensuring systematic use of what emerges from user dialogues.

Another area where experience and knowledge are

37 This is partly due to the fact that certain statistics are difficult to collect, such as statistics relating to people's ethnic backgrounds (the country or region of birth is normally used as a proxy in Sweden, but this is not always comparable to the individual's self-assessed ethnic background and/or ethnicity), sexual orientation or disability. Other difficulties are linked with the European General Data Protection Regulation (GDPR), which regulates what data can be collected, how it can be shared and how it is to be stored, and the fact that Sweden has to comply with this regulation.

38 There is a demand in many Swedish municipalities for more national support and tools for local development of work. The City of Malmö participates in a number of national municipal platforms with emphasis on sustainability, human rights and discrimination. One recurring theme in these platforms is the fact that municipalities perceive a dilemma in respect of actual conditions for statistical and qualitative measurement of the extent to which the public sector meets both legal obligations and national and local policy goals linked with the "leave no one behind" principle.

39 This may, for example, include learning lessons from national research projects that explore opportunities to highlight the consequences of ethnic discrimination, i.e. inequality linked with people's origin and country of birth, in outcome and current situation analyses based on available register data.

40 The Swedish Discrimination Act (SFS 2008:567) specifies age, gender, gender identity and gender expression; sexual orientation; ethnicity and skin colour, religion and other beliefs; and physical, mental and intellectual disabilities. Describing the current situation and development for certain groups who are homeless, for national minorities and groups who are very vulnerable, living on the periphery of society because of their migration status, such as undocumented migrants and Roma EU migrants, is also difficult.

applied concerns the consultation processes conducted. In Sweden, there are statutory requirements to conduct open consultations in respect of construction and infrastructure projects, and these consultations are intended to contribute a citizen's perspective that must be included in the planning and decision data forming a basis for the decisions that are then made by policy. For instance, the city has held city tours and involved children in planning new preschools, residential areas and green spaces. Safety and accessibility tours are another example used in restricted residential areas or other public places with a view to identifying unsafe places and eliminating obstacles that reduce accessibility.

Another example of statutory requirements is to invite consultations in order to safeguard the rights of the five recognised national minorities. The law stipulates that consultations must be held on all matters that affect or could potentially affect national minorities. The City of Malmö has worked for a number of years on developing a structure and systematic approach for this consultation process in a way that ensures continuity, participation and involvement (see page X).

Children's rights to make their voices heard were also reinforced when the UN Convention on the Rights of the Child was enacted in Swedish law in January 2020. This has led to increased action in the city's various activities for collecting children's opinions on various issues, carrying out child impact assessments and ensuring a children's rights perspective in the case process. This is based on qualitative methods such as interviews and focus groups in many instances, but also on more unconventional methods such as photo diaries. For instance, in order to better understand children's experiences of homelessness, a research project has been conducted where children have been given cameras to help them express and communicate in pictures the consequences that follow from being homeless.⁴¹

The City of Malmö has also worked with various forms of citizen dialogues for a long time, and the Malmö Initiative has existed since 2008. This is a citizen influence channel allowing all Malmö residents registered in the city, regardless of age, to submit proposals and comments and vote on proposals for how the city can be developed.⁴² Between 172 and 195 individual proposals were received over the last three years, but in 2020 there seems to have been an increase in Malmö residents' awareness of and interest in using this channel for participation and influence. 315 proposals had been submitted by November 2020, representing an increase of 80 per cent compared with 2019 (Figures from the Moderator of the Malmö Initiative, 4 December 2020).⁴³

User-driven development and efficient tools for qualitative data collection

A city-wide pilot project was conducted in 2020 using service design as a method. The idea behind service design is that the challenges of the future, including in creating sustainable societies, require innovative ways of thinking and a deeper understanding of what creates value and benefit for citizens (Innovationsguiden, no year stated-1). This assumes that a variety of perspectives are captured. The methods based on service design operate on the basis of users' needs and experiences, and the investigative elements are often based on qualitative methods such as observations, interviews, diaries and user journeys.⁴⁴ One example is the Jag är Malmö [I am Malmö] initiative, where the city – in cooperation with an association named Tillsammans i förening [Together in Association] – has interviewed Malmö residents of all ages and in all districts as part of its work on the city's new comprehensive plan. A tool known as Sensemaker was tested for the implementation, and this facilitates both the interview work and the analysis of the material. A total of 5,900 interviews were conducted with Malmö residents as part of this initiative (see page 62). The cooperation with the

41 This research project is being conducted in partnership between the City of Malmö and Malmö University. The results are published in the anthology entitled Hemlösa barns vardagsliv i Malmö. Utifrån ett barnrättsperspektiv [Homeless children's day-to-day lives in Malmö. From a children's rights perspective] (Björkhagen Turesson (eds.) 2019).

42 An initiative must have received at least 100 votes for it to be considered by a committee

43 Most of proposals are submitted by different people, but 4–5 people have submitted 3–4 initiatives per annum. The City of Malmö does not keep statistics that make it possible to see the ages of people submitting proposals, for example, or where they live in the city.

44 User journey – or customer journey, as it is sometimes known – is a tool for improving and developing a product or service and captures user experiences before, during and after use of a product or service. This tool specifically points out instances that cause the user frustration, which are known as pain points. Similarly, instances can also be pointed out where the customer is particularly satisfied, known as highlights. One purpose of the tool is, among other things, to remove or minimise the pain points and to ensure that it is the right problem that is solved and not problems based on incorrect assumptions about how the product or service is used or perceived (Innovationsguiden, no year stated-2).

association allowed the interviews to be conducted in several different languages.

Development work is also currently in progress to increase knowledge of and capacity for collection and analysis of qualitative data, as well as an inventory of apps and tools that can be used to streamline work with qualitative methods. It is hoped that it will be possible in the long term to promote increased use of qualitative methods and thus contribute complementary and in-depth knowledge that enhances decision and planning data together with statistical sources of

various kinds. Such movement can help to ensure a clearer citizen perspective, supported by a variety of perspectives, which ultimately provide better delivery of the services provided by the city to Malmö residents.

The use of qualitative data is still limited and is significantly below the volume of quantitative data. Furthermore, as is the case with quantitative data, it is sometimes difficult to determine the extent to which the collected qualitative data has been used; and even more so, the extent to which it has had an impact.

Case study: Our Malmö 2020 – understanding and changing the city through people's stories

Can we get a better understanding of our city by gathering stories from residents to complement our statistical data? That was tested in Malmö for a year (March 2020 to March 2021), as part of the collaborative programme *Our Malmö 2020*. The context was a shared ambition to try out, and together learn more about, methods and structures for qualitative data collection, with the aim of gaining a fuller understanding of both our external environment and our inner world. Methodological development of this kind may have an important role in helping to change direction towards more sustainable organisational development and innovation, in line with Agenda 2030.

Six trial projects from the City of Malmö gathered and analysed qualitative data in the form of citizens' stories. All the projects used SenseMaker, which is a survey and analysis tool. In SenseMaker you build up a questionnaire with a key question, sub-questions and various facilities for respondents to categorise/analyse their story themselves. With a minimum of 150 completed questionnaires, the analysis can reveal quantitative patterns linked to the qualitative data.

The projects involved and their key questions were as follows:

- Malmö Libraries: Describe one way in which the library has made a difference in your life.
- Malmö Museums: What was your experience of remote learning in spring 2020?
- Tillsammans i Förening (independent organisation seeking to increase participation for children and young people): What is important to you in the place where you live?
- Lund University: Think about a decision you made recently, or an experience you've had, that was influenced by climate change – share it in the form of a story.
- Region Skåne: In a few sentences, say what was the most important or most interesting aspect of your work experience placement.

- Labour Market and Social Services Department, City of Malmö: What has been most important to you when meeting your social worker for an investigation?

The median number of stories collected was approximately 350 per project. However, Tillsammans i Förening collected no fewer than 5,857 stories (representing almost 2% of the Malmö population), which gives depth to the data and enables comparisons to be made in terms of age, area etc. We are now also working alongside UNICEF to test analysis of the data using AI.

Outcomes

The outcomes from the programme are the learning from working with qualitative data, the storytelling methodology and the relevant structures. However, in the longer term the outcome will be the actual change in the organisation resulting from the stories and the analysis.

Lessons learned

- A story can move and can create clarity and empathy, and therefore has the potential to challenge prevailing norms and perspectives.
- Stories help us to understand social interaction and aspects of our municipal services. In collaborative projects, citizens' stories can be the element that unites participants who have differing perspectives.
- The fact that so many stories have been collected that they can be presented as quantitative data in raster format means that people interested in both qualitative and quantitative data will be brought together.
- Simply being able to share your own story is empowering: "You take yourself more seriously when you tell yourself your story". That makes the methodology interesting in terms of perceived involvement, actual involvement and issues of democracy.

Links to SDGs

There are direct or indirect links to all goals

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Case study: Neighbourhood garden aims to improve well-being and safety

Kungsleden AB owns an undeveloped plot of land in the Sofielund area of Malmö, which was considered unsafe by residents and those working there. So, while waiting for the plot to be built on, a group of people decided to look at how the temporary green use of a space in the city could improve the health and well-being of people living and working in the area.

Through a cross-sector partnership involving Kungsleden, Property Owner BID Sofielund, the City of Malmö and the NGO Växtvärket gardening group, the space was converted into a temporary green meeting place and an outdoor classroom in the city. The space and its activities were designed in close collaboration with residents and people working in Sofielund, particularly schools, pre-schools and associations in the locality. The result was the Naturmolnet neighbourhood garden, which opened in 2020.

Outcomes

Naturmolnet is an example of an urban space being given a temporary green use, with planting activities and social activation of green environments helping to bring about greater well-being in the locality. Växtvärket provided a well-established contact network and methods for engaging in dialogue to secure the involvement of schools, association and neighbours in designing, activating and running the garden.

The neighbourhood garden acts as a meeting place and a “classroom out in the city”. During the ongoing pandemic, this opportunity to meet and play outdoors has been a very valuable contribution to teaching and well-being in Sofielund.

Lessons learned

External funding and projects may be necessary to kick start this type of partnership initiative. The Naturmolnet garden is part of the Trevnaden Testbed Neighbourhood initiative that forms part of the Case Sofielund 2030 project. The project is running



Children from the Kryddgård School in Malmö planting plants at Naturmolnet (The Nature Cloud). Image by City of Malmö

between 2019 and 2022 with funding from the European Regional Development Fund through the Swedish Agency for Economic and Regional Growth.

The pilot initiative has contributed to new learning and a greater interest amongst property owners in the temporary use of spaces and premises, bringing environmental, financial and social benefits.

Links to the SDGs:

Primarily Goals 11, 12 and 17. Also contributes to Goals 3, 4, 6, 10, 13, 15 and 16.

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7. Lessons learned from the VLR process

A VLR is an extensive and time-consuming process that provides lessons learned for continued work going forward (more on this in the next chapter) and information about the process itself per se. A number of lessons learned from Malmö are provided below for the benefit of colleagues in other cities who are thinking of starting their own VLR process.

One general piece of advice is initially to use any of the international guidelines produced so as to help structure the process. There are also a lot of experiences and lessons to learn from cities that have already completed their VLRs. If you find any cities that are at a similar VLR phase to yourselves, please work together with them. Malmö has enjoyed ongoing dialogue and knowledge exchange with Swedish stakeholders involved in similar processes throughout the same period: Government Offices of Sweden (VNR), Swedish Association of Local Authorities and Regions (VSR) and Stockholm, Uppsala and Helsingborg (VLR). Similarly, the Finnish experiences – where a number of Finnish cities have already conducted a VLR – have been very rewarding.

Good examples and help with the process are available, therefore, but also bear in mind that ultimately, each VLR must nevertheless be conducted on the basis of your own city's needs and criteria and, not least, on the basis of the city's ambitions for the 2030 Agenda.

- **What does your city need? Formulate a clear purpose.** Think carefully about what benefits your organisation could derive from a VLR process. Use the VLR process to begin, continue, or achieve this. You will need to rethink things many times during the process, but keep focusing on the purpose. By all means check back regularly with steering and working groups to make sure that everyone is heading in the same direction.

- **Time to reflect.** View the VLR process as an opportunity to think, reflect and analyse on a day-to-day basis. The process has provided scope for more in-depth consideration of issues, across the organisational silos.
- **Are you writing for international, national or local readers?** Preferably, choose target group early on, as your choice of target group governs how you need to structure your report and the level of detail at which you should present recommendations and

conclusions. If you choose to focus mainly on an international level, consider how you can continue to apply the more detailed lessons learned internally in your own organisation.

- **Coordinating function.** Central coordination of the entire process is needed. A project management team made up of members with different areas of expertise, experience and affiliation within the organisation is an advantage. This helps to bring about better discussions, larger networks and more straightforward support.
- **Dare to define delimitations...** It is impossible to include everything that has been done or is being done in the city towards sustainable development that contributes to the SDGs. Define reasonable delimitations, and be open about them.
- **... but select individual goals at your own risk.** Malmö has chosen to focus on just nine of the goals in this VLR, the same goals selected by the UN for 2021. But there is a reason as to why the SDGs are integrated and indivisible – selecting goals inevitably leads to an incomplete view of sustainability development in the city. In this case, much of the climate and environmental work was rendered invisible.
- **Indicators do not tell the whole truth.** The outcome analysis is a supporting element of a VLR, and indicators are necessary. However, a number of the national indicators are at risk of presenting a skewed outcome in Malmö. That said, it is difficult to develop good sustainability indicators at a local level that reflect the big picture and can be followed up. There is a review in progress in Malmö of indicators that we are using already and what additional indicators we need.
- **Set aside more time than you think you need.** The analyses take a long time, as does creating consensus on results and recommendations; and, not least, compiling the actual report. Malmö chose to view the VLR report as an interim deliverable in a longer process. The VLR report contains the most important messages and lessons learned from which other cities around the world can benefit. The more internal lessons learned are taken further after VLR reporting and will be formulated in proposals and recommendations for ongoing work at a local level in Malmö.
- **Build on commitment.** The VLR process has clearly shown that there is a great deal of commitment and willingness among administrations and companies in the City of Malmö to work towards sustainable development and apply the SDGs. Use the commitment when compiling the report, but also to carry on the work when the report is complete.
- **Plan for the next step.** What happens when the VLR report is completed and presented? How are the lessons learned taken further within the organisation, and how do they lead to actual change? Ideally, plan for how the report is to be used as the report is being produced.
- **A new VLR?** The VLR process has been a welcome opportunity to conduct an internal review of Malmö's work on the 2030 Agenda about halfway along the line. It would be a good idea to conduct a review of this kind again. In that case, it may be interesting to also look at other elements of Malmö's 2030 Agenda strategy, or to try another method such as inviting external stakeholders to participate in the review of the City of Malmö.

Case study: SDGs in the planning of Smörkajen

Nyhamnen is a former industrial area in Malmö that is being transformed into a district with housing, offices and services. The first stage of the development was the Smörkajen locality (see picture). A working group was set up to define targets, challenges and solutions for Smörkajen and to present rough design proposals. The group decided at an early stage to use the SDGs to guide and support their future planning work.

One major challenge was breaking down the SDGs to a specific, local context – what needed to be done to achieve the SDGs in Smörkajen?

Outcomes

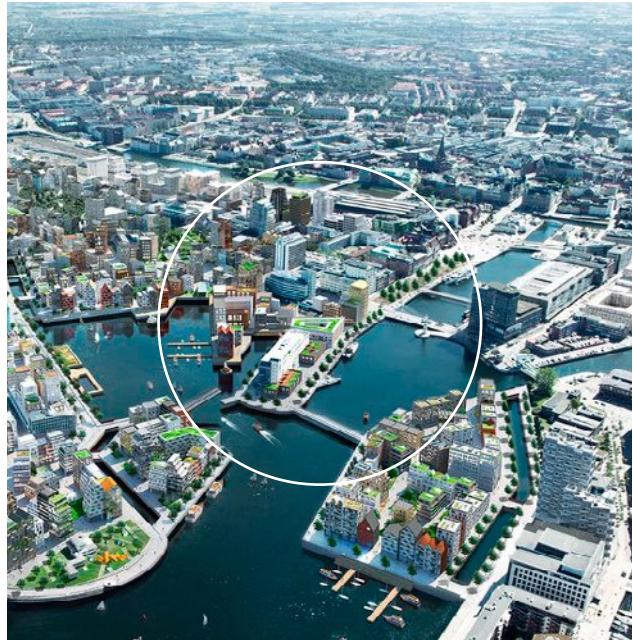
The work resulted in a draft sustainability strategy for Smörkajen, which clarified how the SDGs can be implemented by identifying a strategy, tools and concrete actions. The preparatory work also includes a proposed allocation of responsibility for implementation between the municipality, developers and property owners. Although the work on the sustainability strategy itself came to a halt, the strategy provides supporting material for future planning and exploitation documents such as the detailed development plan and the implementation agreement.

The local implementation process has also been the basis of a research project within the framework of a doctoral student position at the municipality and will lead to a scientific article.

Lessons learned

Three of the SDGs were the main focus during the work on Smörkajen, but the way the Goals are structured and the way they are implemented from a planning perspective meant that almost all the SDGs were impacted.

The structure and set-up of the SDGs and the linkages between them make implementation more difficult, as the structure of the SDGs does not align with the way the municipality is organised. This makes it difficult to



Vision for Nyhamnen. Illustration by Mandaworks

agree on how responsibilities should be divided within the municipality.

However, the SDGs do have a strongly unifying function that facilitates dialogue between disciplines and stakeholders and thus enables cross-boundary working. In addition, there are benefits to communication from being able to link local levels of ambition to a global agenda.

Links to the SDGs:

Goals 11, 12 and 14 are the focus. Other Goals impacted are 1, 3, 4, 5, 6, 8, 9, 10, 13, 15 and 16.

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Case study: Malmö Schools for Sustainable Development

- cross-sector collaboration between the municipality, schools and environmental organisations

The Swedish Society for Nature Conservation has worked with the City of Malmö on several occasions to promote learning around sustainable development and to experiment with, and sometimes develop, methods. *Malmö Schools for Sustainable Development* ran between 2019 and 2020 and involved a specialist department (Environment Department) and three Malmö secondary schools. The aim was to take an integrated and strategic approach to schools' active and long-term work on sustainability, based on the needs and wishes of individual schools. The objective of the project was for each of the three schools to achieve some form of national certification.

Key elements of *Malmö Schools for Sustainable Development* included skills development for staff, interdisciplinary work, influence for students and partnership with the local community. The SDGs were an important element of the work and the schools referred to these in their teaching and highlighted them in the schools' physical environments.

The Environment Department was responsible for securing local support, links to overriding strategies and practical issues. The Swedish Society for Nature Conservation worked closely with the three schools and acted as advisor for the content and methodology of the educational and organisational work on sustainable development.

The project links in particular to SDG target 4.7 (education on sustainable development). The methodology for project implementation links to target 17.17 (collaboration and partnerships between different sectors in society). *Malmö Schools for Sustainable Development* is an example of how a municipality, schools and



Illustration of Oxievång School's work on sustainability Illustration by Elin Turesson.

an environmental organisation can work together to mutually strengthen awareness of what is required in practice for successful learning for sustainable development.

Establishing sustainable development across the whole school takes time and is a long-term undertaking that needs to be managed, developed and communicated on an ongoing basis. Dedicated teachers, bold school principals, supportive management and a range of community stakeholders have worked together to share their experience and learning about challenges and opportunities in learning for sustainable development. The schools achieved their objective of gaining certification and are now building on their work in the second year of the project. Learning and positive examples will continue to be managed and disseminated in Malmö and the rest of Sweden.

Links to SDGs:

Primarily 4.7 and 17.17.

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8. Conclusions, recommendations and next steps

The fact that there are major challenges in Malmö is well known, as is the fact that these have to be addressed with measures at both system and activity level. Continued efforts are needed at all levels in order to make the movement towards sustainability that the city's political leadership clearly indicates that the city's activities should aim towards.

In this report, the emphasis has been on investigating parts of the City of Malmö's steering systems in order to see how they steer towards the SDGs. The investigation has focused on a number of city-wide steering documents that are deemed to steer towards the SDGs, as well as an analysis of how the "leave no one behind" principle is having an impact through steering documents of various kinds. The outcome analysis confirms the need for Malmö to accelerate the pace in order to achieve the SDGs at a local level. A number of recommendations are formulated below on the basis of the analyses conducted that may help to make steering towards the SDGs clearer and implementation more effective.

There is particular emphasis in the report on ambitions and initiatives for integrating sustainability and the SDGs into steering processes. Here it is important to point out that integrating an issue or perspective into an organisation's steering and management system enables change and movement, but integration does not automatically mean that change or movement takes place. Thus integration should be viewed not as a goal, but as a means of sustainable development. Without subsequent activities, follow-up, in-depth analyses and implementation, integration risks stopping at creating conditions and hence not definitely leading to the change intended.

Many steps have been taken towards increased sustainability

Looking back several decades, we can see that a lot has happened in respect of sustainability since Malmö

started working systematically towards sustainable development in connection with the UN's *Agenda 21* in the mid-1990s. The examples of activities, projects, analyses and steering processes presented via the case studies in the report show that there is an awareness and commitment contributing to the movement towards increased sustainability, at all levels and in all policy areas. They also provide examples of some of the many partnerships and cooperations between the City of Malmö and other stakeholders that are ongoing and that can fill the gap between different fields of responsibility and degrees of power.

Through the review and analysis conducted in this report, it is clear that the City of Malmö has also come a long way towards the ambition of integrating the 2030 Agenda, both within steering and management systems, and within the city's activities. That said, by definition sustainable development is a continuous development process. This means there are always more steps to take in order to improve and tighten up the system, try out new methods and approaches and identify new solutions.

The new budget process introduced as of 2020 created conditions that allow the budget for the City of Malmö to be viewed as Malmö's local 2030 Agenda plan. For this to be implemented in full, the sustainability report and other analyses with a bearing on sustainable development need to be used systematically in the strategic dialogues and committees leading to collective priorities and initiatives in cooperation, as well as formulation of new City Council goals for the next term of office. Such systematic and process-oriented efforts in cooperation are about to be initiated in the city.

Sustainability and human rights meet in the 2030 Agenda through the "leave no one behind" principle, which means making active choices in order to reach out to groups in society that are vulnerable, discriminated against or excluded. From a global perspective, the idea that no one should be left behind is all about

eradicating extreme poverty in all its forms, reducing inequalities and combating discrimination. The report shows that the City of Malmö's efforts in respect of gender equality, anti-discrimination, children's rights and national minorities need to be interwoven more clearly with sustainability work for full integration of

the 2030 Agenda. The review also notes that there are challenges when it comes to measuring outcomes that indicate the points where the need for action is greatest. This is true of Malmö, and also nationally. This also makes it more difficult to comply with the "leave no one behind" principle.

General recommendations

To develop and reinforce work on *Strategy for the City of Malmö's long-term 2030 Agenda* initiatives (adopted in 2018; see page 24), a number of recommendations based on the analyses in this report are proposed which can assist with Malmö's implementation of the 2030 Agenda:

- Further development of efforts to link sustainability and human rights issues more clearly.
 - Continue to integrate these into relevant steering and management processes.
 - Try out new methods and conduct knowledge-enhancing activities in order to use and integrate the three dimensions of sustainability/ the 17 SDGs and rights issues.
- Build further on the model for integration of the 2030 Agenda into the City Council's budget and budget process, particularly as regards implementation and follow-up, and continue with efforts to achieve the ambition of making the budget the local 2030 Agenda plan.
 - Develop sustainability reporting (follow-up and analysis) as part of the budget process.
 - Create systematic approaches and structure for processes in cooperation with both internal and external stakeholders in order to achieve the City Council goals and the 17 SDGs.
 - Reinforce the capacity to use qualitative methods for collection and analysis of data as a complement to statistical analyses.
- Continue with integration of sustainability in other relevant parts of the steering and management system, such as leadership, recruitment, skills, awareness and communication.
- Use content and specific proposals in this report as a basis for the *City of Malmö's Sustainability report 2021*, and also as a basis for discussion in relevant internal fora and as part of future discussion processes involving other social stakeholders.

Case study: Young Ocean Ambassadors teach us to become aware of the oceans

Our work with Young Ocean Ambassadors in Malmö has involved seeking to increase awareness of and knowledge about the oceans, but also increasing the involvement of young people in environmental and climate issues. Ocean literacy means being aware of how we humans impact the oceans and how they impact us. We are dependent on the oceans for our survival, and we all need to become aware of the oceans and take action to ensure a sustainable future on our planet. The Young Ocean Ambassadors from various secondary schools in Malmö receive ten sessions of in-depth tuition on ocean-related environmental issues during which they will also develop their own ideas for how to make some of Malmö's beach areas more attractive to young people. The sessions take place at the Marine Education Center, at school, out on boats or on Malmö's canals. The aim is that they will then be able to act as ambassadors for the issues in a variety of contexts.

Outcomes

The students presented their ideas at a workshop involving officers from various departments at the City of Malmö and received feedback from the adult participants. In spring 2020, the Ambassadors worked alongside other parties, such as Helen Ågren, Sweden's Ambassador for the Ocean, and government officials from the Ministry for Foreign Affairs, Ministry of Enterprise and Innovation and the Ministry of the Environment, on young people's participation and planning for the Ocean Conference in Portugal. Young Ocean Ambassadors have been invited to the Swedish Agency for Marine and Water Management's national Ocean Forum to talk about our work on increasing young people's awareness of the oceans.

Lessons learned

It is always easier to get involved in and care about something when you have an understanding of it and know how it works. It is all too easy to ignore what is happening under the surface because it is largely invisible to us. Young Ocean Ambassadors aim to increase the visibility of lifeforms under the surface and to



SDG 14 has provided the momentum for a whole range of activity in the coastal city of Malmö, from Young Ocean Ambassadors to a new coastal strategy. Image by Michael Palmgren.

engage young people and adults in ensuring our oceans are clean by disseminating relevant knowledge and awareness. Lessons learned are that the program offer young people time to really immerse themselves in a subject and that spending several sessions on the process over a whole academic year provides opportunities for more in-depth discussion and dialogue. This also has social benefits for both the adults and the young people. The young people gain in confidence through being asked to disseminate their knowledge and to act as role models for other people. They grow in their roles as they perceive that they are being listened to and can make an impact. There is a link between the students' ideas and reality; they are working on a real task that is genuinely important.

Links to the SDGs:

Goals 4, 14 and 17

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Case study: BID Malmö – for a safer and more pleasant living environment

BID Sofielund was set up in 2014, partly to provide a greater sense of security in an area of the city where juvenile delinquency and criminality was on the rise. The idea was to take an integrated approach to neighbourhood development, which included putting the 17 SDGs into practice at the truly local level – the neighbourhood level.

BID, which in Swedish stands for Housing, Integration and Dialogue, focuses on well-planned and run, positive living environments, with a zero tolerance approach to substandard property management. Property owners in the area are a key group, but BID Malmö is a partnership of property owners, companies, housing cooperative associations and community associations, and works with local groups, NGOs and other stakeholders.

In 2020, when developments in southern Sofielund were looking increasingly positive, the neighbouring area of Möllevången was incorporated into the BID process – a neighbourhood that was at risk of being designated by Swedish police as an “especially vulnerable area”.

Over the years, BID Malmö has worked in a whole range of different areas, including the following:

- Agenda 2030, in the form of a sustainability agreement between stakeholders in the area and sustainable urban development initiatives (Case Sofielund, see also page 63)
- Support for social enterprises in the area
- Solar panels and photovoltaic systems
- Strengthening local entrepreneurship in Sofielund
- Involving children and young people in planning the local environment
- “BID street” – trying out ways to increase safety locally in different areas

Outcomes and learning

The most important outcome is that the property owners have changed how they perceive their role. They have moved away from thinking houses and premises and are thinking neighbourhood. They can see the value of an area becoming safer and more pleasant and are taking greater responsibility for their role in progress in that direction.

One lesson has been that it is incredibly difficult to get



BID Sofielund won the 2019 European Crime Prevention Award (ECPA). The work was acclaimed for its broad-based crime prevention initiatives in Sofielund, Malmö, which has led to increased well-being and stability in the area. Malmö University has been continually following developments there. BID Malmö has currently received a research grant to study measures that affect safety and security in a building. Image by Jaques Montel.

stakeholders to engage if they have no clear view of what they might get out of it. They need an incentive, and this need not be financial. This is a learning point for us – we need to be better at demonstrating long-term gains; for example, quantifying what a lower rehousing rate in an area means for a property owner.

When we set up BID Sofielund, we used all 17 of the SDGs as the starting point for contact with our partners and a way to talk about the development we wanted to see in the area. It was an excellent place to start. We then went on to focus more on targets for concrete actions, such as solar energy, rainfall issues and gender-equal spaces.

Explicit investments in the cityscape, such as solar energy and blue green solutions, have been useful for demonstrating progress. It has also been interesting to see how this type of environmental improvement can contribute to social well-being and a sense of security.

Links to SDGs:

All, but with a particular focus on SDGs 5, 7, 11 and 13.

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Website: bidmalmo.se

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VOLUNTARY LOCAL REVIEW

CITY OF
MALMÖ 2021

A review of the city's
steering towards the
Sustainable Development Goals

APPENDIX 1

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Malmö's development towards a sustainable city – outcome analysis

In this appendix the development of Malmö towards becoming a sustainable city is discussed. The outcome analysis is based on nine of the 17 Sustainable Development Goals, SDGs.¹ The UN has selected goals of particular interest for the recovery of cities after the coronavirus pandemic, and how sustainability in its three dimensions – social, economic and ecological – can be developed going forward. The goals in question are:

	SDG 1 No Poverty
	SDG 2 Zero Hunger
	SDG 3 Good Health and Well-being
	SDG 8 Decent Work and Economic Growth
	SDG 10 Reduced Inequalities
	SDG 12 Responsible Consumption and Production
	SDG 13 Climate Action
	SDG 16 Peace, Justice and Strong Institutions
	SDG 17 Partnerships for the Goals

This sample means that the outcome analysis is not comprehensive. Development is for example not followed up in relation to SDG 11 (Sustainable Cities and Communities) which includes homelessness and overcrowding – challenges faced in Malmö. This goal also includes important climate-related and environmental aspects such as emissions of nitrogen

oxides and emissions of other airborne particles that increase the risk of ill health at high levels. Thus, the conclusions drawn in the outcome analysis should be evaluated in the light of the fact that not all goals are included in this VLR.

The report is based on data analysed within the scope of the City of Malmö's sustainability report system (see page 29 of the VLR). The analysis also includes data from the follow-up of the City of Malmö's work on the local environmental and climate goals for the 2009–2020 period *Environmental Report 2020. Final follow-up of Environmental Programme for the City of Malmö 2009–2020* (not adopted at the time of writing). The analysis assumes a broader approach than simply reporting the outcome for the indicators developed by national stakeholder RKA (the Council for the Promotion of Municipal Analyses [Rådet för främjande av kommunala analyser]) for the follow-up to the 2030 Agenda. This analysis also includes data that is deemed to be of interest in order to understand and explain Malmö's challenges and strengths in its efforts to turn the SDGs into reality. Development in relation to the City Council goals adopted with *Malmö stads budget 2020 – Tillsammans för ett öppet och tryggt Malmö* [2020 budget for the City of Malmö – Together for an open and safer Malmö] is also included in the outcome analysis. The analysis of the City Council goals is based on the follow-up as described in the *2020 Annual Report for the City of Malmö* (Stadskontoret, Malmö stad 2020–2).

There have been two follow-ups in the City of Malmö since the SDGs were integrated into the budget, *Sustainability report 2019* and *Sustainability report 2020* (see page 55 in the VLR, overview). There has been no political decision on the latest report at the time of writing. The outcome analysis includes a very brief summary of what the follow-up showed in 2019 and then places the emphasis on the analyses presented in *Sustainability report 2020*, as well as the analyses produced within the scope of this VLR.

1 For further reading, see <https://sustainabledevelopment.un.org/hlfp/2021>

Starting points for comparisons

Where possible, the outcome analysis is presented on the basis of nationally produced indicators for monitoring the 2030 Agenda and the Sustainable Development Goals.² In some cases these indicators are supplemented with other relevant data produced and analysed within the scope of the City of Malmö's sustainability reporting system³ and the annual environmental report, *Miljöredovisning 2020*.

The analysis consistently makes comparisons of Malmö's development in relation to Skåne, Sweden as a whole, and Stockholm and Gothenburg (Sweden's other major cities).⁴ Analyses are also reported at area level in some places in the chapter; that is to say, data is broken down into the 14 geographical areas that make up Malmö.⁵

The outcome analysis is based solely on quantitative analysis and provides a descriptive view of the situation and development in respect of the goals analysed. It is important to point out that the analyses conducted show only statistical links and not causal links. Clarifying cause and effect would require far more advanced methods than are possible within the scope of this assignment.

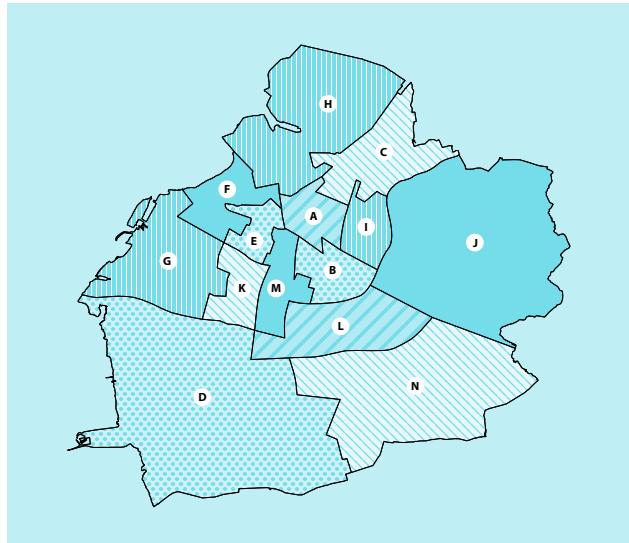


Figure 1. Map of the 14 areas with names used in the work on CTC and Sustainability report 2020.

-
- 2 The Council for the Promotion of Municipal Analyses [Rådet för främjande av kommunala analyser] (RKA) has produced key figures for municipalities and regions as a guide to the analysis and follow-up of Agenda 2030 and the 17 Sustainable Development Goals. The statistics are collected in the open database Kolada (see https://www.kolada.se/verktyg/jamforaren/?_p=jamforelse&focus).
 - 3 Many of the statistics in *Sustainability report 2020* have been taken from national, regional and local databases. Many of the analyses presented in the report are also based on data from various surveys. Such data always brings with it uncertainty as to whether the respondents to the survey are representative of their area or population group, in combination with how many people in the area or group have responded to the survey. It may therefore be useful to interpret these results with a certain amount of caution, particularly for smaller geographical areas and/or population groups.
 - 4 These comparisons aim to clarify similarities and differences between the population and their conditions in Malmö and other parts of the country. Stockholm and Gothenburg bear many similarities to Malmö as major cities, university cities and regional engines for growth. Gothenburg is also similar to Malmö in terms of its demographic and socioeconomic structure. The rest of Skåne belongs to the same labour market region as Malmö and has a large population exchange with Malmö due to people moving into and out of the area.
 - 5 This geographical classification aims to facilitate enable a collective and systematic approach to the challenge of improving living conditions for *all* Malmö residents while taking into account local conditions that characterise different parts of the city.

SDG 1. No Poverty

The first goal of the agenda, No Poverty, is to combat poverty everywhere. Poverty in this context can be described as a lack of resources which means that an individual does not have the standard of living that is considered generally accepted in society, but it also involves a lack of power, influence, social protection and security. For Sweden – and Malmö – the challenges in respect of this goal mainly involve increasing income-related inequality and the fact that many people live in relative poverty. The national government bears a great deal of responsibility in this context; for health systems, unemployment systems, pension systems and tax policy tools that can have an equalising effect for the most vulnerable groups. The city's responsibilities and commitments include identifying which people (particularly children) are living in poverty and implementing compensatory measures (at both individual and group level), but local responsibility for financial assistance also makes the city an important stakeholder in the fight against poverty.

There are two indicators for the goal:

- **Residents aged 0–19 in economically vulnerable households**
- **Adult welfare recipients with long-term financial assistance**

Many Malmö residents have low economic standards

Sustainability report 2019 found that economic vulnerability⁶ fell slightly (approximately 0.2 percentage points) between 2016 and 2017, and that this decrease applied to both children and adults in Malmö.

Although economic vulnerability has decreased slightly for children and adults of working age, it was found

that economic vulnerability remained high in Malmö compared with Stockholm and Gothenburg.

The most recent follow-up from 2020 confirmed the view of a Malmö where many residents still have low incomes. Malmö still has a higher percentage of households with a low economic standard (Stadskontoret, Malmö stad 2021–1, page 68) compared with Stockholm and Gothenburg. In Malmö, approximately one in four households had a low economic standard, a figure significantly higher than in the other major cities. *Sustainability report 2020* analysed development over a longer period of time, 2011–2018, and the analysis showed that the same slowly declining trend as in Stockholm and Gothenburg is not apparent in Malmö. Instead, the percentage of the population with a low economic standard has remained stable between 2011 and 2018 at around 26 per cent.⁷

Higher percentage of Malmö residents receiving financial assistance than in the other major cities

Financial assistance, which is another measure that can be used to measure the extent of poverty, is a means-tested form of support that can be applied for people who have problems supporting themselves and their families. In 2018, 8.9 per cent of Malmö residents received financial assistance at some point during the year (Kolada N31816). In *Sustainability report 2019*, the analyses showed that it was not possible among elderly Malmö residents receiving financial assistance to see the same decrease as for children and adults of working age. This kind of trend is problematic, given the fact that population forecasts indicate that the percentage of elderly people in the population is expected to increase over the next decade. The follow-up also

6 The *Sustainability report* used two different ways of measuring economic vulnerability. *Low income standard*, which is an absolute measure, is used in Sweden to classify low-income households. A household is considered to have a low income standard if its income is insufficient to pay for necessary living expenses such as accommodation, home insurance, childcare and local travel. In Sweden, the internationally accepted relative income measure that indicates households with disposable incomes below 60 per cent of the country's median income is deemed to be a *low economic standard* (SCB, no year stated).

7 The disadvantage of using a low economic standard as a measure of poverty is that the commuting to work that takes place between Sweden and Denmark is disregarded, which means that the measure is overestimated. That said, estimates show that only 3.5 per cent of Malmö residents live in Malmö but work in Denmark, so the impact from this group is probably marginal.

showed that there was a higher percentage of women than men receiving financial assistance in Malmö, and this should be noted from both a gender equality perspective and a child perspective.

The subsequent sustainability follow-up from 2020 states that 8.5 per cent of all Malmö residents received financial assistance at some point during the year, which was almost twice as high as the level in Gothenburg and 3.5 times as high as in Stockholm⁸ (Kolada N31807). Among adult Malmö residents, 3.6 per cent received financial assistance for at least ten months in 2019, which according to the Swedish definition counts as *long-term financial assistance* (Kolada N31816). This is twice as high as in Gothenburg and four times as high as in Stockholm.

If we analyse the percentage of the population receiving financial assistance, broken down according to age and gender, it is clear that it is most common for women to receive financial assistance when they are aged 40–49. The differences between age groups are smaller for men, at least in the 20–64 age range. It becomes very rare to receive financial assistance after reaching retirement age.⁹ Between the ages of 40 and 64, there are more people receiving long-term financial assistance than those receiving short-term assistance. The analyses also show significant differences between Malmö residents born in Sweden and those born outside the EU28¹⁰ when it comes to financial assistance (see Figure 2).

Statistics from the Labour Market and Social Services Committee (Arbetsmarknads- och socialnämnden, Malmö stad 2020) showed an increase in the number of Malmö residents in need of assistance with support during the pandemic year of 2020. 2020 also saw a decrease in the number of households becoming self-sufficient, as well as an approximately five per cent decrease in the number of people who completed various labour market initiatives because they had either found work or had started studying. This development is likely due to the fact that the coronavirus pandemic has affected Malmö residents' chances of finding jobs and that the most vulnerable people in the labour market have been affected the most.

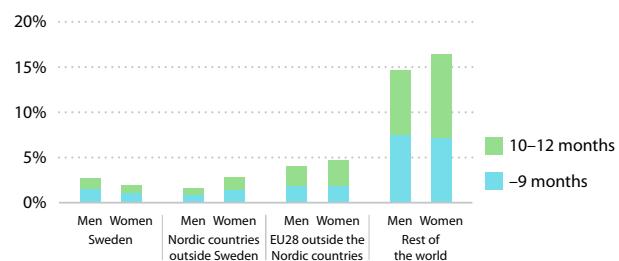


Figure 2. Percentage of Malmö's population aged 20 or above who received financial assistance in 2018, listed by region of birth and gender and broken down according to how long they received financial assistance (%). Source: SCB, Skåne database.

8 It is worth noting that the City of Stockholm's geographical limits (city boundaries) mean that several areas that can be termed socioeconomically vulnerable are not always included in the statistics used for Stockholm as a basis for comparison. Malmö includes the socioeconomically vulnerable areas within the city's geographical limits. This means that the figures for the City of Malmö will be higher when compared with Stockholm.

9 However, it is important to note that pensioners in Sweden have access to other types of benefits such as housing supplements and guaranteed pensions, which can largely replace financial assistance.

10 This abbreviation refers to the 28 member states that made up the European Union (EU) until 31 January 2020. The Union is now made up of 27 member states since the UK left. For a more detailed description of the countries that were part of the EU28, see https://europa.eu/european-union/about-eu/countries_sv

SDG 2. Zero Hunger

SDG 2 (Zero Hunger) aims to eliminate hunger, achieve a secure food supply, encourage healthier eating habits and promote sustainable agriculture. From a Swedish perspective, the challenge in respect of this goal relates more to malnutrition and breaking unhealthy eating habits, as well as promoting physical activity.¹¹ The city has the power to influence development towards goal fulfilment via responsibility for education, nursing and care, and where meals are included as part of the service offered to residents (free school lunches are regulated by law in Sweden).

There are two indicators for the goal:

- **Obese residents**
- **Organically farmed arable land¹²**

Most Malmö residents maintain a normal weight, but obesity is increasing over time among low-skilled people and people born abroad

Sustainability report 2019 found that the population of Malmö had a lower percentage of overweight or obese people than the average for Sweden, and that this percentage has remained relatively constant over a three-year period. The same applied to children and young people.

The 2020 follow-up provided access to new data from student health surveys, which confirmed that the percentage of normal-weight children appears to be remaining relatively stable at around 80 per cent, but that the percentage of children of normal weight decreases in older children. In the 2019/2020 academic year, 83 per cent of children in preschool class

were normal weight, 76 per cent in Year 4 and 74 per cent in Years 7–8 (medicinska elevhälsan 2016–2020).

As regards overweight and obesity¹³ among children and young people, the analyses showed that there was no major difference between boys and girls. That said, there were clear differences depending on the origin of the parents and whether or not they were in gainful employment: this is relevant from an equality perspective.

The percentage of overweight or obese children in Years 7–8 over the past four years has stood at an average of 19 per cent in the group of children with two parents born in Sweden. Compare this with 31 per cent in the group of children with two parents born abroad. A similar pattern is seen among children found to be overweight or obese; for children with two parents in gainful employment (22 per cent) compared with children with no parent in gainful employment (31 per cent) (medicinska elevhälsan 2016–2020).

In the case of adult Malmö residents, the analysis shows that just over one in three adults is overweight, which is similar to the figures for Skåne and Sweden as a whole. The percentage is significantly higher among men than among women. In the 18–64 age group, more than 30 per cent of women were overweight compared with 40 per cent of men. The corresponding figures for the 65–84 age group were 35 per cent for women and 47 per cent for men. The percentage of overweight people in Malmö has remained fairly stable since 2000 (Region Skåne 2000–2019).

Unlike overweight residents, the percentage of obese Malmö residents has increased over time. 15 per cent of Malmö residents are obese, which is about the same level as Skåne (17 per cent) and Sweden as a whole (16

11 This does not mean that hunger and/or malnutrition do not occur in Sweden and Malmö. Malnutrition among the elderly is a risk indicator that is linked in turn with several underlying causes such as illness, food environment or loneliness. Furthermore, there are schools in Malmö that serve breakfast in cooperation with civil society associations as a way of meeting the needs of children who are otherwise at risk of going hungry until school lunch is served.

12 There are no national indicators devised by the RKA for Sweden. The target was not followed up in *Sustainability report 2019* either.

13 Region Skåne's public health survey 2019 is based on the Body Mass Index (BMI). The BMI indicates the ratio of a person's weight to height and is calculated by dividing the body weight in kilograms by the height in metres squared. A BMI between 25 and 29.9 indicates overweight, and a BMI of 30 or above indicates obesity.

per cent). But this percentage has increased to a relatively great extent since 2000, when the percentage of obese Malmö residents stood at nine per cent (Region Skåne 2000–2019).

The analyses have not been able to demonstrate any major difference between men and women when it comes to obesity, but the level of education seems to be of significance. Higher levels of education result in a decrease in the percentage of obesity in the population. The lowest percentage of obese people was found in the group of people with post-secondary education. Similarly, it can be stated that the percentage of obese people differs depending on the region of birth, although the differences are not striking. Among Malmö residents born in Europe (except the Nordic countries) and outside Europe, almost one in five were obese, compared with one in seven Swedish-born Malmö residents.

Low percentage of organic production, but high percentage of organic purchases in Malmö

The area of organically farmed agricultural land increased in 2019: a total of 417 hectares of arable

land were switched to organic farming within the boundaries of the Municipality of Malmö, while 11 hectares were being converted (Malmö stad, u.å-2). The percentage of organically farmed agricultural land has increased since 2009 and amounted to nine per cent in 2019. However, the increasing percentage of organically farmed land can mainly be explained by the decrease in total arable land area in Malmö. The actual area of organically farmed arable land increased by 90 hectares between 2009 and 2019, while the total area of arable land fell by almost 440 hectares (Malmö stad, u.å-2).

One important aspect of efforts to achieve sustainable agriculture is the demand for sustainably produced food. Since 2010, the City of Malmö has been applying *Policy for sustainable development and food* as a guide for public food (see page 20 of VLR). The percentage of organic foods in operations run by the City of Malmö stands at 70 per cent, which is very high compared with other municipalities in Sweden. This means that Malmö is contributing relatively extensively to increased sustainability in agriculture on account of its demand for organic foods.¹⁴

¹⁴ An evaluation spanning a decade is currently in progress with *Policy for sustainable development and food*. This evaluation is incomplete at the time of writing.

SDG 3. Good Health and Well-being

SDG 3 (Good Health and Well-being) aims to create social conditions to promote good, equal health for all. From a global perspective, it can be concluded that public health in Sweden is generally good. Maternal and infant mortality is low in Sweden, and the number of people injured and killed in road traffic incidents and the number of deaths from certain non-communicable diseases has decreased steadily over time (SCB 2019, page 31). Health is also developing positively in several other respects: average life expectancy is increasing, more people consider their overall health to be good, and premature death (deaths between the ages of 15 and 64) are decreasing. However, this development differs between different groups in society. To improve public health still further, health needs to be improved in the group of people with the worst health, who are otherwise at risk of being left behind. Health inequalities arise when different groups systematically have different living conditions and lifestyle habits. The differences in health can eventually become so great that they result in differences in average life expectancy between different groups (Folkhälsomyndigheten 2020), which is a pattern that is echoed in Malmö.

There are five indicators for the goal:

- **Life expectancy for men/women**
- **Residents who consider themselves to be in good health**
- **People on long-term sick leave with mental problems**

- Fall injuries among people over the age of 65¹⁵
- Antibiotic sales on prescription/1,000 res.¹⁶

Life expectancy is increasing at a faster pace for men compared with women, and differs between different groups of Malmö residents

Life expectancy is an indicator for measuring the outcome in relation to SDG 3. In the latest sustainability follow-up from 2020, the analysis showed that the average life expectancy of Malmö residents has increased from 82.7 years for women and 77.9 years for men in 2010, to 83.9 years for women and 80.0 years for men in 2019.¹⁷ Thus this means that average life expectancy is higher for women, but that it is increasing at a faster pace for men. The average life expectancy of men and women in Malmö is slightly below the national average, which in 2019 was 84.2 years for women and 80.8 years for men (Kolada N00925; N00923).¹⁸ One pattern that has persisted over time indicates that average life expectancy is also continuing to differ depending on the level of education, the highest average life expectancy being seen in the group of individuals with the highest level of education. The difference in remaining average life expectancy at the age of 30 in Malmö between men with only primary and secondary education and women with post-secondary education is approximately nine years (SCB, Skåne database, own calculations).

15 The indicator has not been followed up in this VLR.

16 The indicator has not been followed up in this VLR.

17 Kolada uses four-year averages (T-4 to year T) to calculate average life expectancy at municipal level (Kolada N00925; N00923).

18 WSP conducted an evaluation of the Malmö Commission in 2020 on behalf of the City of Malmö. WSP is of the opinion that the health of Malmö residents has improved over time, although they find it difficult to link this positive development directly to the work of the Malmö Commission. WSP's analyses of health and health determinants and their development over time indicate overall positive development for most of the variables analysed. The improvement applies both to Malmö as a whole and in relation to Skåne and Sweden as a whole. Further, there was a reduction in inequality within Malmö in 2011–2016, between both men and women, people born in Sweden and people born abroad, and between different districts. WSP points to the increasing average life expectancy of the population in general in Malmö, for example, and in all levels of education since the 1990s. The rate of increase is different, however. WSP also highlights the fact that many of the social health determinants have improved in Malmö. Child poverty has decreased, for example, the percentage of students in Malmö who meet the knowledge requirements has increased and the percentage of children in preschool has increased between 2013 and 2018 (WSP 2020).

Most Malmö residents are of the opinion that they feel well, but this varies depending on gender, age and level of education

The personal perception of health provides an overall picture of how people perceive their own health, both physically and mentally. Studies have shown a link between people's own perceptions and their future health, care-seeking and mortality (Folkhälsomyndigheten 2018). In total, 70 per cent of adult Malmö residents rated their health as very good or good in 2019, which is on par with Skåne and the national average. A slightly lower percentage of women than men reported a good personal perception of health in 2019. This percentage increased between 2004 and 2012, but the latest survey bucked the positive trend.

Age affects the personal perception of health: that is a fact. That is why it is not surprising to see that the oldest age group contains the lowest percentage of individuals who would rate their own health as good. It is also among the oldest Malmö residents that the differences between the genders are the greatest (see Figure 3).

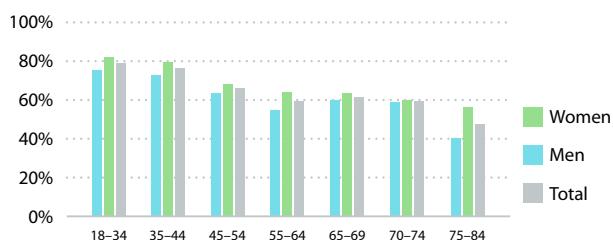


Figure 3. Percentage of Malmö residents with a good personal perception of health per age group and gender in 2019 (%). Source: Region Skåne 2000–2019.

As research has established on many occasions, the level of education is of significance to how people perceive their health. The city's sustainability follow-up from 2020 shows that among Malmö residents with post-secondary education, 75 per cent rated their health as good compared with 63 per cent of Malmö residents with primary and secondary education.

Mental illness, stress and long-term sick leave more common among women and younger Malmö residents

Among adult Malmö residents, slightly more than one in five reported impaired mental well-being¹⁹ in 2019, which is a slightly higher percentage than in Skåne as a whole (19 per cent) and Sweden as a whole (17 per cent). An analysis of developments over time showed that the percentage of people with impaired mental well-being increased slightly from 2004 onwards (Region Skåne 2000–2019). The city's younger residents (aged 18–34) account for the highest percentage of people with impaired mental well-being, while the lowest percentage is in the 65–69 age range. The analyses also show that the percentage of people with impaired mental well-being is higher among women than among men in all age categories.

The follow-ups from 2019 and 2020 have been unable to show any major difference in impaired mental well-being linked with educational achievement. However, there is some difference depending on the region of birth, one in five Malmö residents born in Sweden having impaired mental well-being compared with one in four Malmö residents with an overseas background (outside Europe).

As regards long-term sick leave with mental illnesses, comparisons over the 2005–2018 period show that Malmö is above the national average, but slightly below Stockholm and Gothenburg. More women than men are on long-term sick leave with a psychiatric diagnosis (Kolada N74811).

Major differences between girls and boys as regards mental well-being

Given the current methods for measuring mental well-being, the analysis shows a significant difference between how girls and boys in Malmö feel on a mental level; which is the same pattern that can be seen nationally. The analyses in *Sustainability Report 2019*, based on data from Region Skåne's public health report on children and young people from 2016, showed that among children and young people, the percentage who rated their health as good was higher

19 Region Skåne's 2019 public health survey examined impaired mental well-being with an abbreviated version (GHQ-5) of the established General Health Questionnaire (GHQ). GHQ5 is made up of five questions about how you have felt in recent weeks. The respondent is deemed to have impaired mental well-being if answering at least two questions in the affirmative.

among boys compared with girls. It was also found that the percentage of young people who reported good health fell between 2012 and 2016. This trend was independent of gender, country of birth and age. The same declining trend could be perceived for the percentages of children and young people who were looking forward to the future. A decrease was also apparent as children grew older, and fewer girls than boys reported looking forward to the future. Girls also reported higher incidences of mental problems and felt that their quality of life was significantly lower than for boys (Region Skåne 2016).

This view was confirmed in the latest follow-up. In health surveys conducted within the student health service in Malmö, the vast majority of children state that they mostly feel fine and are happy in themselves. However, older girls generally feel worse than others (see Figure 4). Similar differences in terms of age and gender are seen both in Skåne and nationally (Region Skåne 2016). One in five girls in Years 7–8 felt down every day or frequently in the 2019/2020 academic year, compared with just under one in ten boys. There is also a slight increase over time among girls in Years 7–8 since the 2016/2017 academic year, from 18 per cent to 21 per cent. No corresponding increase is seen among boys, or for Year 4 children (medicinska elevhälsan 2016–2020).²⁰

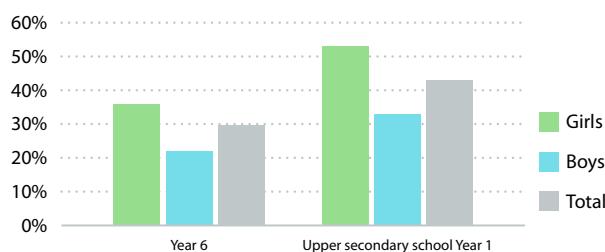


Figure 4. Percentage of people who felt depressed or sad most of the time in the last year, even if they sometimes feel fine: by gender, 2017 and 2019 (%). Source: Stadskontoret, Malmö stad 2017, 2019.

In 2018, Region Skåne (2018–1) published a supplement to *Folkhälsorapport Barn och Unga i Skåne 2016* [Public health report, children and young people in Skåne 2016] which focused on young people's health on the basis of gender identity. In this survey, 1.7 per cent reported differences between their biological gender and their gender identity and were categorised as transgender. These children more often considered their health to be poor, were more likely to report that they did not sleep enough and were unhappy with themselves to the same extent as other children. A similar pattern emerges from health surveys conducted in the field of student health in the City of Malmö, where students questioning their gender identity generally report poorer health. These children belong to a particularly vulnerable group in society who are not always given the same rights as people whose gender identity matches the gender assigned at birth, even though they are protected by the Swedish Discrimination Act.

Region Skåne's (2018–2) supplement to *Folkhälsorapport Barn och Unga i Skåne 2016* [Public health report, children and young people in Skåne 2016] on the health of children and young people with disabilities shows that students with some form of disability are more likely to consider their health to be poor compared with other students. This group of young people report more physical and mental problems, everyday stress, the fact that they feel less happy with life and that they are more frequently less happy with their relationships with their families. Moreover, they are less likely to have close friends and experience loneliness more frequently than students without disabilities. There is a difference between the genders here, too, with girls having poorer health and higher levels of perceived loneliness (Myndigheten för delaktighet 2020).

²⁰ It is important to problematise how mental illness is measured so as to capture the experiences of both boys/girls and men/women. The poor well-being of boys and men can take on forms other than the one normally used to measure mental illness. Norms related to gender, for example, can be used to understand why mental illness among boys and men can manifest itself in more extroverted behaviour, which can include violence in various forms (Folkhälsomyndigheten 2019, page 11). In a recently published literature review, the Swedish Gender Equality Agency has highlighted how norms linked with masculinity can have a negative impact on both physical and mental health, and that certain masculinity norms are interlinked with more extroverted behaviour, but also a reduced inclination to seek support for mental problems (Jämställdhetsmyndigheten 2021, page 80 f). The report also criticises the fact that there is limited research in Sweden to highlight the link between masculinity norms and health outcomes: most of the research available is based on Australia and the US (*ibid*, page 79).

SDG 8. Decent Work and Economic Growth

The Agenda's SDG 8 (Decent Work and Economic Growth) aims to promote lasting, inclusive and sustainable economic growth and full and productive employment with decent working conditions for all. According to the UN Covenant on Economic, Social and Cultural Rights, a labour market with these characteristics ensures a fair income, security in the workplace and social protection for families (Sveriges internationella överenskommelser 1971:41). Decent working conditions means securing access to education and the Swedish social security system, as well as countering precarious employment (SCB 2019, page 69). Such conditions promote sustainable economic growth while also contributing to economic and social security, integration and personal development for individuals.

Malmö is often referred to as “the regional employment engine”. Malmö is home to a quarter of the region’s population but almost a third of jobs.²¹ The percentage of Skåne jobs in Malmö has also increased over time as Malmö’s labour market is growing at a faster pace than the labour market for the rest of Skåne: half of Skåne’s job growth since the financial crisis has taken place in Malmö (SCB, statistical database). According to the Arbetsförmiddlingen, Swedish Public Employment Service, (2018), huge job growth, combined with the fact that a larger percentage of Malmö residents are of working age than in Sweden in general and the rest of Skåne, means that the city has every opportunity to achieve a labour market situation that works well. That said, the Malmö labour market is facing major challenges. Parts of the population are finding it difficult to find permanent employment, or to enter the labour market at all. Malmö is also

affected by the fact that many of the jobs created in Malmö go to people who live outside the city.

There are four indicators for the goal:

- Gross regional product²²
- **Residents in gainful employment, aged 20–34**
- **Long-term unemployment, aged 25–64**
- **Residents aged 16–24 in neither employment nor education**

Major job growth, but many Malmö residents are finding it difficult to establish themselves in the labour market

Sustainability Report 2019 found that the unemployment rate in Malmö in October 2019 was 13.6 per cent (of the registered labour force aged 16–64). This was a slight decline compared with 2018. That said, there was significantly higher unemployment in Malmö than in Stockholm and Gothenburg (5.7 per cent and 6.9 per cent respectively) in 2018. In Skåne and Sweden as a whole, these figures stood at 9.4 per cent and 7.1 per cent respectively (Malmö stad, u.å-3). *Sustainability Report 2019* found that unemployment in Malmö “stuck” at a very high level for Sweden as a whole. This is in spite of economically good times for much of the 2010s.

The latest follow-up from 2020 confirmed this view. Figure 5 shows the percentage of people aged 20–64 in gainful employment in Malmö, the other major cities, Sweden as a whole and Skåne in 2000–2018.²³ Of these, Malmö is the city with the lowest percentage of

²¹ Labour market issues are often analysed at county level as many people do not work in the municipalities in which they live. To describe the local labour market to which Malmö belongs, parts of the reasoning in this chapter are based on the Skåne labour market as a whole, rather than the labour market in Malmö.

²² The indicator has not been followed up in this VLR.

²³ The overall labour market situation has deteriorated and is characterised by a declining economy that began in autumn 2019 and has been greatly reinforced by the coronavirus pandemic. According to a national panel survey conducted by Företagarna, the Swedish Federation of Business Owners (2020) in June 2020, many companies have had to cut back on payroll expenses in order to avoid redundancies during the pandemic. The impact of this on employment is unclear, as the available employment statistics only extend as far as 2018.

people in gainful employment. Employment in 2018 stood at 68 per cent among both male and female Malmö residents, which is 13 (women) and ten (men) percentage points lower than for Sweden as a whole.²⁴

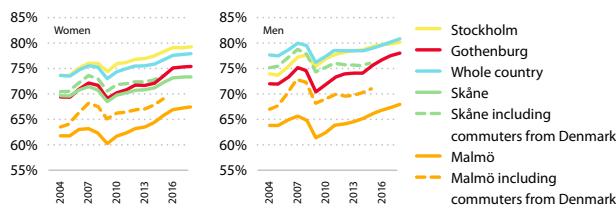


Figure 5. Residents in gainful employment, aged 20–64 in Malmö, Stockholm, Gothenburg, Sweden as a whole and Skåne, 2004–2018 (%). Note that the vertical axes are broken. Source: SCB, statistics database; Ørestat.

The analysis indicated a gap between different areas of the city. Employment is high in most Malmö areas, while a small number of areas have very low employment (see Figure 6). The lowest employment rate for women is in the areas of the city where the employment rate is lowest, while the differences between the genders is smaller in areas with higher employment.²⁵

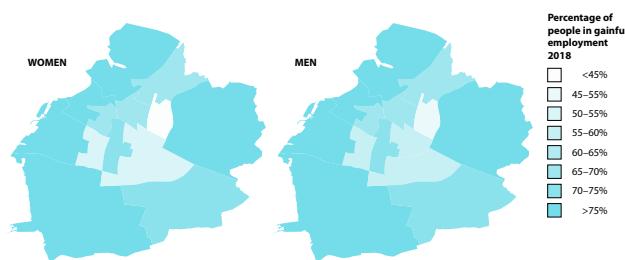


Figure 6. Percentage of people in gainful employment in Malmö's areas in 2018 (%). Darker colours indicate a higher percentage of people in gainful employment. Source: SCB, Skåne database.

Malmö has high unemployment

Both unemployed people and people who are not part of the labour force are considered to be not in gainful employment.²⁶ The report also records unemployment so as to examine the percentage of people who are out of work despite being available to the labour market.²⁷

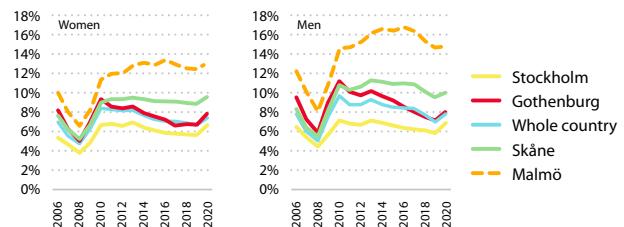


Figure 7. Unemployment among people aged 16–64 in Malmö, Stockholm, Gothenburg, Sweden as a whole and Skåne as a percentage of register-based labour force, March 2006–March 2020 (%). Source: Kolada N00988.

Unemployment in Malmö in March 2020 was almost twice as high as in Sweden as a whole (see Figure 7).²⁸ Unemployment in Skåne as a whole was also higher than in Sweden as a whole, but lower than in Malmö.²⁹ Compared with the other major cities and Sweden as a whole, the unemployment rate in Malmö and, to a lesser extent, Skåne has remained at a higher level since the financial crisis in 2008.³⁰ Moreover, the number of unemployed people in vulnerable positions has increased since the financial crisis, both in Malmö and nationally. According to the definition by the Swedish Public Employment Service, this group includes people not born in Europe, people without upper secondary education, people with disabilities and people aged 55–64. That said, the number of other unemployed people has remained relatively

24 However, the figures underestimate employment in Malmö and the rest of Skåne as people living in Sweden and working in Denmark are registered as not being in gainful employment. Statistics relating to Malmö residents who commute to Denmark and the Copenhagen region are currently available only for the 2004–2015 period. Hence an employment rate that includes these can only be calculated for those years. However, these figures also show that Malmö's employment level is low compared with the rest of the country.

25 However, it has not been possible to establish in the analysis the extent to which the differences can be explained by commuting for work between Malmö (Sweden) and the Copenhagen region (Denmark) is due to differences in commuting between different areas.

26 Full-time students, people who are unfit for work and people who choose not to pursue gainful employment, such as stay-at-home parents, are examples of people who are not part of the labour force.

27 Unemployment statistics are not affected by the commuting that takes place between Malmö and the Copenhagen region, so the figures are comparable between municipalities.

28 Unemployed people are people who have been recorded as unemployed at some point during the year in the Swedish Public Employment Service's register. All unemployment figures are reported as percentages of the register-based labour force.

29 A large proportion of Skåne's population lives in Malmö, so Malmö's figures affect the Skåne average to a great extent. This is why unemployment in Skåne, besides Malmö, is lower than the figures reported here.

30 Skåne's unemployment rate has also remained at higher levels since the financial crisis to a greater extent than for Sweden as a whole, Stockholm and Gothenburg, but to a lesser extent than Malmö. Note that the Malmö average increases the Skåne average.

constant (Arbetsförmedlingen 2018).³¹ The percentage of people in vulnerable positions in the labour force is the same in Malmö as in Sweden as a whole. Hence a larger total percentage within this group cannot explain Malmö's higher unemployment rate (Arbetsförmedlingen 2020–1).³²

Many Malmö residents are unemployed for long periods

Being out of work for short periods between jobs is not necessarily a major problem for the individual or the national economy and is largely due to inertia in the labour market.³³ When unemployment becomes long-term, however, it risks worsening the economic and social conditions of individuals as well as the national economy, thereby making it more difficult to meet a number of the SDGs. Many of Malmö's unemployed people have been unemployed for a long time. Almost half of unemployed 16 to 24-year-olds and more than two-thirds of 25 to 64-year-olds had been unemployed for at least six months in March 2019. The percentage was higher in both age groups than in Skåne, Sweden as a whole and the other major cities (Kolada N00931; N00932). Hence Malmö has both higher total unemployment and a higher percentage of people who are unemployed for a long time.

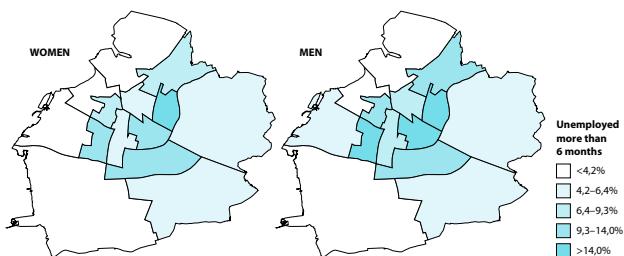


Figure 8. Percentage of people unemployed for at least six months in Malmö's areas by gender, 2018 (%). Darker colours indicate higher unemployment. Source: SCB, Skåne database.

The percentage of long-term unemployed differs between the various areas of Malmö (see Figure 8). While the percentage is very small in the western areas of the city, it is great in the south-east central areas, where there is also low employment and a smaller percentage of residents with post-secondary education.

The labour market paradox – high unemployment and labour shortages

Malmö's employment growth has been almost as strong as Stockholm's for several years, and the number of jobs has increased in all general branches of the economy, except for industry and agriculture (Arbetsförmedlingen 2018). At the same time, Malmö is home to almost 40 per cent of Skåne's unemployed people. One explanation may be that many newly created jobs go to commuters from other municipalities nearby.

Although unemployment is high, employers are reporting a major shortage of labour. According to the Swedish Public Employment Service, four in ten private and six in ten public sector employers in Skåne experienced difficulties in recruiting before the outbreak of the pandemic. Recruitment difficulties are common in all general branches of the economy (Arbetsförmedlingen 2018). In the public sector, there is a particularly pronounced shortage of skills in welfare professions requiring upper secondary vocational education or post-secondary education, both nationally and in Skåne. Skills shortages are also expected to increase over the next few decades, particularly in elderly care (Sveriges kommuner och regioner 2020). In the private sector, employers on a national level state that the greatest recruitment difficulties are being seen in professions requiring upper secondary vocational education. This is partly a result of a decrease in interest in vocational programmes at upper secondary schools, despite the fact that they lead to a high chance of finding work. Employers also state that the

³¹ The reorganisation of the Swedish Public Employment Service, which was completed in 2020, has meant that fewer unemployed people now have access to state labour market initiatives and activity or development compensation. The reform has also led to impaired conditions for cooperation between the Swedish Public Employment Service and municipalities, and fewer initiatives for young people who are not enrolled in programmes. While responsibility for the labour market has shifted from state to municipality, the economic situation makes things more difficult for unemployed Malmö residents. This is evident among participants in local labour market initiatives, significantly fewer people going on to work or study between January and August 2020 than during the same period in 2019 (Arbetsmarknads- och socialnämnden, Malmö stad (2020)).

³² Malmö City Council has also decided to establish a growth commission for an inclusive and sustainable Malmö (Stadskontoret, Malmö stad 2021–2). The Commission's work and conclusions will be of major relevance to the city's labour market challenges.

³³ This is known as *friction unemployment*. However, repeated short periods of unemployment due to precarious employment conditions and short periods of employment, for example, can cause major stress and adversely impact individuals.

education system does not prepare students sufficiently for labour market requirements (Svenskt Näringsliv 2020).

The combination of high demand for labour and high unemployment may be due to differences between the skills demanded by employers and the skills that unemployed Malmö residents have.³⁴ That said, the Swedish Public Employment Service points out that there are untapped skills among unemployed people with foreign vocational or higher education, but that difficulties in validating foreign education make it harder to match these people with relevant employers (Arbetsförmedlingen 2018).

The transformation that Malmö has undergone when making the shift from industrial city to knowledge city has changed the business structure of the city and the region (Malmö stad, u.å-3). There are few jobs with low educational requirements nowadays, but many jobs requiring upper secondary or higher education. This means there is greater competition for jobs among people with low education. The structural change in the business community is often indicated as an explanation for Malmö's high unemployment (Arbetsförmedlingen 2018). However, this development is not specific to Skåne and Malmö, which means that it is not the only explanation for differences in unemployment compared with other municipalities (Stadskontoret, Malmö stad 2020–3). That said, it is possible that the relatively large group of low-skilled men in Malmö are in a more vulnerable position in the labour market than other groups. This group is larger than in the cities with which Malmö is compared, and young people who do not have full primary, secondary or upper secondary education add to it to a greater extent. People in this group are at risk of deep and lasting vulnerability if this development continues.

High unemployment among low-skilled and foreign-born workers

There are major differences in unemployment, both between population groups and between municipalities. Unemployment is generally higher among people with lower education. People born abroad are also more likely to be unemployed than people born in Sweden, regardless of their level of education. The highest unemployment rate is among men born outside the EU/EFTA³⁵ and who do not have upper secondary education. More than one in two Malmö residents belonging to this group is out of work (SCB, statistics database).

Unemployment in Malmö was higher than in Sweden as a whole, Skåne and the other major cities, among all levels of education and from all regions of birth, throughout the entire 2006–2020 period. Malmö's unemployment rates are particularly prominent compared with Stockholm and Gothenburg when it comes to people born in Sweden who do not have upper secondary education. The differences in unemployment between population groups have increased over time, but they are not generally greater in Malmö than in Stockholm and Gothenburg (SCB statistics database).

People born outside the EU/EFTA generally seem to have lower returns on education than others, in particular people born in Sweden.³⁶ Both total unemployment and long-term unemployment in all major Swedish cities are higher among people born outside the EU/EFTA who have post-secondary education than among people born in Sweden without upper secondary education. It is not possible to draw any conclusions from the statistics as to whether this is applicable only to people with foreign education, or also to people who have a Swedish education (SCB, statistics database). However, it should be stressed that foreign higher education is only recorded when it is validated by the National Agency for Higher Education, which means that everyone in the group has education that is deemed to correspond to Swedish standards. That said, it is possible that employers feel greater uncertainty with regard to specific skills among people with

34 This type of unemployment, which is due to a discrepancy between the characteristics of the labour force and the characteristics of job opportunities, is normally referred to as structural unemployment.

35 This abbreviation stands for European Free Trade Organization, an intergovernmental free trade organisation that was formed in 1960. Four countries are members of EFTA at present; Switzerland, Iceland, Norway and Liechtenstein (see <https://www.efta.int/about-efta>).

36 Researchers working on a study on the situation of Afro-Swedes on the labour market found that Afro-Swedes demonstrate the lowest returns on education of all groups in Sweden. People born in Africa are greatly overrepresented among low-income earners. Moreover, Afro-Swedes with university education are more likely end up unemployed or hold jobs for which they are overqualified (Hübinette, Kawesa and Bashir 2014, page 5).

foreign education. A lack of knowledge of the Swedish language and contact networks can also impede the chances of getting a job. A number of studies also show that there is discrimination against people with a foreign background (see Vernby and Dancygier 2018; Aldén and Hammarstedt 2015; Hübinette, Kawesa and Beshir 2014; Carlsson and Rooth 2007, et al.).

As discussed above, the difference in unemployment between people born in Sweden and people born elsewhere is no greater in Malmö than in Stockholm and Gothenburg, even though unemployment overall is higher in Malmö for both of these groups. Thus, it does not appear that the difficulties experienced by people born abroad as stated above are a greater problem in Malmö, relatively speaking. However, similar levels of inequality can present a greater collective challenge for Malmö as the city's population is largely made up of people born abroad.

While differences in unemployment linked with educational background and region of birth have increased over a fairly long period (Arbetsförmedlingen 2018), the increase in unemployment during the pandemic year of 2020 has not clearly impacted already vulnerable groups more extensively.

Unemployment increased by three to four percentage points between November 2019 and November 2020 among people both with and without upper secondary education (see Figure 9). In relative terms, however, the groups were affected differently. Unemployment

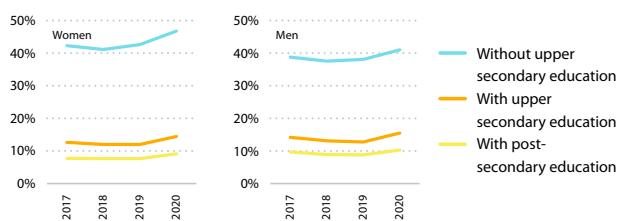


Figure 9. Unemployment in Malmö by gender and level of education, Nov 2017–Nov 2020 (%). Source: Monthly statistics from Arbetsförmedlingen, the Swedish Public Employment Service.

increased by just over one-fifth for the group of people with upper secondary education, while the increase was less than one-tenth for the group without upper secondary education. Unemployment increased by one percentage point, or just under one-fifth, among people with post-secondary education.

The increase in groups from all regions of birth has stood at around two percentage points. However, this means an increase of around 30 per cent for people born in Sweden, but an increase of less than four per cent for people born outside the EU/EFTA (see Figure 10).

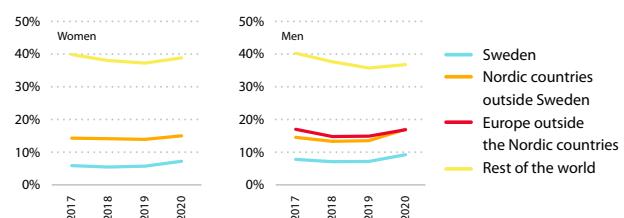


Figure 10. Unemployment in Malmö by gender and region of birth, Nov 2017–Nov 2020 (%). Source: Monthly statistics from Arbetsförmedlingen, the Swedish Public Employment Service.

Slightly higher than average unemployment among people with disabilities

The precise unemployment rate among people with disabilities cannot be calculated as their percentage of the labour force is not registered.³⁷ Statistics Sweden conducts an interview survey every year in order to map the group's situation in the labour market. Based on this survey, Statistics Sweden estimates that unemployment on a national level in 2019 stood at eight per cent among all people with disabilities and ten per cent among people with disabilities with reduced capacity for work. Unemployment in the overall population was six per cent (SCB 2020–1).

There are probably a number of underlying reasons for this group's weaker position in the labour market. Lack of accessibility makes working difficult for some people with disabilities.³⁸ On average, this group is also older

³⁷ Around 13 per cent of the population of Sweden aged 16–64 (both men and women) have a disability. Of these, 73 per cent of women and 63 per cent of men believe that their disability reduces their capacity for work. The most common types of disability are impaired mobility, which affects three per cent of the population aged 16–64, followed by asthma or allergies, mental disability and neuropsychiatric disability, which affect around two per cent of the population aged 16–64 (SCB 2020–2).

³⁸ Almost seven in ten people with disabilities feel that their capacity for work is reduced and that they need support and/or adaptations in order to do their work. Among those who are not employed, 58 per cent of respondents with reduced capacity for work say that they would be able to work if adaptations or support were provided (SCB 2020–2).

and has a lower education level than the overall population. Negative discrimination is another possible cause. More than 40 per cent of people with disabilities with reduced capacity for work state that they have experienced discrimination or abuse over the last five years. The corresponding percentage among people with disabilities but no reduced capacity for work was nine per cent (SCB 2020–2).

There is no estimated unemployment rate for people with disabilities at a local level. According to the Swedish Public Employment Service, the *number* of unemployed people with disabilities in Malmö has varied between 3,100 and 3,600 over the last four years, with a total of 3,250 people unemployed in November 2020. While the total number of unemployed increased by almost a quarter between November 2019 and November 2020, this figure increased by just four per cent among people with disabilities (Arbetsförmedlingen 2020–2). This indicates that the group has coped relatively well in the labour market during the coronavirus pandemic.

Unemployment differs between age groups

Both overall unemployment and long-term unemployment differ between age groups, and between men and women (see Figure 11). While the overall unemployment rate among people aged 25–64 is similar among men and women, it is higher among men aged 18–24 and 55–64.



Figure 11. Unemployment and long-term unemployment in Malmö by age group, Nov 2017–Nov 2020 (%). Note that the Swedish Public Employment Service's definition of long-term unemployment is different to the definition used by Statistics Sweden. Source: Monthly statistics from Arbetsförmedlingen, the Swedish Public Employment Service.

Unemployment increased most among young people in 2020. In November, the unemployment rate was 16 per cent among women and 21 per cent among men aged 18–24 (Arbetsförmedlingen 2020–1). This represents an increase of four percentage points or 25 per cent³⁹ compared with the previous year, and a continued high level compared with Sweden as a whole.⁴⁰ There are also differences within the group of young people. In October 2020, the unemployment rate among people aged 18–24 who were born abroad stood at 33 per cent among women and 32 per cent among men. This is significantly more than among people born in Sweden (Arbetsförmedlingen, monthly statistics).

Unemployment among young people can have a major impact on an individual level, as it can make it difficult to find somewhere to live and become financially independent, and can impact on self-esteem, trust in society and lifestyle. Unemployment among young people is particularly problematic for the national economy as well, if it leads to fewer people establishing themselves in the labour market. Figure 11 suggests, however, that it is more frequent for periods of unemployment among young people to be brief, compared with older people.

According to the Swedish Public Employment Service's definition, the 55–64 age group is in a vulnerable position in the labour market as it is often difficult for older workers to find new employment. The results of this can be seen in Figure 11, which shows that long-term unemployment is relatively high within this age group, at least among men. The fact that unemployment often lasts a long time means that it is usually associated with major economic and social consequences for individuals.

Men and women work differently

As discussed above, both employment (see Figure 5 on page 14) and unemployment (see Figure 7 on page 14) are lower among women than among men. The difference suggests that a higher percentage of women are not part of the labour force.⁴¹ There is also a higher

39 The increase was 31 per cent among women and 21 per cent among men in this age group.

40 Despite the high level, this represents a decrease from the peak that was reached in August 2020, when the unemployment rate for young men and women in Malmö stood at 22.5 per cent and 17.5 per cent respectively (Arbetsförmedlingens månadsstatistik).

41 In reality, the difference is probably greater than shown as more men than women commute to Denmark. Between 2010 and 2015, about 60 per cent of commuters between Sweden and Denmark were men, and about 40 per cent were women (Ørestat).

percentage of women than men who work part-time. While the average working week was 38.4 hours for employed men in Malmö in 2019, employed women in Malmö worked an average of 35.3 hours (SCB, statistics database).⁴² A higher percentage of temporary employment among women worsens their situation further.

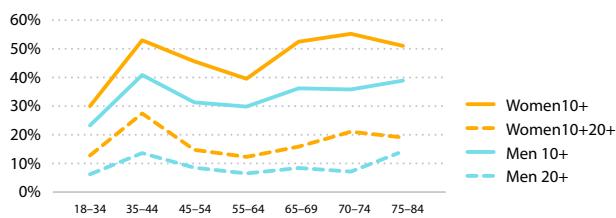


Figure 12. Percentage of Malmö residents who state that they work unpaid in the home more than ten and 20 hours a week respectively per gender and age group, 2019 (%). Source: Region Skåne 2000–2019.

The fact that women work less in gainful employment than men does not mean that they work less overall. A lot of work is done unpaid at home, as shown in Figure 12. Women are overrepresented among Malmö residents who spend at least ten or 20 hours a week, respectively, working at home. The difference between the genders is smallest in the 18–34 age group. The difference is significantly greater in the 35–44 age group, where many people have young children. There are major differences even in groups aged 65 years and above. However, the relationship between gender norms and financial incentives is complex. Notions of female and male can lead to men and women making different career choices and taking on different degrees of gainful employment and working at home (see Ichino et al. 2019; Statens offentliga utredningar, SOU 2004:43). That said, lower wages and more (voluntary or non-voluntary) part-time work in female-dominated professions mean that heterosexual couples gain financially from women taking more parental leave and caring for children, for example. This in turn reinforces some of the gender inequality in the Swedish labour market.

The percentage of young people who are not in education, employment or training is greater in Malmö than in Sweden as a whole

One indicator for SDG 8 concerns young adults who are not in education, employment or training (NEET). This group is heterogeneous; this is a temporary situation for some, while for others the situation lasts longer. Individuals belonging to the NEET group for extended periods are at risk of missing out on the expertise and experience required to establish themselves in the labour market. This group generally has worse health outcomes as well, particularly in the form of mental illness, than young people who work or study.



Figure 13. Percentage of young people in Malmö and Sweden as a whole aged 16–24 who are not in employment, education or training, 2009–2018 (%). Source: Kolada N02797.

As can be seen in Figure 13, the percentage of young people who were part of the NEET group in Malmö is around four percentage points higher than in Sweden as a whole and the other two major cities, and about three percentage points above Skåne as a whole⁴³. The NEET percentage is significantly higher among foreign-born young people than among Swedish-born young people, especially among girls. While more boys than girls born in Sweden belong to the NEET group, girls are slightly overrepresented among young people born abroad (Myndigheten för ungdoms- och civilsamhällsfrågor u.å).

42 The average working hours per gender are similar in the major cities, Sweden as a whole and Skåne.

43 The increase after 2014 is partially explained by the fact that people those commuting to Denmark and Norway will not be excluded from 2015 (Kolada N02797).

A national survey conducted by the Swedish Agency for Youth and Civil Society, Myndigheten för ungdoms- och civilsamhällesfrågor, (2020) shows that young people who drop out of upper secondary school and live with mental illness, illness or disability run

the greatest risk of never establishing themselves in the labour market. The agency also points out that the current recession, linked with the coronavirus pandemic, has had a major impact on young people's opportunities to establish themselves in the labour market.

SDG 10. Reduced Inequalities

Fair distribution of resources and economic, social and political influence in society provides a basis for a sustainable society. SDG 10 highlights the importance of promoting a society where no one is left behind, which is key to implementation of the 2030 Agenda. This goal aims to reduce differences between different population groups within countries, but also differences between countries. This goal includes both unequal conditions and unequal outcomes. High levels of inequality risk leading to issues such as conflicts, ill health and adverse climate impact. It can be concluded that (in)equality is a multifaceted phenomenon, and existing data provides limited opportunities to map and analyse the City of Malmö's situation despite its major importance for attainment of the SDGs (see page 59 in the VLR).⁴⁴

There are three indicators for the goal:

- **Residents aged 16–84 lack trust in others**
- People in gainful employment who are in need of protection, and relatives (refugees) aged 20–64⁴⁵
- User assessment, daily activities LSS (special needs)- The user is able to decide on things that are important⁴⁶

Interpersonal trust in a socially sustainable society

One indicator for analysing and following up development relating to SDG 10 involves trust in other people. A background report was produced in conjunction with the *Malmö Commission* (see page 17 in the VLR) that specifically highlights the importance of social inclusion as a prerequisite for sustainability. This report uses the related concept of *social capital* in the sense of “our social networks, our social support, our opportunities to participate in social life and the degree

of social cohesion in our local environment” (Emmelin and Eriksson 2012). The concept is translated into trust or social participation so that social capital can be measured and followed up (Ostrom 2000; Putnam 2000). The simplified logic is that trust comes about through social participation, which in turn creates collective norms and values that act as a lubricant in the machinery of society. Decision-making and implementation are less unwieldy and costly and more efficient. So when trust is high, stable and distributed evenly, there are better conditions for providing public and taxpayer-funded utilities such as security in public spaces, good education and care and expanded public services. There is a risk of reducing the willingness to contribute to common utilities in a society that is characterised by low trust, (Statens offentliga utredningar, SOU 2020:46; Emmelin and Eriksson 2012; Ostrom 2000; Putnam 2000). Research shows that this trust is significantly lower in groups with vulnerable positions in society, which can reduce opportunities to effectively provide public services to people who need them most (Holmberg and Rothstein 2017).

Many Malmö residents have high trust, but Malmö has Sweden's highest percentage of people with low trust

The level of trust in Sweden is very high on an international level (Holmberg and Rothstein 2017); but that said, a relatively large percentage of the population as a whole say that they find it difficult to trust other people. The changes over time are small. When comparing Malmö with all the municipalities in Sweden, Malmö stands out as it has the highest percentage of people who lack trust in others; a pattern that has remained stable since 2014 (Kolada U01413).

Only data from 2012 was available to analyse when

⁴⁴ This is partly due to the fact that there is no access to data for following up on any indicators, but also due to the fact there is limited data in Sweden that permits analyses to be conducted on the basis of variables such as ethnicity, religion, disability or sexual orientation.

⁴⁵ The indicator has not been followed up in this VLR.

⁴⁶ The indicator has not been followed up in this VLR.

Sustainability Report 2019 was produced.⁴⁷ The overall picture was that most people in Malmö express trust in other people, like Sweden as a whole.⁴⁸ Having said that, a significant percentage state that they lack trust in others. In 2012, 42 per cent of Malmö residents said they had low confidence in other people.⁴⁹ Compare this with 37 per cent of residents of Skåne as a whole at the same time (Region Skåne 2013).

An analysis of the latest of the latest available data consolidates this pattern, that is that a majority of Malmö residents – 62 per cent – say that they trust other people, but that trust is waiving in a non-negligible percentage of the population. Almost four in ten Malmö residents say they find it difficult to trust others, which is higher than the Skåne average of 35 per cent and well above the national average of 28 per cent. However, a slight tendency towards greater trust can be seen when comparing over time. In 2012, 42 per cent of Malmö residents said they had low confidence in other people: this represents an improvement of four percentage points.

As regards the degree of trust distributed according to gender, men trust others slightly less than women; a difference that is found both in Malmö and in Skåne as a whole. If the degree of trust is studied with regard to age as well, the analyses show that the highest percentages are found among younger Malmö residents (aged 18–34).

Low trust among exposed and vulnerable Malmö residents

The percentage of people expressing a lack of trust is consistently higher among groups that can be said to be vulnerable in different ways.⁵⁰ Among people with low

education, trust in others is low; and the higher the education, the more people say they trust others. Among Malmö residents with only primary and secondary education, more than one in two find it difficult to trust others: compare this with just over one in four Malmö residents with post-secondary education who share the same approach. The pattern is similar if trust is analysed in relation to employment status. Among Malmö residents who are unemployed or on long-term sick leave, more than one in two have difficulty trusting other people. Among Malmö residents who are or have been in gainful employment, one in three do not trust others. The difference between people in and people outside the labour market is evident among both men and women.

The degree of trust in others also varies depending on the region of birth. One in three Malmö residents born in Sweden do not trust others, compared with one in two Malmö residents from countries outside Europe. In other words, there is a trust gap among Malmö residents depending on where they were born, which follows the same pattern that recurs in a number of aspects of inequality, such as health and economic living conditions. This indicates the importance of working towards political, economic and social integration of people who were not born in Sweden or have a foreign background. The situation is similar for Skåne as a whole.

Analysing differences within the city presents a view with obvious geographical differences. More than one in two Malmö residents find it difficult to trust other people in two of the city's socioeconomically vulnerable areas. Compare this to the city's more affluent areas, where only one in four people say they find it difficult to trust others.

⁴⁷ Region Skåne's public health surveys regularly measure trust in other people among the people of Skåne. The question was: *Do you think most people can be trusted in general?* The question was answered with yes or no. Respondents who answered no were categorised as having difficulty trusting others.

⁴⁸ The SOM Institute at the University of Gothenburg, which conducts national trust studies, uses a slightly different wording for the question and has significantly more detailed answer categories, which means that Malmö statistics are not comparable to the national statistics.

⁴⁹ Low trust means that the person in question has chosen either "Disagree" or "Disagree completely" as a response to the statement "Most people can be trusted".

⁵⁰ The SOM Institute's surveys show that trust is generally lower within groups that can be said to be in vulnerable situations. These are mainly unemployed people, sick people and people who were born abroad (Holmberg and Rothstein 2017).

SDG 12. Responsible Consumption and Production

SDG 12 aims to secure structures that generate more sustainable production and consumption. The goal should be viewed in the light of the globally growing middle class, which is expected to place additional pressure on the Earth's overall resources, in turn increasing the risk of adverse effects on the environment and human health. The city has good opportunities to work with this goal, partly because the city procures goods and services worth large amounts of money every year. Formulating guidelines for procurement procedures is allowing the city to contribute to innovation-driven development of both its own and its suppliers' activities in a sustainable direction. Municipalities are also responsible for large elements of waste disposal. Making the most of resources in waste by means of recycling and detoxifying the cycle by collecting hazardous waste is crucial in order to achieve the national environmental quality goals and is in line with a number of the SDGs, including SDG 12. Consumer advice and energy and climate advice are other services offered by municipalities in order to support residents in more sustainable consumption (Glokala Sverige 2020).

There are three indicators for the goal:

- **Collected household waste, kilos/person**
- **Household waste collected for recycling**
- **Organic food in city activities**

Continued reduction in residual household waste and more food waste being sorted

Achieving a sustainable society is about reducing mankind's ecological footprints. This includes altering both the production and consumption of goods and resources, and both reduced consumption and increased recycling of everything from food waste to material waste are required in order to achieve sustainable development.

In Malmö, the total amount of residual waste collected decreased in 2019, for the eighth consecutive year, and amounted to just under 66 kilotonnes. However, this decrease is largely due to the fact that the collection of food waste has been expanded over the same period. In 2009, only three per cent of food waste was collected, while 54 per cent was collected in 2019. The amount of food waste collected has increased to approximately the same extent as the decrease in residual waste. In 2019, residual waste collected in Malmö amounted to just over 190 kg per person. So although the total amount of household waste remains approximately the same, the fact that food waste is sorted and used for biogas and biofertilisers is of course a good thing. Residual waste is the waste disposed of in regular rubbish bags. Residual waste is neither reused nor recycled, but incinerated. However, the energy in the waste is utilised and provides heat to the district heating system in Malmö, as well as providing electricity (Miljöförvaltningen, Malmö stad 2021–2).

Overall, recycling of packaging (not including newspapers) has increased by 7.8 kg per person in Malmö between 2009 and 2019, according to FTI (Förpacknings & tidningsinsamlingen) statistics. However, there is room for improvement: waste analyses for 2015–2018 show that only about 40 kg of packaging per person per annum is recycled, while approximately 60 kg is discarded with residual waste each year (Miljöförvaltningen, Malmö stad 2021–2). The collection of packaging and recycled paper in Malmö increased from 50 to 54 kilos per person per annum between 2018 and 2019 (Kolada U07483). However, it is unclear whether this increase is explained by increased consumption, or whether the development is explained de facto by increased awareness of the importance of recycling. Metal, glass and plastic packaging has the highest collection figures for the reported period in 2019. Malmö residents collect more household waste than in Stockholm and Gothenburg (Kolada U07801).

To summarise, based on last decade, the trend is positive, as both the total amount of residual waste and the amount of residual waste per person are reduced by increasing the collection of food waste and packaging (Miljöförvaltningen, Malmö stad 2021–2).

Increasing percentage of organic food in the city's activities

The follow-up in 2019 showed a positive development over time, the percentage of organic food increasing significantly and standing at 65 per cent in 2018, which was significantly higher than in Stockholm and Gothenburg. The City of Malmö has used sustainability requirements in procurement procedures to

continue its efforts to steer purchases towards goods and stakeholders that contribute to all three dimensions of sustainable development. For instance, the city has used procurement procedures to obtain a high proportion of Fairtrade-branded goods such as coffee and tea, and the city has also stepped up its efforts to reuse furniture, books, appliances and office equipment through an internal, municipal procurement service (Miljöförvaltningen, Malmö stad 2021–2, page 67). The trend has continued in a positive direction between 2018 and 2019, and 69 per cent (2019) and 70 per cent (2020) of the food used in local activities was certified organic. Malmö is still high compared with Stockholm and Gothenburg (Kolada U07514).

SDG 13. Climate Action

SDG 13 aims to combat climate change. The effects of climate change affect us all, but people living in poverty are hit hardest. Changing climate causes drought, water shortages, flooding, natural disasters and collapsed ecosystems. These pose threats to human health and safety. For the City of Malmö, this goal can be put into practice locally by means of initiatives such as climate adaptation of physical community planning, investments in public transport, improved opportunities for cycling, reduced energy consumption in public buildings and integration of environmental and climate aspects in procurement procedures.

There are five indicators for the goal:

- Total greenhouse gas emissions, tonnes of CO₂ eq/ resident⁵¹
- **Total greenhouse gas emissions, tonnes of CO₂ eq**
- **Green cars in the city organisation**
- **Green cars, percentage of total cars in the geographical area**
- **Average mileage by car**

Massive reduction in greenhouse gas emissions over time, but a need to include greenhouse gas emissions from consumption

Sustainability Report 2019 showed that greenhouse gas emissions in Malmö's geographical area have decreased steadily over the years. This positive development is confirmed in the annual environmental report, *Miljöredovisning 2020*. There is a continuously declining trend in greenhouse gas emissions, see Figure 14.

If just the greenhouse gas emissions generated by the local administration are taken into account, the follow-up indicates a 66 per cent reduction between

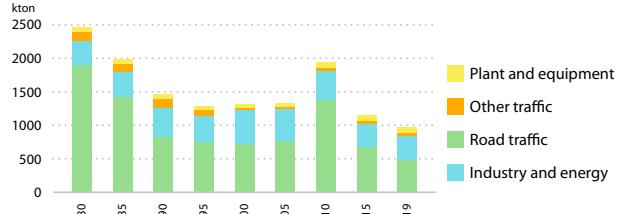


Figure 14. Total carbon dioxide emissions per sector for Malmö's geographical area (kilotonnes per annum). Source: Miljöförvaltningen, Malmö stad 2021–2.

2015 and 2020 (Figure 15). Most of the decrease is in emissions related to the heating of city buildings, which is mainly explained by the fact that purchases have focused on renewable district heating (Miljöförvaltningen, Malmö stad 2021–2, page 17).

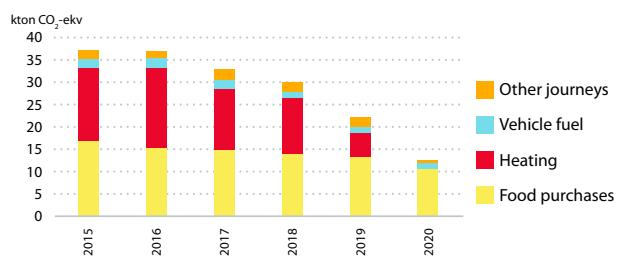


Figure 15. Greenhouse gas emissions from the city administration, 2015–2020. Only emissions related to fuel consumption and food purchases are reported here. There is no information on other emissions caused by the city organisation's activities (kilotonnes per annum). Source: Miljöförvaltningen, Malmö stad 2021–2.

To provide a full picture of greenhouse gas emissions, the territorial emissions statistics need to be supplemented with information on consumption-based greenhouse gas emissions.⁵² There are no current figures for consumption-based greenhouse gas emissions at present. However, the assessment made in both the *2020 Annual Report for the City of Malmö* and *Environmental programme for the City of Malmö 2021–2030* is that development should be progressing towards a sustainable level, but that this requires

51 The indicator has not been followed up in this VLR.

52 Consumption-based greenhouse gas emissions mean that goods and services consumed in Malmö lead to emissions in other parts of the world..

cooperation and participation with the people who live and work in Malmö (Miljöförvaltningen, Malmö stad 2021–1, page 9; Miljöförvaltningen, Malmö stad 2021–2, page 17 f).⁵³ However, there are indications that Malmö's greenhouse gas emissions figures would rise significantly if these emissions are included (Malmö stad, u.å-4). There are many ways in which the Swedish public sector can influence consumption-based emissions, such as via sustainable procurement requirements, travel and hospitality policies and promotion of sustainable transport. The City of Malmö is working actively on these issues, for instance by taking into account the climate impact of the food served in the city's activities. The climate impact of the City of Malmö's food purchases has fallen by 30 per cent between 2002 and 2020 due to an increase in the proportion of vegetables in the food served by the city (from the forthcoming evaluation of *Policy for sustainable development and food*).

High percentage of fossil-independent vehicles in the City of Malmö's vehicle fleet, and an increasing percentage of the total number of cars in the city

The percentage of green cars⁵⁴ in the City of Malmö's own fleet of cars and vans has increased steadily over the past decade and now stands at 93 per cent. The goal for 2020 in *City of Malmö's green car strategy* is that at least 95 per cent of vehicles should be green, and hence this is not achieved in full. The percentage of vehicles powered by electricity stood at seven per cent in 2020, and the goal in the green car strategy was set to 15 per cent.

The City of Malmö's green car strategy has been crucial to achieving the high percentage of fossil-independent vehicles in City of Malmö's vehicle fleet. This strategy was introduced in 2009, renewed in 2016 and revised in 2018 so as to ensure that requirements are adapted to needs and markets. The primary success factor is the fact that the strategy has clearly defined the framework for the purchase of new vehicles so that vehicles powered by electricity or gas are given priority.

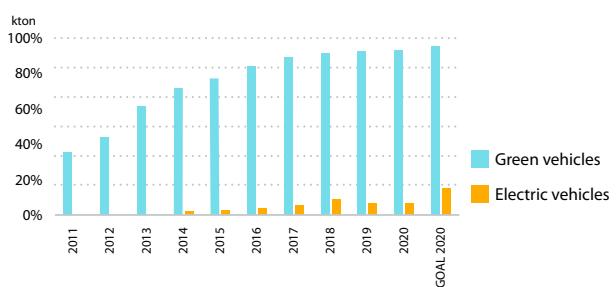


Figure 16. The percentage of local electric vehicles and green vehicles powered by biogas, hydrogen, electricity or plug-in hybrid technology, according to the green car strategy for Malmö (%). Source: Miljöförvaltningen, Malmö stad 2021–2.

That said, no major changes can be seen in terms of the cars owned by Malmö residents or the total mileage travelled by motorists. However, the percentage of green cars among the total number of cars in Malmö has increased. This trend has increased slowly from 2016 onwards; just over one in seven cars was car classified as green in 2016, while in 2020 this figure stood at almost one in five cars. The streets of Malmö are home to a lower percentage of green cars than in Gothenburg (20.1 per cent) and Stockholm (23.0 per cent), but the level in Malmö is fairly close to the national average (16.4 per cent) (Kolada N07400).

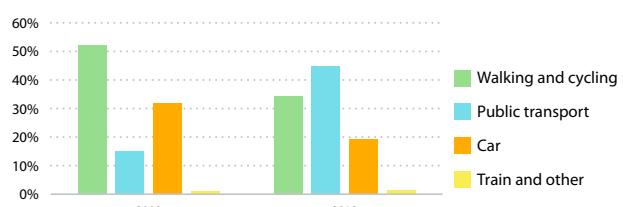


Figure 17. Percentage of journeys by each mode of transport to and from school and work in Malmö (%). Source: Miljöförvaltningen, Malmö stad 2021–2.

There is no clear positive or negative trend on analysing the trend regarding average mileage travelled (mileage/resident): this figure has gone both up and down between 2016 and 2020 (Kolada U07917). That said, car use appears to have altered over the years. The City of Malmö's in-depth travel survey, which is conducted every five years, shows a clear decrease in car journeys to work and school: see Figure 17. Journeys by public transport to work and schools have increased over the same period, from 12 per cent to 45 per cent.

53 The Environmental Programme in the City of Malmö will remain in force until 2030. A goal value for 2030 will be developed at the beginning of the programme period that is in line with the goal up to 2050.

54 Vehicles powered by biogas, hydrogen or electricity (including plug-in hybrids)..

SDG 16. Peace, Justice and Strong Institutions

SDG 16 indicates the link between peace and sustainable development, two states that require one another if they are to be achieved. The goal is to promote peaceful, inclusive and fair societies where there is no discrimination against anyone on the basis of gender, ethnicity or religion. This goal is achieved by combating various forms of violence and oppression, as well as combating corruption. Promoting and respecting human rights is a basic prerequisite for turning this goal into reality, as well as the 2030 Agenda as a whole and the “leave no one behind” principle. For municipalities, this goal involves both ensuring that activities are conducted in a legally secure manner and that action is taken against all forms of corruption.⁵⁵ Working with preventive measures that are largely formulated at a local level is an important element in achieving this goal. It also involves making it possible for citizens to play their part; a principle that is key to the human rights framework, and also to a vital democracy.

There are three indicators for the goal:

- **Residents aged 16–84 who do not go out alone**
- **Reported violent crimes per 100,000**
- **First-time voters who voted in last City Council elections**

• Results of activities, city⁵⁶

Insecurity is greatest among women and the elderly and varies between different geographical areas in the city

Security is complex and reflects the individual's perceptions of their own safety. It is based on the individual's values, interpretations, experiences and social conditions and the design of the physical space. Perceived security is dependent on the individual's internal and external control, trust in the community and other people, as well as the individual's belief in their own ability to prevent crime. Conditions in which people grow up, individuals' physical or mental disabilities and socioeconomic conditions are other factors that impact on the feeling of security.

The feeling of insecurity among Malmö residents remains high, even though crime is decreasing. One in three Malmö residents avoid going out at some point for fear of being assaulted, robbed or otherwise molested (Region Skåne 2020). This percentage is slightly higher than for Sweden as a whole (28 per cent), and slightly lower than for Skåne (35 per cent). Relevant patterns emerge if the aggregated data is broken down. For instance, one in two women state that they sometimes avoid going out alone; although not even one in five men describes something similar. Perceived insecurity is also a little more common among elderly Malmö residents; among people aged 65 to 84, four in ten say that they sometimes avoid going out alone: compare this with three in ten for Malmö residents between the ages of 18 and 64.

55 The City of Malmö has initiated two assignments that are close to anti-corruption work. The City Executive Board decided on an action plan entitled *Att förebygga och hantera ekonomisk brottslighet och oegentligheter i välfärden kring välfärdsbrottslighet* [Preventing and managing financial crime and welfare irregularities relating to welfare crime] in 2020. The 2021 budget for the City of Malmö provided another assignment, tasking the city – together with the affected committees and relevant authorities – with stepping up efforts to access structures relating to welfare fraud and the black economy in Malmö. The overall objective of the action plan is to reduce the risk of welfare crime, which can be summarised by stating that the city's money should not end up in the wrong hands. The action plan consists of four elements: Unauthorised influence and internal irregularities, Purchasing and procurement, Individual companies, and associations. Counteracting unauthorised influence involves ensuring that decisions are made correctly and on the right grounds. Corruption and welfare crimes have economic consequences, but perhaps even more serious is the risk involved if confidence in the city, the public sector and, ultimately, the democratic system is undermined.

56 The indicator has not been followed up in this VLR.

Perceptions of insecurity are linked with both geography and location. If people feel unsafe in their own residential area, this could pose a risk of restricting their own freedom of movement. As regards the significance of the location, the security survey conducted by the Police in 2019 shows that one in three men and just over one in two women in Malmö feel unsafe when out alone in the evening in their own residential area. This analysis shows that this percentage has remained at the same level since 2011 (Polisen 2011–2019).

Perceived insecurity presents challenges even among the city's children and young people. Data from the CTC survey⁵⁷ shows that the percentage of children who feel unsafe in their own residential area stands at 13 per cent (Stadskontoret, Malmö stad 2017, 2019, see also page 51 in the VLR). No major difference can be identified between girls and boys. That said, the analyses show major geographical differences, as is clear in Figure 18. There are also surveys showing that young people with disabilities feel more unsafe than other young people in their own residential area (Region Skåne 2018–2).

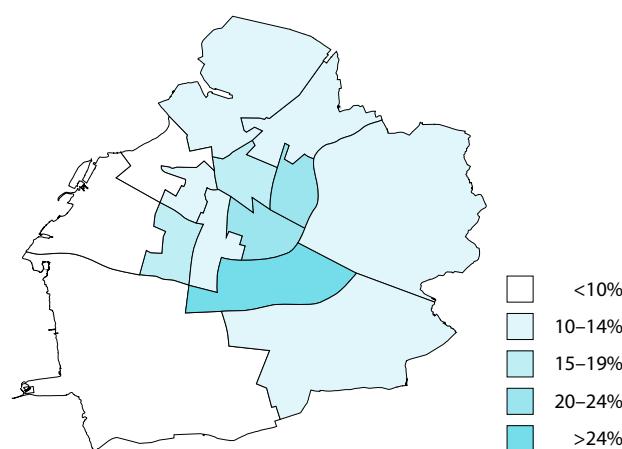


Figure 18. Percentage of Malmö children from Year 6 to upper secondary school Year 1 who do not feel safe in their own residential area, by residential area, 2017 and 2019 (%) Source: Stadskontoret, Malmö stad 2017, 2019.

The percentage of Malmö children who do not feel safe when using public transport has increased between 2012 and 2016 (Region Skåne 2012; 2016). One consequence is a restriction in children's freedom and their opportunities to use both public spaces and activities in parts of the city other than where they live.

It should be noted in particular that there is a difference between boys and girls. The increase is greater among girls (6 per cent in 2012 and 12 per cent in 2016 respectively in Year 9) than among boys (4 per cent in 2012 and 6 per cent in 2016, respectively). The percentage of Year 9 girls who do not feel safe in the city has also increased to the same extent while the percentage for boys is decreasing: this is a worrying development.

More violent crimes in Malmö compared with Stockholm and Gothenburg, but a downward trend is perceptible

Malmö is also high up in the table when it comes to the number of violent crimes, with 1,151 crimes per 100,000 citizens in 2019 compared with 886 in Sweden as a whole, 949 in Gothenburg and 1,118 in Stockholm (Brå u.å.). However, there is a downward trend in the number of violent crimes in Malmö, and this is true of other major cities as well.

In Region Skåne's public health survey in 2019, a total of 2.9 per cent of respondents stated that they had experienced physical violence over the past year (3.4 per cent of men and 2.4 per cent of women), which is on a par with the average for Skåne. The percentage of people who reported having been subjected to violence has decreased slightly since the 2008 survey (4.5 per cent in 2008, 3.5 per cent in 2012). There was no difference between the genders in the 18–34 age group in the 2019 survey, but in other age groups the percentage was higher among men than among women (Region Skåne 2000–2019).

Exposure to violence differs enormously between the northern and central areas of Malmö. More than five per cent of respondents in one of the city's areas report that they have been subjected to violence, compared with just over one per cent of Malmö residents living in the southern parts of Malmö (see Figure 19).

The most common place to be subjected to violence was in a public place or at an entertainment venue (38 per cent), followed by the workplace (22 per cent) and at home (21 per cent).

⁵⁷ Based on answers from students from Year 6 to Year 1 of upper secondary school in 2017 and 2019..

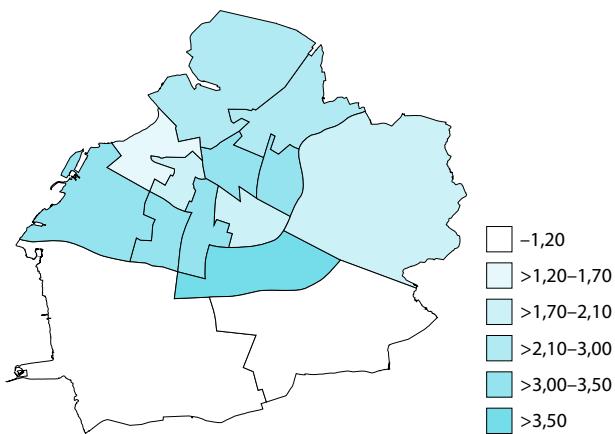


Figure 19. Percentage of Malmö residents subjected to physical violence over the last year by residential area, 2019 (%). Source: Region Skåne 2000–2019.

Mainly xenophobic or racist motives behind hate crimes reported in Malmö

Hate crime involves a person or group of people being attacked because of their (perceived) race, skin colour, ethnic background, faith, sexual orientation or transgender identity or expression. The definition of hate crime does of course differ in the legislations of different countries, but there is consensus that hate crime is a result of a lack of respect for human rights and the fact that all people are of equal value (Brå 2019). Despite several positive trends, perceptions of insecurity and trends in respect of discrimination and hate crimes remain a challenge for both Sweden and Malmö.⁵⁸

7,090 hate crimes were reported in Sweden in 2018⁵⁹. Many cases go unrecorded, and people are generally reluctant to report such cases. Hate crimes take place in a number of different places where people spend their day-to-day lives. National statistics show that the most common crime scenes in the cases reported in 2018 were public places such as streets, squares or parks (22 per cent). 15 per cent of hate crimes were committed online, while 13 per cent were committed

in or near to the victim's home (Brå 2019). Over time, however, the greatest increase is seen in hate crimes committed online.

Approximately a quarter of all hate crimes reported in 2018 (1,590 of just over 7,090 crimes) were committed in Malmö, Stockholm and Gothenburg. 71 crimes per 100,000 citizens were reported in Malmö, while the corresponding figures for in Stockholm and Gothenburg were 102 and 66 respectively (Brå 2019).

Of the 238 hate crimes reported in Malmö in 2018, most of them – 155 crimes – had xenophobic or racist motives. This category also includes hate crimes with Afrophobic and anti-Roma motives, as well as other racist motives. These crimes usually involve threats or harassment, but assault is just as common among men who fall victim to xenophobic hate crimes (Brå 2019).

The number of crimes with anti-Semitic motives was higher in Malmö – seven for every 100,000 citizens – than in Stockholm and Gothenburg, which saw four and three crimes per 100,000 citizens, respectively (Brå 2019). As regards hate crimes related to sexual orientation, seven crimes per 100,000 citizens were reported in Malmö, while the corresponding figure for Stockholm was eleven and the figure for Gothenburg was six (Brå 2019). Exposure to homophobic hate crimes differs from other hate crimes in that the perpetrator is more frequently a relative, and the crime scene is the home (SCB 2020–2).⁶⁰

High, stable and increasing voter turnout in Malmö, but major differences between different areas of the city

Sweden sees stable and high voter turnout compared with other countries.⁶¹ This can be interpreted as the result of relatively good political integration in general.⁶² In a changing world, when matters are dominated by the coronavirus pandemic, it is important to continue working towards viable democracy by reinforcing

58 There are currently no nationally devised indicators linked with Agenda 2030 and the SDGs as regards hate crimes.

59 There is a delay in the publication of the Swedish National Council for Crime Prevention's hate crime report, and in April 2021 the data is still no more recent than 2018.

60 In 2020, the City of Malmö decided to step up its efforts against hate crimes, and the City Executive Board has earmarked special funds for this initiative. To date, reinforcement of efforts in respect of hate crime has resulted in a knowledge conference and production of videos focusing on young people's exposure to hate crimes: these can be used by the city's schools.

61 Sweden holds elections every four years for its Riksdag, regional councils and municipal/city councils. The last election was in 2018, and the next election will take place in September 2022.

62 Integration involves a number of elements of community life; economy, politics and society. One common way of operationalising political integration is to study factors such as voter turnout and representation in political parties and assemblies.

voter turnout in order to ensure the human rights of Malmö residents.

There is a positive trend over time as regards voter turnout among the Malmö population entitled to vote. Voter turnout increased consistently in both the City Council elections and the parliamentary elections between 2002 and 2018. Voter turnout was 72.5 per cent in the city elections and 76.1 per cent in the parliamentary elections in 2002. The corresponding figures for 2018 were 78.6 per cent and 82 per cent respectively. There has been similar development in Gothenburg and Stockholm, and also in Sweden as a whole. However, voter turnout in Malmö is generally slightly lower than in other major cities and Sweden as a whole (Kolada, N05403). Analyses indicate major differences in voter turnout between different areas

in Malmö. The percentage of voters in each constituency varies from less than 60 per cent to areas where voter turnout is stable at levels above 80 per cent (Valmyndigheten).⁶³

Among Malmö's young first-time voters, fewer people choose to vote in the City Council elections compared with Sweden as a whole as a whole, Stockholm and Gothenburg, and in municipalities that are socioeconomically similar. In the last elections, which were held in 2018, 76 per cent of first-time voters in Malmö voted, compared with 82 per cent for Sweden as a whole. Voter turnout is higher for female first-time voters in Malmö – 79 per cent compared with 72 per cent of men in the 2018 elections – which is a recurring pattern in analyses of the parliamentary elections (SCB 2018).

63 The areas of Malmö with low voter turnout are characterised by factors such as a high percentage of people born abroad. The anthology *Valdeltagande och politisk integration – Om invandring och politisk integration i Sverige* [Voter turnout and political integration – On immigration and political integration in Sweden] (2017) examines voter turnout among people born abroad and people with foreign backgrounds, and the results show that voter turnout is lower among these people compared with people born in Sweden. The study examines further the significance of political representation. People born abroad and people with foreign backgrounds are generally underrepresented in the elected assemblies. Immigrant representation has increased over time, but this group of people is still underrepresented. Various possible factors to explain this are examined, such as individual resources (including education, employment and income), and contextual factors (such as party and electoral systems) are taken into account. The results show that there is little support for resource-based explanations and that the explanatory power of contextual factors is also limited. The nomination procedure for the Swedish parties is being investigated in order to find reasons for this underrepresentation (Bevelander and Spång 2017).

SDG 17. Partnerships for the Goals

SDG 17 is all about leadership and collaboration for implementation of the 2030 Agenda. This goal is key to the implementation of the Agenda and the SDGs: it involves mobilising and redistributing power and resources required for implementation. Creating conditions for broad engagement and participation is important, not least as regards the perspectives of children and young people on sustainability challenges and their solutions.

Unlike the other 16 goals, there is no guidance here in the indicators devised by RKA for the follow-up to Agenda 2030 at a local level. A description is provided below of how the City of Malmö is working on the four targets deemed relevant to the city, as well as reasoning on how measures can be developed for following up the goal in future.

Reinforce political consensus

There was political agreement on the decision to integrate the 2030 Agenda in the City Council goals, making it part of the new budget process that was introduced in full in 2020. Full implementation of this integration requires broad political consensus. In this case, a consistent policy involves managing conflicting goals and synergies between different goals; not regarding the goals as separate, but as integrated and dependent on one another. For instance, completion of schooling (SDG 4) provides better conditions for future health (SDG 3). Infrastructure initiatives involving public transport and cycling can both promote health and reduce carbon dioxide emissions (SDGs 3, 11 and 13). Descriptions of the expected impact of different measures and investments on climate, health or social outcome measures, for example, are needed in order to strike a balance (see Chapter 3 of the VLR).

Reinforce the global partnership

Malmö is a global city in a number of respects, not least because more than 180 nationalities are represented among the city's residents. "The city acts locally and contributes globally" is a motto that can be seen in a number of steering documents, but there is also a great deal of commitment through global partnerships. The complex global and local problems of today cannot be resolved by any one stakeholder: the city needs to seek out new ways of taking action through cooperation with civil society, academia and the business community – locally, nationally and globally. This is particularly clear in respect of the environment and climate, where cooperating within a defined geographical area is often not enough to achieve an impact. Malmö is part of a number of partnerships for sharing and exchanging intelligence on several of the SDGs. The EU forms the basis for Malmö's international partnership, but the city is also involved in partnerships with developing countries. The City of Malmö is part of 20 (known) global partnerships in total.⁶⁴

Encourage effective partnerships

On a general level, the City Council has already supported the Malmö Commission's recommendation for establishment of knowledge alliances for democratised steering (see page 17 of the VLR). This is in light of the fact that cooperations with academia, civil society, the business community and Malmö residents are a prerequisite for understanding the causes of problems and obstacles to development, as well as developing effective solutions. An external evaluation of the work of the Malmö Commission was completed in 2020. As regards the proposals on knowledge alliances and democratised steering, the evaluation was of the view that these were easier to implement than many of the other recommendations, but nevertheless that there were challenges linked mainly with a lack of support. The evaluation recommends that the City of Malmö

⁶⁴ However, there is no comprehensive view of the global partnerships in which various committees and local companies are involved.

should build further on the concept of knowledge alliances, not least because knowledge alliances provide good conditions for knowledge developed to include a variety of perspectives, which in turn is considered crucial to policy priorities and, ultimately, to bringing about the necessary change (WSP 2020, page 7).

Develop new ways of measuring progress

To summarise, this target is all about building further on existing initiatives by 2030 in order to develop measures of progress that contribute to economically, socially and ecologically sustainable development and complement the average gross domestic product (GDP).

A structure to allow developments towards these goals to be followed is also included as part of the decision to integrate the UN's SDGs into the goals of the City Council and make them part of the new budget process. In 2021, development work is in progress on the formulation of the new City Council goals – in which Agenda 2030 is integrated – as well as the creation of a local indicator system for analysis and monitoring of development in relation to all 17 SDGs. This work is expected to be completed by the end of 2021 and will facilitate the follow-ups conducted within the city's sustainability follow-up system (see page 29 in the VLR).

Analysis of development in Malmö, with emphasis on priority goals and targets in the 2020 budget for the City of Malmö

The SDGs have been integrated into City of Malmö's steering towards targets and goals, starting with the *2020 Budget for the City of Malmö* (see Chapter 3 of the VLR). The City Council goals specified in the budget indicate a common direction for the city's collective activities. These goals specify a limited number of common and priority areas for development, where the way forward to achieving goals is based on cooperation between a number of committees and companies. A goal structure of this kind is expected to help provide better conditions for achieving both political ambitions (as expressed in goals and priority areas for development) and higher quality for the service delivery to Malmö residents. The City Council goals have been developed and prioritised on the basis of analyses that show the development of Malmö in relation to the SDGs.⁶⁵ The priority goal areas in the budget for the term of office relate to:

- **Education and work**
- **Urban development and climate**
- **Security and participation**
- A good organisation⁶⁶

Work is in progress on developing local indicator systems

Two interlinked development initiatives are in progress at present, aiming to facilitate the follow-up of the development of the City of Malmö towards the SDGs (see above), as well as the City Council goals. The assignment involving development of indicators for the follow-up of the City Council goals has made the greatest progress, and is being conducted with emphasis on Malmö residents and the city as a whole.⁶⁷ At present there is a proposal for a total of 47 indicators for following up the City Council goals, but these have not yet received support from the rest of the city at the time of writing.⁶⁸ All indicators are comparable over time, and most of them also allow comparisons with other municipalities and/or between areas within the city.

Baseline measurement will be possible for all indicators for both indicator systems (the 17 SDGs and the City Council goals). Baseline data is of merit as a way of monitoring the development of the city's work towards the SDGs and the goals adopted by the City Council for the current term of office. The City of Malmö has access to extensive datasets collected as long time series, which provides good opportunities to define an optional baseline.⁶⁹

65 As only one year has passed, the idea is to reconcile against the City Council goals in the annual reports (mainly in interim and annual reports), while achievement of goals will be assessed for the entire term of office. As a result, this VLR cannot include any analysis or assessment of the extent to which the City Council goals are met (or not). Instead, a current situation and an estimate of developments are outlined and based on the follow-up to the budget for 2020 as reported in the *2020 annual report for the City of Malmö*.

66 As stated in the introduction to this report, a restriction has been defined in relation to the City of Malmö as an employer, and so no outcome analysis is reported for this goal area here..

67 The goal area "A good organisation" is not included in this assignment as indicators for this goal are being developed by the HR department.

68 The city's committees define their own goals and indicators on the basis of the City Council goals in order to gauge the success of their work. The committees report on the current situation, mainly by means of interim and annual reports.

69 The data provided in the *Kolada* database includes statistics, key figures, indicators and indices. A baseline can be developed on the basis of this and can be founded on years, socioeconomically similar municipalities or major cities, for example.

Goal area – Education and work

This goal area focuses on a number of the challenges highlighted previously by the outcome analysis, which include the fact that Malmö – despite good growth in terms of new jobs – still has a high unemployment rate, that many Malmö residents receive financial assistance for long periods, and that a large group of young Malmö residents are not in employment, education or training. This goal area also corresponds to the mental illness that afflicts many people; children, young people and the elderly. The outcome analysis has indicated differences, sometimes striking, between different groups of Malmö residents. Different Malmö residents have different conditions, and hence different living conditions as well, on account of where they were born, their gender or their disabilities. This goal area includes three City Council goals.

The City of Malmö must work to ensure that a larger percentage of students complete upper secondary education within 4 years⁷⁰

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that the overall assessment is that the city's work towards the goal is difficult to assess at present.

Challenges linked with equality persist for the city's preschools; giving all children in Malmö the right to equivalent preschool activities. Provision of skills is stated as the main reason; that is to say, that there is still a shortage of trained preschool teachers despite initiatives in respect of skills-enhancing efforts. The outcome analysis of the SDGs definitely indicated a positive development as regards the percentage of young people who were qualified for upper secondary school, but the annual report highlights the fact that even so, there is a difference between different schools as regards the percentage of Year 9 students who are qualified to apply to upper secondary school. The year of the coronavirus pandemic has presented challenges for the city's adults in need of education as regards supporting the people furthest from the labour market

who are in an exposed or vulnerable situation. Among other things, some people have found it difficult to make the most of digital teaching. The city is continuing to apply the model whereby resources are allocated to schools on the basis of the needs of the student base; schools with a higher percentage of students who find it difficult to meet the knowledge requirements are given extra resources, compared with schools with high percentages of students with good study results. This resource allocation model is aimed at both preschool and adult education activities.

The City of Malmö must work to ensure that a greater percentage of young people work or study⁷¹

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that the overall assessment is that the overall work taking place within the city is moving forwards slowly despite the ongoing pandemic.

Upper secondary school activities have focused on developing study and careers guidance over the year in order to give students more of a chance of choosing the right programmes ahead of upper secondary school, thereby reducing drop-outs from upper secondary programmes. This focus on study and careers guidance is also stated as part of the reason why more students have become qualified to continue their studies as part of an upper secondary programme; a result also demonstrated by the outcome analysis of the SDGs. When it comes to functional support activities, efforts have been made in cooperation with the Swedish Social Insurance Agency, primarily as part of day-to-day activities, to reinforce the link with the labour market for Malmö residents with some form of disability. The fact that there is a need – as was demonstrated in the outcome analysis of the SDGs – is reinforced by data showing that unemployment at a national level is slightly higher than the average among people with disabilities, but there are no corresponding figures on development at a local level. However, estimates show that unemployment throughout the

70 Four committees have been identified as being particularly responsible for efforts towards achieving this goal.

71 Three committees have been identified as being particularly responsible for efforts towards achieving this goal..

year of the pandemic was not as high for people with disabilities as for the population as a whole. The city has also continued to offer young people (aged 16–19) summer internships, an initiative giving young people a valuable opportunity to try out different jobs, gain work experience and earn money; but the pandemic has affected the extent of the jobs on offer. The same is true of labour market initiatives interventions for young people (aged 18–29), which decreased during the year.

The City of Malmö must work to increase the percentage of Malmö residents who are self-sufficient⁷²

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that the overall view is that the city's collective efforts are moving forwards towards the goal. According to the *2020 Annual Report for the City of Malmö*, the percentage of unemployed Malmö residents increased during the year, in parallel with the fact that the percentage of households receiving financial assistance remained unchanged in relation to 2018 and 2019. It is thought that the government's decisions to reinforce general social security benefits have helped to mitigate the adverse impact of the pandemic.

Goal area – Urban development and climate

As regards this goal area, the city is aiming to continue its sustainable growth towards a city that is home to half a million residents by 2047. This requires collective efforts in order to make business start-ups more attractive, with jobs that can benefit all Malmö residents. The outcome analysis of the SDGs showed many of the region's jobs are based in Malmö, but that there is a mismatch between the qualifications demanded and the skills of unemployed Malmö residents. One important aspect of a sustainable city is to

reduce segregation, homelessness and overcrowding, and so goals are formulated in line with this within this goal area. This involves increasing the number of homes that both new and old Malmö residents may require, and where the range of apartments available must be financially accessible to more Malmö residents. This goal area includes four City Council goals.

The City of Malmö must work to reinforce the city's position as a regional engine for growth⁷³

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that City of Malmö's work towards the goal is going according to plan in some respects, but both positive and negative deviations are also noted. On a general level, the city's work is deemed to be moving forwards towards the goal.

In areas where the work is not following the plan, this is explained mainly by the impact of the coronavirus pandemic on various events, among other things. That said, it has been possible to keep the level of activity intact in respect of longer-term urban development projects and infrastructure initiatives.

Malmö must be a pioneer when it comes to reducing greenhouse gas emissions⁷⁴

This goal is linked with the following SDGs:



What did the follow-up indicate? The City of Malmö's work towards the goal is going according to plan from a holistic perspective, and in some cases positive deviations from the plan are being noted. However, a number of committees and municipal companies report that the trend towards the goal cannot be assessed as things stand at present. On a general level,

⁷² Three committees have been identified as being particularly responsible for efforts towards achieving this goal.

⁷³ Four committees and three companies have been identified as being particularly responsible for efforts towards achieving this goal.

⁷⁴ All of the city's committees and companies have been identified as being particularly responsible for efforts towards achieving this goal.

the city's work is nevertheless deemed to be moving forwards towards the goal.

The coronavirus pandemic has left its mark on this area as well; in many instances having a positive impact by reducing transport, which in turn reduces greenhouse gas emissions. The city has worked jointly on sustainable purchasing, food, transport, investment in green cars and renewable energy, as well as reducing the use of disposable items.

The City of Malmö must work to reduce segregation through the planning of the city⁷⁵

This goal is linked with the following SDGs:



What did the follow-up indicate? The committees responsible are of the view that the year has resulted in both positive and negative deviations in relation to the plan. The *2020 Annual Report for the City of Malmö* estimates that the city's collective efforts are helping to achieving these goals.

As shown in the outcome analysis of the SDGs, segregation presents a challenge in Malmö, and in particular has an impact on groups of Malmö residents who are most remote from their rights. The inequality prevailing in Malmö reinforces the adverse impact of segregation on the most exposed and vulnerable people in society. It is thought that the city has achieved a shift towards reduced segregation due to initiatives that involve making culture apparent and accessible in all parts of the city, for example, and reaching out to new target groups. The city has continued to push for new construction to comprise both rented apartments and tenant-owner apartments, and the matter of school segregation has been tackled by establishing schools in central Malmö with a view to attracting young people from all parts of the city.

The City of Malmö must work to reduce homelessness⁷⁶

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that work over the year has progressed towards the goal, but that there are both positive and negative deviations. One positive aspect is that homelessness linked with social problems is decreasing. This is partly explained by the fact that fewer new arrivals have come to Malmö, and partly because the year has seen high levels of construction of rented apartments. Challenges persist, including the fact that more landlords should accept income support as income.

Goal area – Security and participation

The outcome analysis of the SDGs indicates challenges in respect of security and participation. Many Malmö residents, particularly young girls and women, feel insecure in a way that imposes restrictions on their own lives, and this insecurity differs enormously between the different areas of the city. The outcome analysis also highlighted results showing that there are groups of Malmö residents who are less likely to vote, even though political participation is generally high. A lower percentage of Malmö's young first-time voters go out to vote, compared with Stockholm and Gothenburg. One dimension of security and participation involves trust, and the outcome analysis shows here that Malmö – compared with the other 290 municipalities in Sweden – has the highest percentage of the population claiming to have difficulty trusting other people. The analysis shows that trust is lower among Malmö residents who are in vulnerable or exposed situations; if they are unemployed, low-skilled or living in a socioeconomically vulnerable part of the city, for example. This goal area includes three City Council goals.

⁷⁵ Six committees and one company have been identified as being particularly responsible for efforts towards achieving this goal.

⁷⁶ Three committees and two companies have been identified as being particularly responsible for efforts towards achieving this goal.

The City of Malmö must work to increase security among Malmö residents and reduce crime⁷⁷

This goal is linked with the following SDGs:



What did the follow-up indicate? In the *2020 Annual Report for the City of Malmö*, the responsible committees and companies state in unison that the work is going according to plan. Thus, the overall assessment is that the city's collective efforts to increase security and reduce crime are moving towards achievement of this goal by the end of the term of office in 2022.

Conducting this work in cooperation with other stakeholders, such as law enforcement authorities, is a success factor when it comes to bringing about change. Supervisory activities for premises, for example, have been developed over the year in order to tackle different types of crime, ranging from drug crime to various forms of welfare crime. The city has also focused on increased waste management as a way of increasing security and well-being in residential areas. The city has worked in partnership with the Police to develop Sluta skjut [Stop shooting] (see page 31 in the VLR), a concept for influencing violent groups in Malmö and offering alternatives to a life of crime for children and young people in particular.

The City of Malmö must work to increase protection factors and reduce risk factors in the environments in which children and young people live⁷⁸

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that half of the responsible committees feel that the work is going according to plan. One committee has identified both positive and negative deviations, and one committee has declined to make an assessment: both cite the coronavirus pandemic as their reasons for the assessment.

All in all, it is thought that the city's work is making progress towards the goal, but that the coronavirus pandemic has had a major impact on work over the past year.

Initiatives implemented which have driven development in a positive direction towards attainment of the goal include the fact that it has been possible to identify children and young people at risk of criminal environments at an earlier stage, thereby making it possible to offer them support. Work has also been done on identifying children (and their families) with norm-breaking behaviour and using previous initiatives to secure children's right to education, which is in line with what has been indicated in the outcome analysis of the SDGs relating to children and young people in Malmö who are unable to gain the qualifications they need for upper secondary education or who are not in employment, education or training.

The City of Malmö must work towards good establishment for new arrivals and reinforce participation and social cohesion with particular emphasis on the Swedish language⁷⁹

This goal is linked with the following SDGs:



What did the follow-up indicate? The *2020 Annual Report for the City of Malmö* shows that one committee feels that work is going according to plan, while one committee has declined to make an assessment of the situation, referring to the impact of the pandemic. Three committees feel that development over the year is demonstrating both negative and positive deviations, while one committee feels that the work has not developed positively over the last year. The overall assessment is that on a general level, it is difficult as things stand at present to see how the overall efforts towards achieving the goal have developed over the year.

The goal can be viewed in the light of what was demonstrated by the outcome analysis of the SDGs, namely that many people born abroad, and in particular people who have not been in Sweden for a long

77 Six committees and one company have been identified as being particularly responsible for efforts towards achieving this goal.

78 Six committees have been identified as being particularly responsible for efforts towards achieving this goal.

79 Six committees have been identified as being particularly responsible for efforts towards achieving this goal.

time, may find themselves in particularly vulnerable situations in a number of ways. This applies to many areas of life: finding work, getting an education or finding somewhere to live. There is a risk that these difficulties will lead to low levels of participation in society, insecurity and ill health, both physically and mentally. The *2020 Annual Report for the City of Malmö* highlights how the coronavirus pandemic has made it difficult for associations and meeting places that target new arrivals to operate. That said, the city has been able to launch a joint reception system for the

city's primary and lower secondary schools. The aim of this is to make it easier for children and young people in newly arrived families to start school, helping to bring about an increase in the equality of reception. At the same time, the transition to digital teaching throughout much of 2020 has had a major impact on people working on introduction to the language and SFI (Swedish for immigrants), and many people have had problems with achieving the knowledge goals. Linguistic barriers and lack of access to computers and the Internet are specified as the main reason for this.



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Summary of development in Malmö by SDG, 2019



Economic vulnerability for both children and adults has decreased slightly over the last three years according to a number of indicators, but levels remain high compared with other major cities.



Nutritious food in schools allows children and young people to eat healthily during term time. For the elderly and users of welfare services, malnutrition is a risk with a variety of underlying causes.



The unequal health of Malmö residents presents the biggest challenge in this SDG and is linked with a number of other SDGs in the 2030 Agenda. Mental illness is still a major health challenge among young people. As regards adults, new public health data from Region Skåne is expected to be able to provide an updated view of the health situation in 2020.



The level of education in Malmö has increased, although there are major variations between the results presented by Malmö schools.



Many challenges remain before this goal can be said to be achieved, which include preventing discrimination against women, promoting equal representation in leadership and decision-making, preventing male violence against women and reducing differences in the time spent on unpaid home and care work.



Malmö is in a good position as regards safeguarding residents' basic needs in terms of clean water and good sanitation. That said, Malmö faces challenges in this SDG with regard to contamination of groundwater, watercourses and Öresund, and these challenges may increase with climate change and more extreme precipitation situations, with heavy strain on the pipeline network.



The basic criterion involves having capacity and power in the electricity grid that will suffice to meet the city's needs. The switch to sustainable energy in the organisation of the city is moving in the right direction, but major initiatives are required if the whole of Malmö is to be supplied with renewable energy by 2030.



Getting more Malmö residents into work presents an important challenge over the next few years. There must be a better match between the labour market's need for skills and the skills of jobseekers in order to combat Malmö's high unemployment levels.



A reliable energy supply and reliable infrastructure, in terms of both transport and broadband, are necessary for the continued development of Malmö.



The average income in Malmö is lower and the distribution of income is less equal than in Sweden as a whole. Income differences are increasing in Sweden as a whole, but they are remaining relatively constant in Malmö.



Malmö is expected to be home to half a million people by 2047, which places great demands on the city from all three dimensions of sustainable development. By and large, development in Malmö is heading in the right direction, but the city faces challenges in respect of unemployment, homelessness, emissions and air pollution.



The percentage of organic food has increased significantly in the city's activities, and the city is working actively to use guidelines and procurement to steer internal consumption in a positive direction. There are no good indicators at present that measure the impact of consumption.



Territorial emissions of greenhouse gases are moving in the right direction but too slowly, while Malmö residents' consumption-based emissions (which usually take place outside the boundaries of the city) remain very high and are nowhere near the 1.5-degree goal. The city's future climate adaptation opportunities are affected by the continued increase in development density, which risks requiring a larger proportion of hardstanding.



The Öresund region is often held up as an example of how protection of marine environments can be combined with high economic activity. Malmö's marine environments are relatively healthy, with growing distribution of eelgrass meadows and relatively small amounts of microplastics. Emissions of eutrophic substances via Malmö's watercourses are decreasing, but emissions via wastewater treatment plants are remaining relatively constant.



As things stand at present, the percentage of green spaces that provide good conditions for biodiversity in the city is decreasing, which means that Malmö is far from achieving this goal. To achieve this goal, it is crucial that the city starts paying sufficient attention to the development of biodiversity during further development of the city.



It is difficult to comment on development as a whole as existing data shows both positive and less positive development. Voter turnout is increasing for the most part, and most of all in areas where voter turnout is lowest. Insecurity is declining slightly but is still relatively high. Challenges are presented as regards discrimination and hate crime.



A number of the relevant targets are firmly in line with the development work that began after the Malmö Commission's final report. This includes a change of steering through knowledge alliances, holistic steering instruments and new ways of gauging social development. Malmö is also part of a number of partnerships for sharing and exchanging knowledge on several of the SDGs. The EU forms the basis for Malmö's international partnership, but also global partnerships with developing countries.

Source: City of Malmö Sustainability Report 2019.

Available from <https://malmo.se/download/18.5f28a79170c3b907ef16263/1587123057781/H%C3%A5llbarhetsrapport%202019.pdf>



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APPENDIX 3

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- 2. Questions to departments and municipal companies participating in the survey and analysis of steering documents**
- 3. Summary of the links between city-wide steering documents and the SDGs**

1. Departments within the city of Malmö and municipal companies that participated in the survey and analysis of steering documents

Departments:

Arbetsmarknads- och socialförvaltningen [Labour Market and Social Services Department] is responsible for initiatives according to the Social Services Act, with emphasis on children and young people, abuse, victims of crime, vulnerability and homelessness. The administration is also responsible for labour market initiatives.

Fastighets- och gatukontoret [Property Management Department and Streets and Parks Department] owns, develops and manages the city's land. We allow Malmö residents and the city's business community to enjoy a good city life.

Fritidsförvaltningen [Department of Leisure, Recreation and Sport] is the city's central administration for leisure issues. Works to ensure that all Malmö residents have the opportunity to enjoy meaningful leisure.

Funktionsstödsförvaltningen [Disability Support Department] is responsible for providing support and services to people with mental, intellectual or physical disabilities.

Förskoleförvaltningen [Department of Preschool Education] is responsible for local preschool activities and supervision of independent preschools and other independent educational activities such as family day-care centres.

Grundskoleförvaltningen [Administration of Compulsory Education Department] is responsible for local primary and lower secondary school activities, as well as special-needs primary and lower secondary education in the city.

Gymnasie- och vuxenutbildningsförvaltningen

[Upper Secondary and Adult Education Department] is responsible for local upper secondary education, special-needs upper secondary education and adult education in the city.

Hälsa-, vård- och omsorgsförvaltningen [Health and Social Care Department] is responsible for assistance and initiatives aimed at elderly people, adults with physical disabilities and adults with somatic illness.

Kulturförvaltningen [Department of Culture] is responsible for broad culture and is a driving force in activities ranging from engaging children and young people in culture to international art exhibitions.

Miljöförvaltningen [Environment Department] leads and coordinates the City of Malmö's environmental work. We use supervision and control according to the Environmental Code and the Food Act, to work towards a safe environment that is not harmful to human health. We carry out work on sustainable development in the city.

Serviceförvaltningen [Internal Services Department] makes life easier for the city's administration by co-ordinating and streamlining the services that Malmö residents need. Also responsible for the administration and construction of city properties.

Stadsbyggnadskontoret [City Planning Department] bears overall responsibility for planning, construction and city surveying in Malmö.

Stadskontoret [City Executive Office] assists the City Executive Board with the management, coordination and supervision of the City of Malmö's activities. The

department also supports the City Council in their work with overall responsibility for the City of Malmö.

Departments not involved in the survey:

Stadsrevisionen [Malmö City Audit Office] is the collective name for the politically elected auditors of the Auditors' Council, and the experts at the audit office who assist them.

Municipal companies (wholly owned by the City of Malmö):

- Boplats Syd AB boplatssyd.se
- Malmö Kommuns Parkerings AB pmalmo.se
- Malmö Leasing AB
- Malmö Live Konserthus www.malmolive.se
- Malmö Stadsteater AB malmostadsteater.se
- Minc i Sverige AB minc.se
- MKB Fastighets AB mkbfastighet.se
- Parkeringsövervakning i Malmö AB povervakning.se

2. Questions to departments and municipal companies participating in the survey and analysis of steering documents

Survey of steering documents: How is the City of Malmö steering towards the 2030 Agenda at present?

Background

It's been five years since the 2030 Agenda was adopted by UN member states. The City of Malmö undertook to work towards the SDGs at the same time. The City of Malmö will now use a Voluntary Local Review (VLR) to examine what has happened over this five-year period. What have we done, and how have we done it? What are the results and effects? What have we learned, and what is the next step? How can we improve/reinforce our actions to achieve sustainable development more effectively?

By signing the *Declaration Voluntary Local Review*, the City of Malmö has undertaken to report three elements to the UN:

- Survey and analysis of steering documents and monitoring
- Participation and involvement of relevant stakeholders
- Development towards the goals

Review of steering documents

We need your help to review the city's steering documents, regulations and legislation as the first step in the analysis of how we are steering towards Agenda 2030 at present. The questions below form part of this survey. We will come back to in-depth analyses and suggestions for improvement, as well as analysis of follow-up and indicators, in a second step, but proposals can be submitted already (question 4 below).

Existing material to be used as a basis

- Survey of central steering documents with mapping to the 17 SDGs. Enclosed, and available in Teams.

Questions and tasks

1. City-wide steering documents

1a) Review the survey of central steering documents (from 2018, updated in 2020) attached on the basis of your administration's activities. Indicate in the list which of these aspects are most key to the steering of your activities. (Mark items with a cross.)

1b) Compile a brief summary of the central steering documents for which your department was responsible (the name of the department appears in the list). Examples of language and length can be found in the appendix.

1c) From your department's operational perspective, are any central steering documents missing, or should any be deleted or otherwise commented on? If a central steering document for which your department is responsible has been added, describe this as stated in 1b.

1d) From your department's operational perspective, which committee-specific (non-central) steering documents are key to your steering? Summarise these briefly in the same way as for 1b.

1e) Of these committee-specific documents, which steer towards the SDGs, and which SDGs? Add this as a comment in the descriptions above (1d). As regards steering, it relates to the intentions of the SDG (not the targets), regardless of whether or not the goals are referred to in the steering document.

2. Regulations

Describe how you assess whether your committee's regulations steer towards the A2030 goals.

3. National steering documents and laws

- 3a) Which national steering documents, legislation and suchlike are key to the activities of your administration? List these.
- 3b) Perform an assessment of whether they steer towards the A2030 goals, and if so, which of the 17 SDGs. As regards steering, it relates to the intentions of the SDG (not the targets), regardless of whether or not the goals are referred to in the steering document.

4. Conflicting goals

If you perceive obvious conflicting goals in relation to the SDGs when reviewing the steering documents, write them down.

5. Comments

If you already have thoughts, comments, suggestions for future analysis and recommendations, write them down here.

3. Summary of the links between city-wide steering documents and the SDGs

The figure below shows how the content and intentions of the city-wide steering documents are linked to the overall intentions of the 17 SDGs. The row at the

bottom indicates the total number of steering documents that are deemed to steer towards each SDG.

City-wide steering documents & SDGs	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
	SDG 1 No Poverty	SDG 2 Zero Hunger	SDG 3 Good Health and Well-being	SDG 4 Quality Education	SDG 5 Gender Equality	SDG 6 Clean Water and Sanitation	SDG 7 Affordable and Clean Energy	SDG 8 Decent Work and Economic Growth	SDG 9 Industry Innovation and Infrastructure	SDG 10 Reduced Inequalities	SDG 11 Sustainable Cities and Communities	SDG 12 Responsible Consumption and Production	SDG 13 Climate Action	SDG 14 Life Below Water	SDG 15 Life on Land	SDG 16 Peace, Justice and Strong Institutions	SDG 17 Partnerships for the Goals
Action plan for housing supply. The City of Malmö's guidelines for housing supply 2018–2022 (City Executive Board)	X							X		X	X						
Development plan for gender mainstreaming in the City of Malmö 2011–2020 (City Council)	X	X	X	X	X			X	X		X	X	X			X	X
Strategic development plan for efforts against discrimination in the City of Malmö	X	X	X	X	X			X		X			X			X	X
Development plan for efforts on children's rights in the City of Malmö (City Council)	X	X	X	X	X			X	X	X	X	X	X			X	X
Safety and security policy for the City of Malmö (City Council)	X	X	X	X	X	X		X	X	X	X	X	X			X	X
Strategic business programme in the City of Malmö (City Council)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Agreement for cooperation between the ideas-based sector in Malmö and the City of Malmö (City Council)	X	X	X	X	X			X	X	X	X	X	X			X	X
Rules and guidelines for the City of Malmö's support to the ideas-based sector (City Council)	X	X	X	X	X	X		X	X	X	X	X	X			X	X

City-wide steering documents & SDGs																	
	1 POVERTY	2 ZERO HUNGER	3 GOOD HEALTH AND WELL-BEING	4 QUALITY EDUCATION	5 GENDER EQUALITY	6 CLEAN WATER AND SANITATION	7 AFFORDABLE AND CLEAN ENERGY	8 DECENT WORK AND ECONOMIC GROWTH	9 INDUSTRY, INNOVATION AND INFRASTRUCTURE	10 REDUCE INEQUALITIES	11 SUSTAINABLE CITIES AND COMMUNITIES	12 RESPONSIBLE CONSUMPTION AND PRODUCTION	13 CLIMATE ACTION	14 LIFE BELOW WATER	15 LIFE ON LAND	16 PEACE, JUSTICE AND SUSTAINABLE PARTNERSHIPS	17 PARTNERSHIPS FOR THE GOALS
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	
Policy regarding the City of Malmö's efforts to safeguard the rights of national minorities (including programmes for the national minorities of Sami, Finns, Tornedalians, Jews, Roma – City Executive Board, 2020)	X	X	X	X	X			X	X	X	X		X			X	X
Policy on sustainable development and food (City Council)		X	X	X									X	X	X	X	X
Action plan for phasing out artificial turf pitches with granules, facilities using granules cast in situ and artificial grass without granules in City of Malmö activities			X			X							X	X			
Environmental programme for the City of Malmö 2009–2020 (City Council)	X	X	X			X	X	X	X			X	X	X	X	X	
Plan for land requirements for public services in Malmö (City Executive Board)												X					
A strong and sustainable business community: business community programmes for increased growth, more growing companies and more jobs for Malmö residents 2017–2022 (City Council)	X				X	X	X	X	X	X	X	X	X	X	X	X	X
Implementation plan for the business community programme (City Executive Board)	X				X	X	X	X	X	X	X	X	X	X	X	X	X
Purchasing policy (City Council)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Comprehensive plan for Malmö (City Council)	X				X	X		X	X	X	X	X	X	X	X	X	
Model for investment management in the City of Malmö (City Council)										X	X	X	X	X		X	X
Public health policy for the City of Malmö (City Council)	X		X	X	X				X		X	X				X	
Cultural strategy for Malmö 2014–2020 – extended to 2021 (City Council)	X		X	X	X				X	X	X	X	X	X		X	X
Action plan for cultural strategy 2019–2021 (City Council)	X		X	X	X				X	X	X	X	X	X		X	X

City-wide steering documents & SDGs	 1	 2	 3	 4	 5	 6	 7	 8	 9	 10	 11	 12	 13	 14	 15	 16	 17
Traffic and mobility plan (City Council)			X		X						X	X					
Plan concerning violence against women and violence in close relationships 2015–2020 (City Council)			X		X												
Charges for local preschools, after-school centres and other educational activities offered instead of preschools and after-school centres respectively (City Council)				X													
Library plan 2016–2020 for Malmö public and school libraries (City Council)					X						X					X	
Skills provision strategy for the City of Malmö (City Executive Board)					X	X			X								
Sponsorship policy for the City of Malmö's wholly owned companies with a gender equality perspective (City Council)						X											
Personnel policy for the City of Malmö (City Council)						X			X								
Development plan for the City of Malmö's emergency response and civil defence efforts 2020–2023 (City Executive Board)						X	X				X	X	X	X		X	X
Water and sewerage expansion plan for Malmö (City Council)							X										
Sanitation scheme (waste plan and local regulations for waste disposal) 2016–2020 for the City of Malmö (City Council)							X				X	X					
Action plan for efforts 2019–2023 to reinforce the role of Malmö as a coastal city of the future (City Executive Board)							X		X	X	X	X	X	X	X	X	X
Energy strategy for the City of Malmö (City Council)								X									
Green car strategy for the City of Malmö 2017–2020 (City Executive Board)								X		X			X	X		X	

City-wide steering documents & SDGs	 1	 2	 3	 4	 5	 6	 7	 8	 9	 10	 11	 12	 13	 14	 15	 16	 17
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Policy on public charging infrastructure in Malmö (City Executive Board)							X					X	X				
Digital Malmö – programme for the digitisation of the City of Malmö 2017–2022 (City Council)								X	X							X	
Ownership directive for the City of Malmö's wholly owned companies (City Council)									X	X	X	X	X	X		X	X
Communications policy (City Council)										X						X	
Policy and norm for mobility and parking in Malmö (City Council)		X										X	X				
Nature conservation plan for the City of Malmö (City Council)												X					
Green plan for Malmö (City Council)											X						
Cross-sectoral integrated plan for sustainable urban development in Malmö 2014–2020 (City Executive Board)											X						
Strategies and goals for events in Malmö (City Executive Board)												X					
Cloud-burst plan for Malmö (City Executive Board)											X	X					
Guidelines for information security in the City of Malmö (City Executive Board)												X		X			
Cooperation agreement between the City of Malmö and the police: Malmö – a safe and secure city 2017–2022 (City Executive Board?)															X		
Guidelines with a view to combating corrupt behaviour in the Municipality of Malmö and local bodies (City Executive Board)															X		

City-wide steering documents & SDGs	 1	 2	 3	 4	 5	 6	 7	 8	 9	 10	 11	 12	 13	 14	 15	 16	 17
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Malmö's efforts to safeguard democracy against violent extremism – part of the city's work on norm crime prevention among young people (City Executive Board)																X	
The City Executive Board's application instructions for approval regulations for the City of Malmö (City Executive Board)																X	
Policy for the City of Malmö's international work (City Council)																	X
Copenhagen–Malmö strategy 2025 (City Executive Board)																	X
Direction, working methods and organisation for in-depth cooperation between the City of Malmö and the Municipality of Lund (City Executive Board)																	X
Action programme for the Malmö–Lund region (City Executive Board)																	X
Declaration of intent and guidelines – the City of Malmö in cooperation with the social non-profit sector (City Executive Board)																	X
Strategy 2018 for the City of Malmö's long-term Agenda 2030 initiatives (City Executive Board)																	X
Youth housing strategy															X		
Total number of steering documents	13	14	18	16	21	13	8	21	20	20	29	24	25	7	9	25	23