

# *Fulfilling the lack of employee: The Strategy from Swedish Public Sector practices*

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**Abstract**—The purpose of the study is to describe how Swedish municipalities recruit the current labour market in response to immigration movement. Data from Swedish Immigration Agency (Migrationsverket, 2017) from 2013 to October 2017 show the highest number of asylum applicant was in 2015 with 162.877 applicants. However, in October 2017, Swedish Public Employment Service (Arbetsförmedlingen) revealed the new data from August 2017 which said that Swedish unemployment rate decreases from 7.6% to 7.4% compared to the same month last year. The rise of labour force occurs in many countries. Thus, the Swedish strategies in handling the problem may contribute as a references in the recruitment process and employee distribution strategy. The study used qualitative method based on in-depth interview were conducted with thirteen (13) Human Resource (HR) managers and specialist from ten (10) municipalities in Sweden as the data collection method. The perspective of translation concept is used as the analytical basis. The research found that the labour market in Sweden experience lack of employee, and high disparity in the unemployment rate between native-born and foreign-background. In order to cope with this situation, municipalities implement different strategies and programs such as “move a friend” program, re-employed retired staff, collaboration with other organisation (Arbetsförmedlingen and Mittliv) for staff level and talent pool management in the managerial level. The research also revealed that in order to open more opportunity for the foreign- background applicants, municipalities apply competence-based recruitment system that focuses on the candidate’s personal competencies rather than education qualification or background.

**Keyword**— immigration, diversity, lack of employees, public sector, recruitment

## I. INTRODUCTION

The big waves of immigration since 2013 creates heterogeneity in the Swedish labour market. Data from the Swedish Immigration Agency revealed that in the 2015, 162.877 asylum seekers applied for Swedish permanent resident (Swedish Immigration Agency-Migrationsverket, 2017) which increase the labour force in Sweden. However, Swedish government sees the immigrant labour force as a part of the society. Policymaker and government see the immigration as the benefit for the labour market in some way, and bring problematic situation because of the long integration process to enter the labour market for many reasons in another way (Diedrich, 2017).

In order to open more opportunity to the foreigner job seekers, the Government provide a program called

Etableringsuppdraget for (Introduction Program) for foreigners integration (The Local, 2017). In the policy and strategy level, each municipality formulates goals and strategies in term of equal opportunity and diversity. Alingsås unicity in the Riktlinjer för arbete med jämställdhet och mångfald (Guidelines for gender equality and diversity in the working place) has a goal to involve more people from different group to increase diversity and gender distribution in the organisation (Alingsås Municipality City Council - Kommunfullmäktige Alingsås Kommun, 2010). In addition, Stadsbyggnadskontoret (SBK-City Planning Office) of Gothenburg City increase the proportion of foreign-born employees to reflect diversity in the Gothenburg population (Gothenburg City Planning Office - Stadsbyggnadskontoret Göteborg Stad, 2017).

However, in October 2017, Arbetsförmedlingen (Swedish Public Employment Service) said that the number of unemployed people who born outside Sweden is higher compared to native-born. By August 2017, the unemployment rate of Swedish born is 3.9 %, while for foreign-born the rate reaches 22.1% (Arbetsförmedlingen, 2017).

The high disparity explained above shows that there are some challenges for the government in the policy implementation and achieving municipalities’ goal to increase diversity through recruitment process. It was explained from pilot interview with the project manager in the social procurement agency in Gothenburg City, job seekers with non-typical Swedish names experienced discrimination when it comes to get hired. Employers are unsure about the applicant competences in both educational background and work experiences. As argued by Rydgren (2004), the discrimination against immigrant job seekers is come in two ways, first is the decision making that often related to stereotypical base, and second by recruiting someone they know or have been recommended (networking recruitment). Moreover, as mentioned in the pilot interview, Swedish Government requires certificate of expertise to standardize the applicants’ competence for both native and non-native applicants. In addition, foreign applicant have to verify their home country education certificate. By this requirement, job applicant with foreign background are expected to have equal opportunities to get the job as natives.

However, as the entry point of the employee to enter the working life, recruitment system is important to discuss. For this reason, the study aimed to explore the recruitment practices in the public sector in Sweden. Municipality as the base of the government who have a direct relationship with

citizens is the focus in this research. The research objectives is to captured comprehensive understanding of how the municipality fulfil the organisation need of employees along with the strategy and practices in term of current condition in the labour market. Furthermore, in order to enable exploration and description of the recruitment in government agencies, this research will answer the question as follow:

*“How does Human Resource (HR) department in the municipalities work with recruitment to fulfil the organisation needs within the context of existing labour market?”*

## II. LITERATURE REVIEW

### *A. Diversity Management and Equal Opportunity in the Workplace*

Ashikali et al. (2015) believed that the diversity management would bring positive influence to the employees' outcomes and increase the organisation performance. On the other hand, another studies found that the interest in the diversity of the organisation depends on the organisation priorities and daily practices in the organisation's dynamics. One case was found in a company named Diversico (Omanovic, 2013) who only consider the diversity management for business reason. The organisation realise that hiring people from a different background will increase the company's performance. However, the company does not value diversity as something important in terms of equality and integration (Omanovic, 2013).

In addition, there are two different ways on how organisation value the diversity. First is “value in difference” approach (Apfelbaum, 2016) which explain that the difference will develop both employees' experience and organisation goals (Apfelbaum, 2016). Second is “value in equality” approach (Apfelbaum, 2016) that is open more significant opportunity on the employees' career and development with equally and fairly based evaluation.

Diversity management applied by the company in the daily practices show the uniqueness of the employee from their capability, competence, and culture. In this sense, the diversity management will create collaboration culture and acceptance to the differences among employees. This collaboration and acceptance will provide a better environment for the organisation and the improvement of organisation performance.

The diversity management practice usually applied in the employee development. However, recruitment process is linked to the heterogeneity of the organisation (Pitts, 2006). In other words, the recruitment process is the entry point to start the diversity management in the organisation that will decide the diversity in the organisation. Diversity management should find the link to the organisational missions and lead to the three function of diversity management: recruitment and outreach, building culture of awareness, and implementation of management policy (Pitts, 2006) to drive and improve the organisation performance.

### *B. Labour market and integration*

In the labour-importing countries like Sweden, the economic needs and labour market condition will determine the working life and labour market condition; if it is integration, segregation or discrimination (Knocke, 2000). Based on the experience since post World War II, Sweden is the first country who realise the importance of integration process for immigrants in the new society (Wiesbrock, 2011). Therefore, according to Migration Policy group 2006 Swedish immigration integration policy is on the top of the rank (Wiesbrock, 2011). However, Swedish Integration Board study found that 55% immigrants who starting some course do not finish, and only 18% of the immigrant who taking part in the introduction program get a job directly (Wiesbrock, 2011).

The policy implementation seems not enough to solve the unemployment problem among immigrants. Thus to deal with the integration process, policy-making and discussion have to stressed on immigrants as the part of the society and focus on the social and political problem solving. In addition, education and knowledge improvement is the essential part of the successful integration process. In this case, knowledge development is including language skills, culture, how to deal with labour market and also creates network (Lundborg, 2013).

In the Swedish integration practice, human capital factors will determine the access to the labour market (Bevelander, 2011). Theyounger and better-educated immigrant would have more access to the labour market and higher chance to get a job, while female immigrants with children are harder to get a job compared to the male applicant. Thus, in order to obtain employment, increasing education level is more important for foreign-born compared to native-born (Bevelander, 1999).

### *C. Employment in Sweden*

The discussion of diversity is getting broader not only in the social differences but also extend to the educational degree (Berggren, 2011). This type of differentiation neutralise the social group differences when it comes to compete in the professional field (Berggren, 2011). Based on this argument, the degree and grades of the applicants are crucial in the merit system. Employer focus in the degree and grades of the relevant applicants, especially in the public sector which have a higher expectation on the democratic values and transparent procedures (Berggren, 2011).

Surprisingly, in the Swedish labour market, men and women have different preferences in the study field, working place with different specialisation (Berggren, 2011). More men are employed in the private sector, while women share the same number in both private and public sector. When it comes to the ethnical background differences, as mentioned in The Government Official Investigations - *Statens Offentliga Utredningar* (2005 in Berggren, 2011) there is still hierarchy and segregation between native and non-Swedish background in the labour market. In contrast there is a small advantage for Swedish native-born regarding exact matching of credential and profession compared to non-native (Berggren, 2011). It is mean that ethnical background differentiation that leads to the segregation and hierarchy mentioned before is less important lately.

### III. THE TRANSLATION CONCEPT

The concept of translation introduced by Michael Serres (Czarniawska & Hernes, 2005) and interpreted differently in various fields. In the sociology context, using the analogy of the scallop and fishermen in St. Briuec Bay, Callon (1986) introduce four moments of translation including problematization, interessement, enrolment, and mobilisation. The four steps explain the process of translation since the problem occurs to how actors find the best solution for the problem with the involvement of the actors in both interest and participation.

The first moment is problematization that shows (1) movement or detour that must be accepted by the actors as well as the movement that need to recreate and also (2) defines the identity of the actors and what the actors want by describing system, alliances or association between them.

The second step is interessement, which needed to create identity and interest among actors. Entities force and stabilise the other actors' identity that defines from the problematization with the entities identity (Callon, 1986). In this step, the actor leader have to take control in the other's identity and make sure that the defined interests are in line with their original interest (Bergstörn and Diedrich, 2011).

Next is enrolment that defines the roles of each actor in the movement process. Enrolment's step encourages actors to accept and take action from the function defined for them and collaborate with other actors (Bergstörn and Diedrich, 2011). However, not all of interessement meet the success (Callon, 1986). In this case, it is not a must for the interessement tools to comply with the actual enrolment. The interessement will go to the next step and reach the enrolment when the roles are defined and applied by the actor. In the enrolment stage, interessement which followed by multilateral negotiations, trial of strength, and trick (Callon, 1986) will lead the action to succeed and meet the goals.

Finally mobilisation, is to make sure that the idea or problem solution are appropriately transferred by actors. The process of mobilisation implicates the materialisation from the several acts of movement or rearrangement (Law, 1985 in Callon 1986). From the case of scallop and fisherman in St. Briuec Bay, in the first movement, the actors (scallops, fishermen, and specialist) are going to different ways, following different strategies and different goals. However, in the end, the three researchers at Brest direct the movement and take part as the spokesman. Therefore, all of the actors meet and collaborate in the same place and time through the direction of spokesmen to reach what they want.

### IV. RESEARCH METHOD

The study is a qualitative research focusing on the recruitment system in the Swedish public sector. Qualitative research presenting data descriptively on how informant react, behave, see and feel, and also give meaning and interpreting some phenomena (Hakim, 2000). The analysis part presenting in the explanatory on how Swedish municipalities implement their recruitment system in the Human Resource (HR) department. Thus, using qualitative method will help the researcher to get details and descriptive finding to answer research question with explanation (Bryman, 2016).

Following Bryman's logic (2016) that research need to direct to find the right and relevant informant to answer the research question. The study use purposive sampling and involved HR managers and HR specialist from different municipalities in different counties around Sweden, such as Västra Götalan, Skåne, Halland, Jönköping, Östergötland, Örebro, Kalmar, and Kronoberg. In result, thirteen (13) HR managers and HR specialists from ten (10) municipalities interviewed in in-depth interview to get deeper information in one side and give freedom to participant to talk, share and steer the conversation in the other side (Hakim, 2000). The interviews were intended to asking the respondent's experience and shared their thought regarding recruitment system with the heterogeneity labour market in Sweden due to the waves of immigration. Moreover, in-depth interview help the researcher to capture the participant's ideas and opinions in how the Swedish municipalities deals with the existing labour market and answer the organisation need in term of hiring new employees.

By the end of the interviews, data were transcribed and classified into several topics related to research focus, which is the practices of recruitment system including how the municipalities defined the job needs and strategy to fill the vacancies to the selection process and make a decision to hire new employees and also the municipalities' strategy in the diversity management. The analysis were continued by explored the finding to find the pattern of the recruitment system following the translation of Callon (1986). The discussion for translation moment of Callon directed on how the HR department answer the organisation need of employee with the existing labour market translated into the recruitment practices with actors who are involved and actions they took.

### V. FINDINGS

#### A. Recruitment in practice

On the one hand, Swedish labour market experience lack of employees in both high- educated and non-educated job specifically in the social sectors such as school, elderly care, and nursing. One participant reveals the public sector has to lower the qualification in order to fill in the vacancies in the organisation. Apparently, the strategy does not deliver good result as expected. The organisation still struggle to find the right person with the right competencies and want to stay longer in the organisation (*Respondent 12*).

The municipalities have to recruit new employee to fulfil the demand from the community development (*Respondent 11*) and also to replace retire employees. Yet, the organisation needs new employees to maintain the development in order to keep the good working environment and competitiveness (*Respondent 6*).

Due to the low number of both high and less educated job seekers in Sweden, municipalities need to compete each other to attract and hire new employees through a job fair, workshop and from internship program to motivate people to work with them, for both high school and university student. (*Respondent 5*). The municipalities apply different strategies to fill personal for staff or managerial level in the organisation, like: "move a friend", build cooperation with another organisation like *Arbetsförmedlingen* (Swedish Immigration Agency) or *MittLiv* (social company works for an inclusive

society and a value-added labor market) , and open the opportunity to the retired employees to go back to work, and applying competence based recruitment

The “move a friend” program is applied to involve employees in the organisation development. By the values and good cultures in the organisation, the municipality encourages employees to share their good experience in the working place to others. The idea of this program is telling their relatives and friends the good working condition and working life in the municipalities. As a consequence, people see that the organisation has a good working condition and decide to work in one organisation instead of other organisations (*Respondent 1*). However, there is some pro and contra in this program. Some of the HR practitioners in the public sector agree with this strategy because it is a free market. People can decide where they want to go and work freely, and it is not illegal for the municipality to attract people and employ them. In contrast, some other think that this strategy is unfair because it is like stealing other municipality’s employees (*Respondent 6*).

The cooperation with *Arbetsförmedlingen* or *MittLiv* are built to match the job seeker with the employers and job vacancies. In the collaboration with *Arbetsförmedlingen*, organisations have a chance to meet the job seeker to deliver information about vacancies in the organisation, the projection of future vacancies and the contact that they can reach if they want to find a job (*Respondent 8*). While the collaboration with *Arbetsförmedlingen* focuses on the information delivery, there is another program that allows managers from the municipality get contact with the job seekers to be their mentor. In this program, the job seekers not only get the information about the vacancies but also knowledge in how to apply for a job and the working experience (*Respondent 12*).

Since Sweden sets high qualification in the capability, it is not easy to find people who can meet the job vacancies qualification (*Respondent 6*). Instead of lower the merit system, Swedish public sector changes the recruitment strategy into competence-based recruitment, which focuses on personal competence instead of education qualification (*Respondent 6*). In the competence-based recruitment, the interview question focus on the problem-solving question to find out how the applicant behaves in a different situation in the working place. For instance, the interviewee asking how does the applicant manage stress in the working place and what type of person the applicant will communicate with and how to communicate and interact with colleagues, clients, and managers.

Moreover, the competence-based recruitment process will promote equality in the recruitment system. The competence-based recruitment main issue is to include everyone in the society and open the opportunity for them to show their competences and get a job in the organisation, because The Swedish policy requires the public sector to reflect the population in the municipality. When one organisation wants to hire a new employee, the municipality has to look for different competence and background of the applicant (*Respondent 13*).

Another strategy to fulfil the lack is the re-employment. Municipalities found that retired people still have the willingness to work. The municipality sending the survey,

asking employees whether they want to work after they reach 65 years old until they turn to 70 years old. As a compensation, municipality gives the employees 100% salary for 80% working hours. Finally, according to participants, in the recruitment process, the organisation needs to consider the society and the job market in general. In the Swedish case, the organisation needs to bring up the equal opportunity and diversity management in order to increase the organisation openness for people from the different background (*Respondent 3*). To attract more applicant, municipality as an employer needs to write what the organisation has done and what the organisation wants in order to develop (*Respondent 8*) including employees’ welfare systems and good working condition.

### *B. Selection process*

In the selection process, HR department in the municipality makes the plan for the employment strategy. HR department provide guidelines and education for managers in each department to help and make sure that they do systematic recruitment process (*Respondent 5 & 13*).

Based on the respondent’s experience, the selection process is the hardest part of the recruitment process because the recruiter needs to be objective. As mentioned by the participant, although the first impression is important, objectiveness is more important. The recruiter needs to confirm several times and make sure to focus on the applicants’ competencies rather than her interest to the candidates (*Respondent 3*).

The other respondent agrees that objectiveness is hard to manage and she thinks that most people tend to “play safe” by choosing someone else who has similarities and make them feel comfortable with. Moreover, the similarities between the recruiter and applicant (in many different ways) make it easier to get and to see by the first impression (*Respondent 8*).

Background check from the previous employer is the next step of the screening process, The future employer will consider the former employer’s opinion (*Respondent 7*), therefore it is needed to know if the applicant is a good person and have good job performance in their previous job. The background check can be managed in two ways (*Respondent 7*). First, applicants attach reference letter in their application, second is the organisation (recruiter –HR department or the future manager) checking on the applicant background by themselves, based on the reference that attached to the application to do some cross check if the information provided by the applicant is correct.

In term of educational background, the applicant needs to prove that they have education and certificate for the job they are applying. For example, to be a nurse in the Swedish hospital, the applicant has to finish the education and show their certificate. Yet, someone has to have teaching education or teaching certificate to be able to work as a teacher (*Respondent 1*). The requirement is more complex for applicants who pursue their education outside Sweden because Swedish government requires verification of the applicant’s certificate (*Respondent 4*). The verification followed by the decision whether the applicant certificate fulfils the Swedish standard or need to complete their education with some courses to be able to enter Swedish labour market. Unfortunately, sometimes the verification

process takes a year or more, consequently the applicant need to wait too long to enter the labour market. According to respondents, this situation is a challenge in Sweden, and they wish it will be better in order to involve people from different educational background to get the job quickly.

Furthermore language barrier is still a problem because some of the immigrants do not have motivation to learn Swedish language. They thought that academic certificate is enough to enter the labour market. However, since public sector works for society, language ability is one of the mandatory skills because language ability is needed to communicate in the working place. As confirmed by the participant (*Respondent 4*), the applicant does not need to speak perfect Swedish, she believes that the ability will get better when you use the language on a daily basis. Moreover, the language ability will help the employee to get the position or profession that they want. For instance, it is nearly impossible if you want to be a teacher without any language ability (*Respondent 11*).

### C. Decision

In the recruiting process, objectiveness has to bring up from the beginning to the last part of the process. Further, in the decision making, recruiters have to broaden their perspective from the organisation demands to the capability of the candidates based on the test result in the recruitment process (*Respondent 12*). The informant made point that HR has to have an open mind when it comes to recruiting new employees. She also mentioned that she would prefer to focus on the willingness of the applicant to learn instead of the educational qualification. She argued that it is more important because everyone has the ability to learn (*Respondent 3*).

## VI. DISCUSSION AND ANALYSIS

The immigration waves coming to Sweden reached the highest peak in 2015 (Swedish Immigration Agency - *Migrationsverket*, 2017) increasing society awareness on this issues. In order to deal with this problem, municipalities sets goals in their strategy document focus on diversity and equality. For example, the City Planning of Gothenburg city in their policy document write that the gender and ethnic background should be taken into account when the department found two qualified candidates who have equal qualification (Gothenburg City Planning Office - *Stadsbyggnadskontoret Göteborg Stad*, 2017). Thus, the recruitment process should reflect the composition of the population in Gothenburg city.

Another example comes from Helsingborg stad, who has five values in the organisation. One of the values is *lika och olika* (same and different) which believe that differentiation among employees is an opportunity to bring the different perspective to the organisation development (Alingsås Municipality Council- *Kommunfullmäktige Helsingborg Stad*, 2015). In this values, the City sets the goals to increase the diversity through competence-based recruitment (Helsingborg HR Comitte - *HR-utskottet Helsingborg Stad*, 2015).

Unfortunately, the research found the outcome of the integration process among immigrant in Sweden is not as good as expected (Wiesbrock, 2011). In addition, from

the identification of the research findings, the researcher found that Swedish labour market experienced lack of labour force.

Following Callon's (1986) moments of translation, the analysis in this study found how the municipalities define the problem. Moreover, in the analysis part this study use another authors' idea based on their case study using Callon's (1986) translation moment. Another authors' idea is needed to complete and give deeper understanding of the moments.

### A. Define the problematization

The study found that the HR department in municipalities have to deal with the problem regarding recruitment practices and how to answer the organisation need in the recruitment process. In this case, HR department wants to fulfil the organisation demands by recruiting more employees and reduce the unemployment rate disparities. This step explains what Bergström and Diedrich (2011) said in their implementation of the first moment of translation, problematization is the first step that must be taken in the translation process to identify the aim of the project. In this case, the municipalities need to (1) recruit employees that reflect the population in the society and (2) create a better working condition in order to increase the organisation's attractiveness.

In order to meet the success, HR department formulates different strategies, such as "*move a friend program*", cooperation with another organisation like *Arbetsförmedlingen* and *MittLiv*, competence based recruitment and also re-employed retired employees. Therefore, the organisation cannot stand alone to reach the goals. The participation from the organisation members and society will help municipalities to cope this problem. The municipalities appointed a set of actors and defined actors identity and the main point of the network (Callon, 1986). Since the focus in the movement is recruitment system, actors who involve in this movement are HR department, unit managers, employees, third parties organisation (such as *Arbetsförmedlingen* and *MittLiv*), and also society.

The first actor is HR department, who have the responsibility in the recruitment system in general to help managers in the organisation by providing the general strategy of recruitment system, including the guidelines of the recruitment process. Since the HR department is responsible for most significant part of the process, we can say that HR department is the spokesperson for this movement.

The second actor is the manager itself. Since managers are the one who has authority to analyse the department workload that will lead to the need for new employees. Moreover, the department's working environment is under the manager's responsibility.

Employees, as number three is the part of municipalities' in the daily basis. The employee is the machine in the municipality. Without help from employees, the manager cannot be able to create good environment and good culture in the organisation.

The third parties organisation, such *Arbetsförmedlingen* and *MittLiv* who participate by giving help to the unemployed citizens. Both organisations increase the change of the unemployed citizens to find the job by providing education

and mentoring to develop job seekers' skills. The last actor is society who will set the requirement since one of the aims of the project is to reflect the community.

### *B. Tie up the network with the device of 'interessement'*

After the aim of the movement and the identity of actors are defined, the next moment of translation is interessement that is to attract other actors who want to identify themselves in different identities with the goals that be able to retract them to involve in the network (Callon, 1986). As explained by Bergström and Diedrich (2011), the actors might aware of the situation in the organisation, but there is still a possibility to define different identity or strategy based on their interest. Thus, the HR department as a leading actor and the representatives of the municipality creates some device as a bridging of different interest of actors.

Regarding the objective of the movement, based on the identification from empirical findings, most of the participants said that competence-based recruitment and the good working condition is the best way to solve the problem. First, by implementing the competence-based recruitment, organisation open broader opportunity for citizens to apply for a job in the municipality. The competence-based, emphasise the candidate's competencies rather than their educational background. For the immigrant, this type of recruitment system will help them to get a job faster. Probably they do not have quite good skills, but they have good personal competence, the organisation will hire and educate them in the practical skills.

In contrast, Bevelander (1999; 2011) said that higher level education is important for immigrants to pursue to be able to enter the job market. However, some of the participants believe (*Respondent 3 and Respondent 6*) that from this recruitment system, a recruiter can see the candidate's willingness to learn, and that is more important than high educational background itself.

In addition, the good working condition will increase the attractiveness of the municipality. The good working condition, including good welfare system in the public sector, expected to be a solution for this problem. Usually, the private sector is more attractive among job seeker because people think that private sector is more promising. This resonates the study from Boyne, Poole & Jenkins (1999) that showed the traditional practice in the public sector organisation which standardised of employment practices that implied in the collective reward rather than individual performance achievement that followed by private sector.

### *C. Synchronises the actors' roles through Enrollment*

This stage is designed to define and connect the role of actors (Callon, 1986). In other words, the actor is connected to each other because of their role in the movement. Since the roles are related to each other, the cooperation and collaboration among actors are important in order to achieve the goals.

As agreed by the research participants from the interessement step, competence-based recruitment and good working condition are the cure for the labour market problem. To paraphrase Callon (1986) HR department as the leading actor and the spokesman in this change, leads the negotiation and discussion to enroll another actor within the

municipalities' goals in reflecting city population and involve more people to the organisation.

HR department build communication with managers in the municipality and informs the municipality's objective to implement competence-based recruitment system and create good working condition. The HR department provides guidelines for the recruitment system, including the interview guide that will help the manager to understand the concept of the system.

The HR department in the *Stadsbyggnadskontoret* (City Planning Office) –Gothenburg Stad, formulate the strategy in the Equal Treatment Policy. The strategy shows a guideline for the department to create a diverse working environment and increase the quality of working condition. Further, the policy document also consist of evaluation regarding the implementation of the strategy. The evaluation shows that the department still needs improvement to increase the proportion of the foreign-born employees to reflect the Gothenburg society (Gothenburg City Planning Office - *Stadsbyggnadskontoret* Göteborg Stad, 2017).

The responsibility of managers in this step are to analyze working load and create good working condition. The analysis result show whether there is a gap between working load and the number of employees. If there is still a gap between those two, managers need to hire new employees and responsible for the whole process of recruitment. In the selection process, the managers have to motivate their choice of candidates, considering on the competencies and candidates' willingness to learn, rather than the educational background (HR Department Mölndal City – *HR-avdelningen* Mölndals Stad, 2013).

To create a good working condition, the manager is responsible to bring the good culture in the working place. For example, the good cooperation and communication among employees and between manager and employees, and also the feeling of acceptance of the organisation's member.

The role of employees in the moment of translation is to collaborate with the manager to maintain good working condition. The employees' participation is important in this step. In the "*move a friend*" program, employees have a big role to attract their relatives, family, and friends to apply for a job in the same organisation. They have to tell to other people that the organisation has a good working condition such as high acceptance among organisation members, tolerance and anti-discrimination, and also good welfare system. According to *Respondent 1*, clearer organisation goals and division of work are define the working climates. As the demand from society, the municipality has a responsibility to serve the society. Therefore, the municipality have to provide job vacancies and open bigger opportunity for the society to involve in the government organisation.

In the enrolment process, HR department as the leading actor is able to use different approach to the other actor such as violent, persuasion, negotiation or agreement (Callon, 1986). By using the policy document and providing the guidelines for recruitment system, HR department implement persuasion and agreement approach to enroll the other actors. Therefore the stabilisation of the organisation during the movement is maintained.

#### D. Mobilization

Mobilization is the action, directing actors of translation to move to the new place (Callon, 1986). From the problematization analysis, it is concluded that actors define their identities, relationships and goals through the negotiation among them (Callon, 1986). Based on the analysis of the first three steps in the translation moment, HR department, drive another actor in several ways.

First, to encourage the manager to get used to the competence-based recruitment system, HR department sets the goal to increase the diversity in the municipality's equality policy. Moreover, to help the manager to have a better understanding of the issue, the guideline of the recruitment system process, including the interview guide is formulated. Not to forget to mention about the training program for managers and employees in term of diversity and equality. According to the participants, this issue is attached to every managerial training program. Along with the strategic document in the equality, this will lead the organisation to the higher awareness and acceptance in the differentiation. Since recruitment system is the employees' entry point, it will give good steps in the implementation of anti-discrimination and equality policy.

Second, regarding the good working condition, the HR department working together with the unit manager promote the municipality in the different ways. The municipality wants to emphasise the working condition based on employees' equal value in order to create tolerance, and inclusive working environment that free from discrimination, abusive behaviour, and harassment (Employment and Negotiation Comitte Vänersborgs - *Personal- och förhandlingsutskottet Vänersborgs Kommun*, 2016). With the focus mentioned above, along with the good employment welfare and the good communication and collaboration among employees and with the manager, the municipality believes to improve their attractiveness among job seekers.

From the exploration of HR department strategy above, it can be seen that the actors involve by initialising the problematization and build network through negotiation and agreement. The identity, different interest of the actors, relationship and the organisation goals are reached in the negotiable situation. The HR department and unit managers are able to create good networking that leads to the achievement of the translation process. In agreement with Law (1992) that both actors are working together and create networking to deal with the recruitment in the municipality and cope with the obstacles.

#### VII. CONCLUSION

The aim of the study explored the HR department strategy in the recruitment process that translated into practices in order to answer the organisations need within the context of the existing labour market. As presented in the background, Swedish labour market experience lack of employment. On the other hand, statistic says that there is a high disparity between native and non-native in the unemployment rate. Further, there are many network-based recruitment practices in the recruitment system. In this case, the situation mentioned above creates some disadvantages for applicants with foreign-background.

The empirical findings show that the HR department applies several strategies to comply the job vacancies in the organisation. In order to fulfil the need of employees. Municipality through HR department formulate strategy such as "move a friend" program, cooperation with *Arbetsförmedlingen* and *MittLiv*, re-employed retired person and implementing competence based recruitment. To meet with the success of the programs, the municipality has to create good working condition which not only give positive effect to employees but also to the organisations in term of attractiveness. Thus, the public sector can be more attractive and open bigger opportunity for people with different ethnical background.

Using the moments of translation Callon (1986), the study explores how the HR department execute and implement the strategy and involve another actor to participate in the movement. The HR department defined the goals of the movement and set actors and enrol them in the movement. Each actor has a different role in the movement, for example, the unit manager who has a responsibility to increase the diversity in the organisation through the competence-based recruitment process and also creates a good working environment in collaboration with employees. The HR department as the leading actor and has a responsibility in the strategic level regarding employment in the municipality responsible in the providing strategy documents and guidelines to help the unit manager to achieve the organisation objectives in the recruitment system.

The translation of the recruitment process to fulfil the job vacancies in term of reflecting the city population and create a good working condition is not easy. Actors might found problems here and there during the translation. However, the cooperation and network that build among actors give so many benefits in the movement process.

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