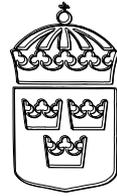


Government Communication

2013/14:154



Implementation of Policy Coherence for Development – Focus: the Global Challenge of Migration Flows

Skr. 2013/14:154

The Government hereby submits this communication to the Riksdag.

Stockholm, 13 March 2014

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Main contents of the communication

In this communication, the Government reports on the implementation of Policy Coherence for Development (PCD). In accordance with Sweden's Policy for Global Development, all governmental policy areas have a responsibility to contribute to equitable and sustainable global development. Since 2008, this work has focused on six global challenges: Oppression, Economic exclusion, Migration flows, Climate change and environmental impact, Conflicts and fragile situations, and Communicable diseases and other health threats. The Government's assessment of work on the challenges in 2012–2014, is that progress is good with regard to policy formulation, but that there is scope for improvement with regard to coordination and cooperation.

This communication places particular focus on the global challenge of Migration flows, which concerns the development potential of migration for both countries of origin and countries of destination. The Government highlights examples and potential conflicts of objectives/interests within the focus areas of Circular migration, Remittances and Protection and durable solutions for refugees.

A concluding chapter notes that Sweden's Policy for Global Development is still highly relevant, not least in relation to the ongoing discussions on a post-2015 global development agenda. Follow-up of the work on the global challenge of Migration flows, will principally take place within the Swedish Chairmanship of the Global Forum on Migration and Development (GFMD), i.a. at a high level seminar on 28 April 2014. Finally, the Government intends focus on a new global challenge in the next communication to the Riksdag on the implementation of Policy Coherence for Development (PCD) in 2016.

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1 Sweden's Policy for Global Development

Sweden was one of the first countries to formulate a bill on Policy Coherence for Development, PCD, in "Shared Responsibility: Sweden's Policy for Global Development" (Government Bill 2002/03:122, Report 2003/04:UU3, Riksdag Communication 2003/04:122). Sweden's Policy for Global Development gives all ministries within the Government Offices the responsibility to contribute to the achievement of equitable and sustainable global development. Governmental policy areas must be coherent in order to contribute effectively to this end. The policy underlines the rights perspective and the perspectives of the poor. The Minister for International Development Cooperation has been appointed by the Government to coordinate Sweden's Policy for Global Development.

Since 2008, Swedish work in this area is focused on six global challenges (Government Communication 2007/08:89):

- Oppression
- Economic exclusion
- Migration flows
- Climate change and environmental impact
- Conflicts and fragile situations
- Communicable diseases and other health threats

1.1 Enhanced monitoring and assessment

Within the six global challenges, focus areas with goals have been formulated (Government Communication 2007/08:89). These focus areas serve as a means of deepening the work on the global challenges. They also serve as indicators of how the implementation of PCD is progressing. The Government has also formulated goals on the three components that the Organisation for Economic Co-operation and Development (OECD) identifies as central to PCD work, namely:

- Policy formulation and performance
- Coordination and cooperation
- Knowledge and analysis

A goal for the Government's work on PCD within the EU has also been formulated.

Taken together, this constitutes a model for monitoring and assessment of Government's implementation of PCD. This model was used for assessment in 2010 and 2012 (Government Communications 2009/10:129 and 2011/12:167), as well as in this communication (see appendix).

1.2 Conflicts of objectives and interests

In addition to work on enhanced monitoring and assessment of PCD, the Government has since 2012 given more in-depth attention to conflicts of objectives and interests. Sweden's Policy for Global Development states that conflicts of objectives must be clarified and be subject to deliberate and considered choices.

In the Government Communication on the implementation of PCD in 2012 (Government Communication 2011/12:167), the Government chose to focus on one of the six global challenges, namely Economic exclusion. The purpose was to more deeply illustrate a number of examples and potential conflicts of objectives and interests within a single global challenge. Sweden is thereby unique in the OECD and the EU in reporting to the Riksdag on conflicts of objectives and interests in PCD work.

As a follow-up to the 2012 communication, the Government arranged a conference in March 2013 to discuss a number of conflicts of objectives and interests within Economic exclusion. Among those participating in the conference were the Swedish Minister for Financial Markets, the Swedish Minister for International Development Cooperation and representatives from civil society, the private sector and the research community.

In this communication, the Government has chosen to focus on the global challenge of Migration flows in order to more deeply illustrate a number of examples and potential conflicts of objectives and interests within this challenge.

2 Assessment of Policy Coherence for Development 2012–2014

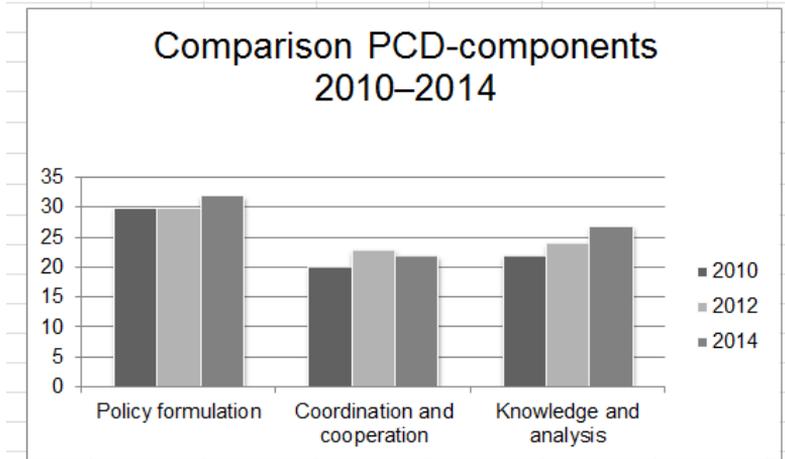
Sweden is considered a leading nation within the OECD and the EU with respect to work on global challenges and Policy Coherence for Development. In 2013, Sweden was i.a. ranked second in the international Commitment to Development Index (CDI), produced annually by the U.S. think tank, the Center for Global Development. The CDI assesses 22 OECD countries with regard to their overall influence on developing countries within trade, investment, migration, security, environmental policy, technology, and development assistance.

2.1 Assessment of work on the global challenges – summary

The Swedish Government's assessment of Policy Coherence for Development 2012–2014 is based on government work with the six global challenges. The assessment in its entirety can be found in the appendix. The basis for the Government's assessment is a qualitative

model that was developed in 2010 (Government Communication 2009/10:129). According to certain criteria, progress on PCD implementation can be ‘good’ or ‘relatively good’, or progress can have ‘certain deficiencies’.

On the whole, the 2012–2014 Government assessment demonstrates that progress with respect to the implementation of PCD is better in most areas than in 2010–2012. Policy formulation and performance has the best progress, and coordination and cooperation has the lowest progress. Progress on knowledge and analysis has improved.



The table above converts the assessments into quantitative values in order to make a comparison between years and between components. Policy formulation is the component that is highest, and it has increased somewhat. Coordination and cooperation is the component that is lowest. The component knowledge and analysis has shown a continuous increase.

OECD review of Swedish development policy 2013

The OECD reviewed Swedish development policy in 2013¹. This review gives Sweden positive criticism for assigning development issues a central position in foreign policy and for engaging strategically in global challenges. One example highlighted is Sweden's Chairmanship of the Global Forum on Migration and Development (GFMD) in 2013–2014. Sweden is considered a leading nation within the OECD and the EU with respect to PCD issues and is shown appreciation for working with the OECD's recommended components (Policy formulation and performance, Coordination and cooperation, and Knowledge and analysis). Sweden is acknowledged for reviewing various policy areas from a development perspective, although this review is not regular.

The OECD has understood that the Riksdag, civil society and media representatives want to see a more robust implementation of Sweden's

¹ Peer review of the Swedish development policy, the OECD Development Assistance Committee (DAC), 2013.

Skr. 2013/14:154 Policy for Global Development and greater transparency when managing conflicts of objectives within this policy. The Government's communications to the Riksdag are highlighted as key tools in PCD work, not least in highlighting conflicts of objectives. The OECD recommends more discussions and dialogue on PCD with societal actors such as civil society organisations. The Government's PCD conference on 20 March 2013 is highlighted as a good opportunity for discussion on conflicts of objectives.

The OECD believes that Sweden should contribute to the work of developing effective result indicators for PCD. The OECD also believes that Sweden can do more in the field with regard to PCD, including influencing the EU delegations.

2.2 Statskontoret's evaluation

In June 2013, the Government commissioned the Swedish Agency for Public Management (Statskontoret) to evaluate government management and the Government Offices' work procedures with respect to Sweden's Policy for Global Development (UF2013/38842/UD/USTYR). Statskontoret was also tasked with submitting proposals for improvement and to consider if and how a continuous evaluation of the policy would be possible. The background to this assignment is that the Government's own assessment (i.a. Government Communication 2011/12:167) and also OECD reviews of Swedish development policy have found that Sweden's policy formulation of PCD is good but that implementation can be strengthened, i.a. in relation to coordination and cooperation mechanisms. Previous evaluations by Statskontoret also show that cross-sectorial issues can be difficult to manage.

Statskontoret submitted its report to the Ministry for Foreign Affairs on 24 January 2014 (Statskontoret report 2014:1). Statskontoret's principal conclusions relate to the need for clarifying PCD, to the necessity of emphasising the Government's collective responsibility, to the necessity of making PCD visible and to the challenge of evaluating PCD.

Statskontoret begins the evaluation by noting that the logic behind the introduction of Sweden's Policy for Global Development is even more relevant today. Demands for coherent solutions to global challenges are very much a topical issue. The relative strengths of actors in the global economy have changed, and there has been a reduction in the development assistance percentage of resource flows to poor countries. Internationally, there are currently several initiatives to develop PCD work. In light of this, Statskontoret believes that Sweden's Policy for Global Development could have been given even greater priority and resources. Generally, Statskontoret notes, it has proved difficult to manage and capture cross-sectorial issues within Government Offices. Issues need to be integrated at an early stage, and there must be knowledge on how to integrate issues. As regards organisational matters, Statskontoret considers it reasonable for the responsibility for coordinating Sweden's Policy for Global Development to remain with the Ministry for Foreign Affairs (MFA). MFA possesses knowledge in

several key policy areas, such as foreign policy, security policy, development policy and trade policy. When it comes to the Government's PCD communications to the Riksdag, Statskontoret considers them to be central and to have shown a positive development in recent years. Statskontoret's assessment is that the Government should refrain from creating a comprehensive system for evaluating the effects of PCD by means of, e.g. indicators. Sweden should instead help to develop evaluation systems at the international level.

The Government finds that Statskontoret's report confirms much of what the Government's own assessments have concluded and that it is in line with assessments by, e.g. the OECD. The Government will use the conclusions of Statskontoret's report for further improvements of Government work on PCD. The Government intends, i.a. to carry out broad reinforcing efforts involving several ministries and to further clarify goals and concepts used. It is of key importance to continue working actively on PCD internationally.

2.3 Assessment of work on Economic exclusion 2012–2014

In the 2012 communication (Government Communication 2011/12:167), the Government focused on the global challenge of Economic exclusion and on a number of examples and conflicts of objectives and interests within this challenge. Below are a summary and assessment of the Government's work on Economic exclusion in 2012–2014. The Government has chosen to focus this assessment on three complex areas within Economic exclusion discussed at a PCD conference arranged by the Government in 2013. These three areas are:

- capital flight and tax evasion
- global food security
- business and human rights

These three areas are also representative of the Government's focus areas under the global challenge of Economic exclusion, namely; Financial markets; Trade in agricultural products; and Swedish trade and investment.

PCD conference

As a follow-up to its 2012 communication, the Government arranged a PCD conference on 20 March 2013. The purpose of the conference was to have an open discussion on complex areas within Economic exclusion with actors from various sectors of society. The conference was attended by around 150 persons with expertise in the various areas, including the Swedish Minister for International Development Cooperation and the Swedish Minister for Financial Markets. An overall observation from the conference is that there is broad consensus on the importance of working with PCD issues and that Sweden can assume even greater international leadership for PCD and various global challenges.

Assessment: capital flight and tax evasion

The Government believes that business is the engine of economic development in both rich and poor countries. However, it is important that competition takes place on fair terms, and that companies do not create competitive advantages for themselves by exploiting legislative inadequacies and weak institutions. If the private sector is to be able to contribute to economic growth, there is a need for more inclusive, open and efficient markets that provide access to jobs, products, outlets and financial services. The Government estimates that capital flight and tax evasion can pose a barrier to economic development, but that it may also be a consequence of the fact that many poor countries have weak institutions and a low degree of domestic resource mobilisation. To reduce international capital flight and tax evasion, it is important that all countries have the capacity and political will to combat tax evasion. In this area, Sweden's national interests and those of low income countries are very much the same. Through explicit Swedish and European laws and Directives, as well as international tax and accounting standards, the conditions for competition on the right terms can be created, thus reducing opportunities for tax evasion.

Within the EU, Sweden works towards **good governance in the tax area**, i.e. for transparency, information exchange and fair tax competition. Sweden works for the development perspective to be considered in the handling of taxation issues and for increased expertise in this area to be established within the EU. The Government looks favourably on **country-by-country reporting**, i.e. increasing the transparency of corporate payments made to public administrations by country. Country-by-country reporting can be a tool for low income countries to detect international tax evasion, for example by being able to see the companies with major sales activities in the country that have not paid any tax there. Proposals on country-by-country reporting should be based on current international work in, i.a. the OECD to promote transparency regarding the financial information of multinational companies.

Sweden participates in the OECD's Informal Task Force on Tax and Development, which focuses, i.a. on capacity building and support in the area of **transfer pricing**. Sweden also participates in the Global Forum on Transparency and Exchange of Information for Tax Purposes (Global Forum), which, i.a. promotes **international cooperation in the tax area** and has a major focus on developing countries. The Global Forum is also an actor regarding technical assistance for transparency and information exchange in the tax area and has, i.a. successfully implemented two pilot projects in Ghana and Kenya. Furthermore, since 2013, Sweden has contributed to the UN's work on tax matters by having, for the first time, a national expert in the UN Tax Committee. Sweden pursues efforts within the World Bank and regional development banks so that these organisations will work on capital flight and tax evasion within their mandates. This should especially be done by strengthening institutions and conducting dialogue on appropriate measures in low income countries.

In 2012, the Government incorporated formulations in the ownership guidelines of the **state-owned company Swedfund** about the use of intermediate jurisdictions as well as demands that investments shall take place within sound and clear company structures that do not contribute to, i.a. tax evasion. A similar formulation is found in Sida's appropriation direction for 2013. Swedfund also intends to begin reporting paid tax on a country-by-country basis for a part of its activities.

The Government assesses the work on capital flight and tax evasion to have major synergies between Swedish legislation, international tax cooperation and Swedish development cooperation that should be harnessed.

Assessment: global food security

The Government estimates that food security is of central importance to reducing poverty and hunger and to counteracting economic exclusion. The causes of food insecurity may be many, such as inefficient and non-inclusive markets, unclear ownership structures like weak and unclear land rights, inadequate capacity and education, inadequate investment in agriculture, a lack of credit, a growing population, food price volatility and altered consumption habits. Climate change and natural disasters can threaten food security in the longer term. Measures to contribute to global food security are required in several different areas.

The Government believes that a **less trade-distorting international agricultural policy** is an important part of the work for global food security. The agreement within the World Trade Organisation (WTO), at the Ministerial Conference in Bali in December 2013, might contribute to the simplification of trade procedures. The poorest countries will, for example, receive financial assistance to modernise its customs management, which is important for the export of foodstuffs that can be destroyed through long waits at border crossings. At the Bali conference, Sweden launched an increased support to the Trade Policy Training Centre on Africa (Trapca) for training initiatives focusing on practical implementation of the agreement. The WTO conference also decided to grant the food security programmes of developing countries immunity from WTO disputes even where the respective country ceiling for trade-distorting support is exceeded. Furthermore, measures linked to, i.a. land reform and rural employment such as support for issuing ownership rights are to be considered as non-trade distorting. In a political declaration, the WTO members committed to being extremely restrictive in the use of export subsidies.

Analysis of **developmental effects of trade in agricultural products** is central. One example is the Government's follow up to analysis of new trade patterns in global and regional value chains. The purpose is to see how these new patterns affect the ability to use trade as a tool for growth and poverty reduction.

In 2013, the EU adopted a new Common Agricultural Policy (CAP) for 2014–2020. Sweden promoted the development perspective in the negotiations, but only small changes were brought about. However, the trade-distorting elements of EU agricultural policy have decreased extensively over the past decade. Sweden continues to pursue **further**

reforms of the CAP and advocates, i.a. budget cuts and increased market orientation to the benefit of developing countries.

Weak and unclear land rights create problems for poor farmers, not least women. The Swedish mapping, cadastral and land registration authority (Lantmäteriet) performs important work on disposition rights and access to land in low income countries. The implementation of the voluntary guidelines for the responsible management of land, forest and fishery resources developed by the Committee on World Food Security (CFS) is central. The CFS is currently developing principles for responsible investment in agriculture aimed at food security and nutrition. Swedish work on this issue is done in a broad, consultative process with the active participation of government representatives, civil society and business. The Government prioritises responsible investment for increased productivity in sustainable agriculture and is pursuing clear applicable principles. Sweden's actions must be characterised by a rights perspective: the rights of the local population and marginalised groups must not be violated, and their access to resources must not be restricted. In particular, women's rights must be strengthened.

Agricultural productivity is low in many low income countries, especially in sub-Saharan Africa, which is a contributory factor to food insecurity. Climate change and natural disasters have an adverse effect on food security. In some areas, ground-level ozone contributes to major agricultural losses. Sweden's work within the Climate and Clean Air Coalition (CCAC) aims to reduce the short-lived climate pollutants that, i.a. form ground-level ozone. Government agencies such as Sida and the Swedish University of Agricultural Sciences contribute with considerable knowledge and expertise, and contribute to capacity building in low income countries. Within Swedish development assistance, a special food initiative has been implemented 2009–2012. The focus of the initiative was mostly on increased agricultural productivity in Africa and on the role of women as farmers. Since 2013, the responsibility for this initiative is transferred to Sida. In 2014, the Government strengthened bilateral aid initiatives for resilient agriculture in Africa with a particular focus on sustainable food security.

Losses and **waste in the food chain** are great. In poorer countries, these losses often relate to inferior storage facilities, physical damage to crops, inadequate infrastructure and a low level of technology. In richer countries, they often relate to losses at the consumption level. This is not resource efficient, and a reduction in waste would ease the pressure on the use of natural resources. The Government has commissioned the National Food Agency, in cooperation with the Swedish Board of Agriculture and the Swedish Environmental Protection Agency, to work to reduce food waste at all stages of the food chain and to develop ways of using leftovers, e.g. as an energy resource.

The Government's assessment is that a coherent policy for global food security will contribute to Sweden's efforts for global development and poverty reduction, not least in terms of Millennium Development Goal 1 on eradicating extreme poverty and hunger.

Assessment: business and human rights

The Government estimates that the contribution of Swedish trade and investment in counteracting economic exclusion of poor countries and poor people, including work on human rights, can be further strengthened. Safeguarding the protection of human rights is an obligation for governments. Companies with activities in, or contracts from, countries that fail to respect human rights face particular challenges that require a thorough risk analysis.

The Government expects all Swedish companies to, in all their activities, respect human rights including the fundamental ILO conventions on labour rights. The Government encourages all Swedish companies to work with **sustainable enterprise** and to support and comply with the international standards and guidelines in this area, such as the OECD Guidelines for Multinational Enterprises, the UN Global Compact and the UN Guiding Principles on Business and Human Rights. In 2013, the Government released an action plan containing Sweden's view on sustainable enterprise. The action plan provides examples of how the Government promotes and facilitates for actors in society, principally companies, to work with sustainable enterprise. The Swedish **National Contact Point (NCP)** for the OECD Guidelines for Multinational Enterprises is a tripartite cooperation between government, business and labour organisations. The Swedish NCP is an important instrument for promoting and testing the OECD Guidelines. Three complaints were received in the period, two of which have been concluded.

The Swedish State has several instruments that may directly or indirectly influence Swedish companies' respect and work for human rights in their activities. Some examples are the State export promotion and State ownership policy, as well as instruments for investments, loans and guarantees in development assistance. The Swedish State has a great responsibility for being an active and professional owner. **State-owned companies** should act as role models in responsible and sustainable enterprise, including respect for human rights. In 2013, the boards of the state-owned companies were commissioned to establish strategic, long-term and measurable goals on sustainable development. The goals are to be explicit and will help the various stakeholders to evaluate the companies' work. From 2014, performance on these goals will continuously be monitored in the Government's ownership management of these companies. State-owned companies will also continuously report on their sustainability work in accordance with the international guidelines from the **Global Reporting Initiative (GRI)**. In addition, the Government underlines that when state-owned companies conduct activities or procurements in countries that fail to adhere to fundamental international frameworks, it is important that these companies have a well-established policy and strategy to deal with these issues.

The Government has also specified its expectations on **state actors in trade and investment promotion** to provide information on international standards of sustainable enterprise. One example is the government guidelines to the Swedish Trade and Invest Council (Business Sweden) that includes, i.a. the UN Global Compact and the OECD Guidelines for Multinational Enterprises.

An important issue for Sweden in the context of sustainable enterprise is **online freedom**. Online freedom is a Swedish foreign policy initiative with the objective to make clear that human rights also apply on the internet. Companies operating in the ICT sector (information and communications technology sector) can play an important role in promoting respect for human rights and online freedom. This concerns the entire ICT sector and their business partners and suppliers, including investors. In May 2013, for the second consecutive year, Sweden arranged an international conference on online freedom in relation to global development.

The Government has **dialogue and exchange of experience** with both the business community and civil society organisations on sustainable enterprise, including human rights. One example is the roundtable that the Minister for Enterprise held together with Forum for Social Innovation Sweden in October 2013, at which a number of major companies discussed the work of sustainable enterprise and CSR (Corporate Social Responsibility). Another example is the CSR day arranged by the Ministry for Foreign Affairs in November 2013.

The Government estimates that continued work is needed in order to further strengthen the contribution of Swedish trade and investment to equitable and sustainable global development, including human rights. In its ownership role, the Government will continue to emphasise and deepen the integration of issues of sustainable enterprise, including human rights, in the management of state-owned companies. Besides contributing to global development, this is necessary for securing the creation of long-term value in the companies. In export promotion, the interest of Swedish companies in trading with and investing in new, emerging markets should be encouraged, as well as continued work on sustainable enterprise, including human rights. Online freedom will remain an important issue in the context of sustainable enterprise. Sweden is planning to arrange the third international conference on online freedom in relation to global development in spring 2014.

3 The global challenge of Migration flows – outlook

In this communication, the Government has chosen to focus on the global challenge of Migration flows, which concerns the development potential of migration.

Throughout history, people have moved between regions, countries and continents, both for longer and shorter periods. Those defined as migrants are persons living outside their country of birth, but also persons who have moved within their own country. The latter constitutes the greater part of world migrants. Together, these approximately one

billion people (about 232 million international migrants and 740 million internal migrants²) make up one seventh of the world's population.

Increased globalisation has led to greater mobility of goods and capital, but not to the same extent of people. Although the number of migrants has increased over the past decade, the share of migrants in the total world population is relatively unchanged. People from poorer countries migrate to richer countries, but a large proportion also migrates between low income countries. A particularly vulnerable and exposed group of migrants are people who migrate due to poverty and who work in dangerous and low-paid jobs. The global picture of migration also includes increased urbanisation and large youth populations in many low income countries. About half of all migrants are women.

Migration flows constitute a potential for development, both for the countries of origin and the countries of destination, as well as for the migrants themselves and their family members. The revenues, experiences and knowledge of migrants are beneficial both to countries of origin and destination. Maximising the positive effects of migration and counteracting the negative effects requires coordinated action between policy areas and between actors. Further global dialogue is needed with regard to coherence between migration and development.

Based on Sweden's Policy for Global Development, Sweden has long been a leading actor in the global cooperation on migration and development. From 2013 to June 2014, Sweden is Chair of the **Global Forum on Migration and Development (GFMD)**. The Swedish Chairmanship of the GFMD has yielded efforts to strengthen development effects of migration globally. One example is work to include migration and development in the **new post-2015 global development agenda**. Migration and development is a partnership issue and a prerequisite for achieving the new goals.

By facilitating mobility between countries, **circular migration**, the development potential of migration can be strengthened. Important knowledge transfer is made possible, as are increased income opportunities that are of great importance for development. **International students and researchers** can be of great significance in this context. **Labour migration** offers an opportunity for economic development, knowledge acquisition and can contribute to better matching between supply and demand on the global labour market. Migration can serve as a supplement to domestic labour in sectors where there are labour shortages and can compensate for an ageing population. Migration can also relieve a strained domestic labour market in countries of origin. Effective regulatory frameworks are needed to enable migrants to legally move to job opportunities under secure conditions. Information on international job opportunities and **systems for assessing migrants' qualifications** are also needed. The challenge posed by labour migration is to satisfy the needs in the countries of destination, while maximising the positive impact and minimising the negative impact on the countries of origin. Inadequate management of working conditions in countries of

² Figures from the UN: <http://esa.un.org/unmigration/wallchart2013.htm> and <http://hdr.undp.org/en/content/human-development-report-2009>

destination or exploitation of migrants by employers constitute a rights-based issue, which also risk undermining the local working conditions in the country of destination. Many migrants work in health care and service sectors, in construction or in seasonal industries (agriculture or tourism). A challenge that is often discussed is **brain drain**, which should be placed in relation to skills transfer and other advantages that migration brings.

Many groups of people who reside for a longer period outside their country of origin still maintain ties with that country. These **diaspora groups** often contribute to transfer of knowledge and can contribute to trade and investment between countries.

Remittances, i.e. the money that migrants send home to their countries of origin, contribute to increased household incomes and better resources for development in the country of origin. Remittances can also contribute to macroeconomic development, for example by strengthening countries' balances of payment and creditworthiness. Global remittance flows are estimated to more than USD 400 billion.³ As large sums of money are also transferred through informal channels, the total remittance flows are probably greater. If the **transaction costs** for remittances could be lowered, the World Bank estimates that additional money flows could be released. Challenges exist, among others a risk that remittance systems can be exploited for **transferring the proceeds of crime** and/or **financing terrorism**. Facilitating remittances through formal channels reduces this risk.

The reasons behind migration can be to escape conflict, oppression, famine or natural and environmental disasters. When people are forced to flee, **involuntary migration**, their problems become a regional and global concern. Coherent and coordinated measures for migration under orderly and secure forms are needed. Uncontrolled and illegal migration can often be linked to **human smuggling, human trafficking and organised crime**. Women and children migrating from poor conditions are at particular risk.

The majority of the world's more than 15 million⁴ **refugees** find themselves in protracted refugee situations in difficult conditions. Most of the persons that are forced to flee seek refuge in a neighbouring country. About a third of the world's refugees live in refugee camps. Over 17 million⁵ people in the world are also **internally displaced persons (IDPs)**, i.e. people fleeing within their country, often due to ethnic conflict or civil war. **Protection of refugees** and the promotion of solutions to protracted refugee and IDP situations constitute a key issue.

Changes in the environment and climate change can lead to migration in various ways. Poor people are particularly vulnerable. Climate change and a scarcity of resources can lead to conflicts and war, primarily within a country or region. One of the underlying causes of many humanitarian crises is environmental and climate-related disasters.

³ Migration and Remittance Flows: Recent Trends and Outlook, 2013–2016.

⁴ Figures from UNHCR and UNRWA, 2012.

⁵ Figures from UNHCR: <http://www.unhcr.org/globaltrendsune2013>

Example: Swedish Chairmanship of the Global Forum on Migration and Development (GFMD)

Sweden's Policy for Global Development has contributed to Sweden's leading work on the global dialogue on migration and development. Sweden was one of the initiators of the Global Commission on International Migration (GCIM) in 2003. As a result of the first UN High-level Dialogue on Migration and Development in 2006, the Global Forum on Migration and Development (GFMD) was formed in 2007. The GFMD is an intergovernmental platform for dialogue on the links between migration and development with the participation of around 150 countries throughout the world. The platform is informal and its agreements are non-binding. It is open to all UN Member States, but is not part of the UN system.

Sweden has been part of the GFMD Steering Group from the start and is Chair of the GFMD from January 2013 to June 2014. The theme of the Swedish Chairmanship of the GFMD is 'Migration – Unlocking the Potential of Migration for Inclusive Development'. A priority issue for the Swedish Chairmanship is improved coherence between migration and development policies. This includes prioritising migration and development in the new post-2015 global development agenda, an agenda for follow-up of the Millennium Development Goals (MDGs) and for creating new global Sustainable Development Goals (SDGs). Sweden sees migration and development as a partnership issue and as a mechanism by which to achieve the new goals. Examples of issues that might be subject to enhanced global partnerships in the area of migration and development are greater opportunities to transfer benefits earned in social insurance systems and to have skills validated, reduced costs for remittances and recruitment, as well as strengthened rights and the combating of discrimination against migrants. This could, for example, help to integrate migration in strategies and plans for poverty reduction and development in developing countries, as well as in Sweden, the EU and international organisations. During its Chairmanship of the GFMD, Sweden has, i.a. highlighted the contribution of migration to inclusive economic development through labour migration, circular migration and labour market matching and the contribution of diaspora groups to trade and investment. One important issue is the contribution of migration to inclusive social development by strengthening migrants' empowerment and by facilitating knowledge transfer. Another is the use of financial remittances for investments in health and education.

An evaluation of the GFMD was completed in autumn 2012, thus giving Sweden the opportunity to advance these recommendations in the global dialogue. The Swedish Chairmanship also coincided with the second UN High-level Dialogue on Migration and Development (held in October 2013) and the ongoing work with the post-2015 development agenda.

4 The global challenge of Migration flows – examples of government work and potential conflicts of objectives/interests

Since 2008 (Government Communication 2007/08:89), Migration flows is one of the six global challenges in focus of Swedish government work on Policy Coherence for Development. Below, a number of examples and potential conflicts of objectives and interests will be presented. These examples will be presented under the headlines of the Swedish focus areas within the global challenge of Migration flows, namely:

- Circular migration to and from Sweden and the EU
- Remittances from Sweden to developing countries
- Protection and durable solutions for refugees

4.1 Focus area: Circular migration to and from Sweden and the EU

One of the Swedish Government's focus areas within the global challenge of Migration flows is *Circular migration to and from Sweden and the EU*. The objective of government work within this focus area is to enhance the positive effects on developing countries of circular migration to and from Sweden and the EU.

4.1.1 Government work on circular migration

Migration can provide opportunities for people to increase their financial resources and improve their living conditions. For people living in poverty, this is crucial. Figures from the United Nations Development Programme (UNDP) show that migrants who move from countries with a low level of development to a higher level of development experience a 15-fold increase in income on average, a doubled schooling and a 16-fold reduction in child mortality.⁶ For family members remaining in the countries of origin, the money that migrants abroad send home can contribute to greater financial security. Remittances are an important source of economic development in many low income countries. Migration can also contribute to increased influence and self-determination of women since migration enables them to increase their income and thus help support the family, i.a. as senders of remittances and as investors in development. In addition to financial contributions, acquisition of new knowledge and experience can lead to developmental effects on migrants' countries of origin. The transfer of values, ideas and contacts, known as 'social remittances', can be of great importance for development.

⁶ <http://hdr.undp.org/en/content/human-development-report-2009>

In countries of destination, migrants often represent a labour force that is in demand. Migrants bring values and knowledge that benefit cultural diversity and can lead to innovations and new thinking. Demographic trends in Sweden and in many other countries indicate that the need of migration will increase. Migration can also promote trade and investment between countries, generating jobs and tax revenues on both sides. In order to strengthen development effects of global migration, regulatory frameworks are needed to facilitate legal migration. It is also important to harness the skills of migrants, both in countries of destination and countries of origin. A prerequisite for migration to contribute to development is respect for fundamental human rights, including protection against exploitation, discrimination and abuse.

Both global migration and migration to and from Sweden are on the rise. People often spend a portion of their lives in countries other than their own. 'Circular migration' is a pattern of migration involving people moving between countries, both for shorter and longer periods, making important contributions to development in both countries of destination and origin. The concept includes many different forms of migration, including labour migration and international students and researchers. With greater opportunities for communication and travel, international migrants can be active and engaged in societal development in both the country of origin and destination. Migrants today have more opportunities than ever to contribute to development. However, the development potential of migration has considerable scope for improvement.

Government work on circular migration

The opportunities of global migration must be harnessed. Circular migration should be facilitated and its positive development potential should be enhanced. In 2009, the Government appointed a Parliamentary Committee for Circular Migration and Development. The Committee was tasked with identifying the factors that affect migrants' opportunities to move between Sweden and their countries of origin and with mapping circular migration to and from Sweden. The Committee was also tasked with analysing how greater mobility can contribute to development in both Sweden and the countries of origin. The Committee's interim report was submitted in May 2010 (SOU 2010:40) and its final report in March 2011 (SOU 2011:28). The final report presented a number of proposals aimed at removing obstacles to greater mobility and thereby increasing the positive developmental effects of circular migration.

The Committee's work has contributed to a solid knowledge base and statistics concerning circular migration to and from Sweden. The Committee noted that some aspects of Swedish policy already facilitate circular migration. For example, dual citizenship has been permitted since 2001, which has great significance for circular migration because it provides secure residence in both the country of origin and destination. Furthermore, the Swedish rules for labour immigration, which entered into force in 2008, represent an opportunity for workers to migrate to Sweden, make productive use of their skills, and then return to countries of origin with better opportunities and new knowledge. Skills and jobs are a key to development in every country. Swedish labour immigration

policy is therefore an important part of a migration policy that contributes to development. The Committee has also noted that the existing opportunity of transferring certain acquired social benefits, such as earnings-related old-age pensions, can be very important for circular migration. The Committee's final report presented proposals for legislative amendments and other measures to strengthen the developmental effects of migration. The Government is implementing proposals from the inquiry, including legislative amendments and strengthened agency work in this area.

Within the EU, circular migration is a prioritised issue for enhancing developmental effects of migration. However, the views on circular migration differ somewhat between EU Member States. Sweden seeks to remove administrative barriers to enhance migrant movement between countries so as to facilitate their contribution to development in their country of origin. The links between migration and development are thus central to Swedish policy for circular migration. However, discussions on circular migration at the European level tend to focus on specific programmes or bilateral agreements that state the conditions for length of stay, issuance of permits and return, so-called restrained circular migration.

Sweden wants EU-discussions to focus on spontaneous migration, i.a. within the framework of the regional migration dialogues of the EU Global Approach to Migration and Mobility. A starting point for Sweden is that all countries should remove obstacles to circular migration and facilitate legal ways to migrate, including labour immigration. Sweden is also working to concretise and operationalise cooperation on circular migration with third countries. The purpose is to increase the positive developmental effects that circular migration can have on countries of origin, transit and destination. This work can encompass projects on circular migration within, e.g. the EU Mobility Partnerships with third countries in the EU's neighbourhood.

Work on circular migration in the Global Forum on Migration and Development (GFMD)

Circular migration and labour migration have been on the agenda of the Global Forum on Migration and Development since its inception. States have exchanged experience in areas such as skills development and validation, regulations to expedite mobility, skills transfer and facilitation of return, and better harnessing of skills. Forum discussions have also been held on temporary labour migration with a focus on bilateral labour migration agreements, efforts to enhance migrant skills development, ethical recruitment, how recruitment costs can be lowered for migrants and how their social safety nets can be strengthened. The GFMD has highlighted especially vulnerable groups of migrants, such as domestic workers. The Swedish Chairmanship focuses, i.a. on better matching of skills on the labour market and on how migration can contribute to reintroduce skills to the health and medical care sectors.

Work within the Government Offices and with government agencies

If circular migration is to contribute to developmental effects in low income countries, Policy Coherence for Development is necessary.

Several policy areas are concerned, such as those covering the labour market, trade, enterprise, education, migration and development. Work on gender equality, human rights and democracy represents important contributions. Within the Swedish Government Offices, the Ministry of Justice is responsible for migration policy. The Ministry of Employment is responsible for working life policy, and the Ministry of Education and Research for education policy. Regarding the transfer of social benefits, the Ministry of Health and Social Affairs has the main responsibility. With respect to strengthening the contribution of migration to development by, i.a. supporting diaspora organisations' development work, the Ministry for Foreign Affairs has the main responsibility. The Ministry of Finance, with its primary responsibility for financial transactions, also plays an important role. Among the government agencies, the Swedish Migration Board and Sida are of central importance, as are Arbetsförmedlingen (the Swedish Public Employment Service) and the Swedish Council for Higher Education.

Government standpoints

- The Swedish Government wants to facilitate circular migration and strengthen its positive developmental effects. The Government is working, i.a. to increase the opportunities of labour immigrants, students and other migrant categories to move between countries. During 2014, the Government is financing an assignment to the agency Statistics Sweden to carry out a study to map statistics in the area of migration in collaboration with the Swedish Migration Board.
- The final report of the Parliamentary Committee for Circular Migration and Development presented important proposals and measures. The Government Offices is currently working on various legislative amendments and on measures to strengthen the government agencies' work in the area.
- A broadened approach to circular migration and development is needed in the EU. Sweden is working for discussions focusing on spontaneous migration and legal ways to migrate, including labour immigration. The aim is for all countries to remove obstacles to circular migration. Sweden is also working to concretise and operationalise cooperation on circular migration with third countries.
- The Chairmanship of the GFMD grants Sweden a unique role in the international arena with respect to issues of migration and development. Internationally, migration and development, including circular migration, is an important issue for the Government in relation to the post-2015 development agenda. Sweden sees migration as an issue of partnership and as implementation mechanisms.
- In order to increase coherence between migration and development policies, including circular migration, actors in the area of migration need to take development aspects into account in their work. But development actors also need to take migration issues into account in work on development and poverty reduction. Within development assistance, the Government supports, e.g. diaspora organisations' development work and the Swedish Consumer Agency's establishment of a web-based information and comparison service for remittances.

Future efforts

The Swedish Chairmanship of the GFMD has helped to enhance coordination and dialogue on migration and development, including on circular migration, within the Swedish Government Offices. To build on this work and to further enhance coordination and division of responsibilities, a working group will be established with representatives from the relevant ministries and agencies. The Government will also issue the relevant agencies with more explicit guidance on the importance of the development perspective in migration issues. It will be crucial to support Sida and the Swedish Migration Board in their cooperation on the issue of migration's significance for development. Another important future issue is the strengthening of diaspora groups' ability to act as agents of change in their countries of origin in fields such as trade, investment and innovation. With respect to EU efforts to strengthen the positive developmental effects of circular migration, it is important to enhance coherence and coordination between the Commission's Directorate-General for Home Affairs and the Directorate-General for Development and Cooperation – EuropeAid. In its work on the post-2015 development agenda, Sweden will pursue migration as a partnership issue and migration as a mechanism to achieve the new global development goals.

4.1.2 Conflict of objectives and interests: International labour migrants and the rights perspective

International labour migration can provide great opportunities for people, i.a. from low income countries, to increase their financial resources and improve their living conditions. One prerequisite for migration to contribute to developmental effects is respect for fundamental human rights, including protection against human trafficking, exploitation, discrimination and abuse. The rights perspective of Sweden's Policy for Global Development places a focus on individuals and groups that are subject to discrimination, exclusion and marginalisation.

International labour migrants are not a homogenous group, but globally there are many who work in dangerous and low-paid jobs. Many also have temporary contracts and find themselves in labour markets with substandard working conditions. An increasing number of labour migrants are moving between low income countries. A lack of prospects and legal opportunities to migrate may pose a risk for people, young people especially, to opt for irregular migration, including human smuggling. These migration routes are often associated with great danger and costs to the individual and may entail the transfer of resources to organised crime. Even in the case of legal migration, large sums are often demanded from migrants, money which goes to middlemen in the recruitment process.

Labour immigration to Sweden from third countries

Effective regulatory frameworks are needed to enable international migrants to move to job opportunities in a legal fashion and to prevent unserious employers exploiting migrants. The Swedish rules for labour

immigration that were introduced in 2008 aim to facilitate labour immigration to Sweden from third countries. The demand for labour will grow in Sweden in the coming years, partly as a result of labour shortages in several professions and an ageing population. The new rules for labour immigration aim to satisfy the demand for labour in the Swedish labour market. They also provide people with an opportunity to come to Sweden legally in order to work.

The rules for labour immigration give employers that are unable to find the necessary labour in Sweden, or in the EU/EEA/Switzerland, the opportunity to recruit labour from a third country, providing certain basic conditions regarding e.g. terms of employment are met. The starting point is that individual employers are most suitable to estimate recruitment needs in their own businesses. The reform of labour immigration also brought the processing of residence and work permits under a single agency, the Swedish Migration Board.

In 2011, the OECD published a comprehensive report containing an evaluation of the Swedish labour immigration reform. It found that the rules are working well, but that certain adjustments may be needed⁷. In the media and public debate, details have emerged about the maltreatment of labour immigrants on the Swedish labour market. There has been coverage of cases in which the Swedish rules for labour immigration have been abused by unserious employers. The rules have also been criticised for not being followed up by adequate control mechanisms and for the controls only being performed in advance.

Labour immigration and the rights perspective in Sweden

The Swedish Government has a strong commitment to strengthen developmental effects of migration. Facilitating circular migration and labour immigration is an important part of this. The basis of Swedish labour market policy is that collective agreements between the social partners establish the most appropriate procedure for each company and industry. The rules for labour immigration aim both to make it easier for migrant workers who want to come to Sweden and to facilitate labour immigration to Sweden. Abuse of these rules and exploitation of foreign labour must be combated.

The Government has taken a series of measures to detect and combat abuse of the labour immigration rules. The Government has instructed the Swedish Migration Board to specifically report efforts to detect abuse of rules, including the occurrence of fictitious employment. The Swedish Migration Board has also made good progress in this work and, in January 2012, introduced tightened controls in certain industries in which problems and abuse have been shown to exist. For example, companies in the hotel and restaurant sector must show that they can guarantee wages for those applying for a work permit. In doing so, employers must demonstrate that they have the financial means to recruit a labour immigrant. The purpose of the tightened controls is to prevent the issuance of permits for fictitious employment or for jobs with employers

⁷ http://www.oecd-ilibrary.org/social-issues-migration-health/recruiting-immigrant-workers-sweden-2011_9789264167216-en

who are unable to pay the wage they have offered. The statistics suggest that the stricter requirements have been effective. In 2012, the total number of work permits granted for catering and restaurant staff decreased by approximately 35 per cent compared with the number of work permits issued in the same period in 2011. There has also been a decrease of about 30 per cent within the occupational groups of kitchen/restaurant hands, butchers, bakers/pastry makers and cleaners. The proportion of employees in the same groups being granted a permit has decreased by an average of about 20 per cent.

The Government is also working on sustainable enterprise and CSR (Corporate Social Responsibility), an activity that includes respect for human rights and working conditions. This also includes gender equality, diversity and business ethics. The work is based on the OECD Guidelines for Multinational Enterprises, the UN Global Compact and the UN Guiding Principles on Business and Human Rights (the 'Ruggie Framework'). The Government considers it essential for all Swedish companies in all their activities to respect human rights, including the fundamental conventions of the International Labour Organisation (ILO) on labour rights. The government agency, the Equality Ombudsman, exercises supervision, i.a. over employers so that they work actively to uphold equal rights and opportunities in working life regardless of gender, ethnicity, religion or other belief, and in particular to combat discrimination in working life on such grounds.

Work within the EU and internationally

As in most regions and countries, immigration is regulated in the EU. This means that permission is required to gain entry to the EU. Illegal migration to the EU and to other countries and regions does, however, exist. It is important to have regulations that facilitate legal migration, including labour immigration. Work against human trafficking, exploitation, discrimination and abuse is of crucial importance.

As part of the development of a common EU policy on labour immigration issues, two Directives have been adopted (the Directive on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment and the Directive on a single application procedure for certain residence and work permits). In July 2010, the Commission presented a proposal for a Parliament and Council Directive on conditions of entry and residence of third-country nationals within intra-corporate transfer of personnel, as well as a proposal for a Directive on the conditions of entry and residence of third-country nationals for the purposes of seasonal employment. In March 2013, the Commission presented a proposal for a Directive on the conditions of entry and residence of third-country nationals for the purposes of research, studies, pupil exchange, remunerated and unremunerated training, voluntary service and au pairing.

Internationally, the starting point for issues concerning labour rights is the core conventions of the International Labour Organisation (ILO), which deal, i.a. with issues of forced labour, freedom of association and right to organise, right to collective bargaining, equal remuneration, prohibition of discrimination and prohibition of child labour. The ILO core conventions are binding and the ILO has a follow-up mechanism.

The ILO core conventions constitute minimum standards for working conditions and include the prohibition of forced labour and of child labour, trade union rights, the right to organise and to collective bargaining, equal remuneration for work of equal value and the prohibition of discrimination. The countries that have ratified the core conventions are obligated to report on their application every two years. Follow-up takes place through the ILO's tripartite follow-up system, which means, i.a. that employers' and employees' organisations can report a government criticised for not having lived up to its commitments.

The work of the Global Forum on Migration and Development (GFMD) has made possible a constructive international dialogue on the rights of migrants. This has been difficult in other international contexts where discussions are readily polarised. Discussions in GFMD have highlighted the shared responsibility between countries for the protection of migrants' rights and the need for not only discussing ratification of conventions, but also about how these are implemented, including migrant access to social safety nets. One issue concern the transfer of pension systems and how migrants can gain access to medical care. Questions of xenophobia and discrimination have also been discussed and countries have shared their experiences of integration issues. The discussions have also highlighted the need to safeguard the rights of migrants during efforts to combat human trafficking and the exploitation of migrants on the labour market as well as the importance of not criminalising migrants when implementing regulated immigration. During the Swedish Chairmanship of the GFMD, strengthened migrant empowerment through access to safety nets, information and the opportunity to organise and voice opinions, have been highlighted.

Work within the Government Offices and with government agencies

The Ministry of Justice is responsible for migration policy within the Swedish Government Offices. The Ministry of Employment is responsible for labour policy, decent working conditions and initiatives for an effective labour market. Several policy areas are concerned, such as development, trade and enterprise. Work on gender equality, human rights and democracy represents an important contribution. The relevant government agencies include the Swedish Migration Board, the Swedish Work Environment Authority, Sida and the Equality Ombudsman.

Government standpoints

- Sweden has long been a strong voice in the world for the respect and protection of human rights. In Sweden, the basis for human rights protection is laid out in the three fundamental laws: the Instrument of Government, the Freedom of the Press Act and the Fundamental Law on Freedom of Expression.
- Facilitating legal circular migration is an important part of strengthening the developmental effects of migration. Effective regulatory frameworks are needed to enable international migrants to legally move to job opportunities and to prevent unserious employers exploiting migrants. The Swedish labour immigration rules aim to facilitate labour immigration from third countries to Sweden.

- Abuse of these rules and exploitation of foreign labour must be combated. The Government's appropriation directions for 2011, 2012 and 2013 tasked the Swedish Migration Board with specific reports on the detection of abuse of rules. In January 2012, the Swedish Migration Board introduced stricter controls in certain industries where problems and abuse have been detected. Statistics suggest that the sharper requirements have been effective.
- In the EU, Sweden is pursuing a broadened approach to circular migration and is working for discussions focusing on spontaneous migration. A starting point for Sweden is that all countries should remove obstacles to circular migration and facilitate legal ways to migrate. Sweden supports the implementation of Directives in the area of labour immigration as part of the creation of a common EU policy in the area.
- Work on human rights, both internationally and nationally, is central with respect to labour migrants.
- The Government considers it essential for all Swedish companies to respect human rights, including the fundamental ILO conventions on labour rights, in all their activities. The Government will continue to support the ILO strategy to promote human rights in working life, as well as best practises on ensuring sustainable employment and secure and decent working conditions for migrant workers.
- The Government works on sustainable enterprise and CSR, an activity that includes respect for human rights and working conditions, and that is based on OECD and UN guidelines and principles in the area.
- The Swedish Equality Ombudsman exercises supervision, i.a. over employers so that they uphold equal rights and opportunities in working life.
- Internationally, Sweden works i.a. with the ILO core conventions on issues concerning labour rights and their follow-up mechanisms. With regard to ILO Convention No. 189 (Convention on Domestic Workers), which was adopted by the ILO General Conference in 2011, the Swedish Government Offices are currently analysing and preparing for a possible ratification.
- Sweden works for continuous discussions on the implementation of migrants' rights within the Global Forum on Migration and Development.

Future efforts

The Swedish Government attaches great importance to continued efforts to combat abuse of the labour immigration rules and exploitation of foreign labour. The Government therefore plans, together with the Green Party, to introduce further measures to detect and stop abuse of the labour immigration rules. In September 2013, a Ministry Memorandum (Ds 2013:57) was presented, outlining measures against abuse of the labour immigration rules. The main proposals may be summarised in four areas: follow-up inspections; employers' reporting obligation regarding terms of employment (punishable upon non-compliance); direct access for the Swedish Migration Board to certain agency registers; and supplementary revocation provisions. In the future, the protection of migrant workers will also be strengthened through an extended adjustment period and increased information initiatives. The

Ministry Memorandum recommends the proposed amendments to enter into force on 1 April 2014. The Memorandum has been referred for consideration, and preparation is in progress at the Government Offices. Skr. 2013/14:154

Example: Government work against human trafficking

The Government is working actively to combat and prevent human trafficking. Several of the measures initiated in the Government's Action Plan against Prostitution and Human Trafficking for Sexual Purposes (Government Communication 2007/08:167) in the period 2008–2010 have received extended funding. The County Administrative Board of Stockholm has a mandate at the national level to coordinate the work against prostitution and human trafficking for sexual purposes and to promote strengthened cooperation between government agencies, voluntary organisations and other actors in the area (Fi2010/5567). Since April 2013, the mandate has been expanded to include all forms of human trafficking as well as special initiatives for children (Ju2013/1492/PO). The County Administrative Board has, together with the International Organisation for Migration (IOM), initiated a pilot project on safer return. Government agencies and voluntary organisations are thus offered support and assistance from the IOM when planning and implementing return. The County Administrative Board and the International Centre for Migration Policy Development (ICMPD) are cooperating on the development of a model for systematic support to the victims of human trafficking.

International interest in the Swedish Act prohibiting the Purchase of Sexual Services is great. For example, in the period 2008–2013, the Swedish Institute introduced a programme for key overseas actors to study Swedish efforts to prevent and combat prostitution and human trafficking for sexual purposes. This programme has contributed to a positive dialogue between Swedish and international stakeholders, and to increased attention to these issues.

The work against human trafficking and prostitution is an important issue within the Swedish judicial system. The National Police Board is the national rapporteur to the Government on issues of human trafficking. Its tasks include collecting data on the extent of human trafficking to, in and through Sweden, analysing the situation, making recommendations on how to prevent and combat trafficking, and annually reporting these results to the Government. The National Police Board also conducts supervision of the police authorities' capacity to investigate cases of human trafficking for sexual purposes and the purchase of sexual services. An important future issue is to develop the work against labour exploitation and other forms of exploitation.

The Government is constantly working to strengthen children's rights. Preventing and combating the subjection of children to human trafficking and other related crime is an important issue. In 2007, the Government adopted an action plan against the sexual exploitation of children and will shortly present a new, updated action plan. The updated action plan will also encompass measures aimed at protecting children against other forms of exploitation and abuse, such as exploitation in criminal activities.

Since 2011, a special ambassador has been assigned within the Swedish Government Offices (Ministry for Foreign Affairs, MFA) working on coordination of MFA activities against human trafficking. The special ambassador has contributed to strengthened coherence between human trafficking and development. For example, Sweden has become one of the leading countries for the pursuit of human trafficking issues in the UN. Sweden is also one of the largest donors to work against human trafficking within the United Nations Office on Drugs and Crime (UNODC) and provides grants to the UN's fund to aid victims of human trafficking. On the EU level, Sweden is working to strengthen and develop the cooperation against human trafficking in line with the Stockholm Programme and the action-oriented programme regarding human trafficking in EU external relations. Sweden is also actively involved in issues of human trafficking within the EU Baltic Sea Strategy and the Council of the Baltic Sea States, i.a. through various research-oriented initiatives to combat human trafficking for labour exploitation in the region.

Example: Health and medical care and schooling for persons residing in Sweden without a permit

Today, there are both adults and children who, for various reasons, reside in Sweden without a permit. These might be persons who are in hiding to avoid the enforcement of a refusal-of-entry or expulsion order. Some persons might be in the country without having applied for a permit.

Children residing in Sweden without a permit, whether unaccompanied or living with their parents, are among the most vulnerable people in our society, often living in a situation they cannot themselves control. Adults residing in Sweden without a permit may be vulnerable to exploitation, i.a. on the labour market.

As part of a Government and Green Party framework agreement on migration issues from 2012, persons who are in hiding to avoid the enforcement of a refusal-of-entry or expulsion order, and persons residing in Sweden without having applied for the necessary permit, shall have access to subsidised care equivalent to the care to which asylum seekers have access. On 14 March 2013, the Government presented the bill "Health and medical care for persons residing in Sweden without a permit" (2012/13:109). The bill proposed new legislation to regulate the county councils' obligation to offer health and medical care, including dental care, to persons residing in Sweden without a permit. The legislative proposal entailed that county councils should be obligated to offer adults residing in the country without a permit the same subsidised health and medical care as adult asylum seekers, i.e. 'care that cannot be deferred'. This includes dental care, maternal health care, counselling for contraceptives, abortion care and a medical examination. In addition, county councils can choose to offer care up to the same level as for residents. Children residing in Sweden without a permit are to be offered the same care as resident and asylum-seeking children, i.e. subsidised comprehensive health and medical care, including regular dental care. The new legislation also permits the Government to issue regulations on care fees and medicine fees. Medical examination and care provided

pursuant to the Communicable Diseases Act shall be free of charge. The legislative amendments entered into force on 1 July 2013. Skr. 2013/14:154

The Government believes that all children that are resident in Sweden should have the right to education. This includes children residing in Sweden without a permit. The Government and Green Party agreement determined that children residing in Sweden without a permit shall be granted the right to schooling. In the bill "Education for children residing in Sweden without a permit" (Government Bill 2012/13:58), the Government proposed that the Education Act (2010:800) be amended so that children residing in Sweden without a permit should be granted essentially the same right to education in pre-school class, compulsory school and corresponding forms of school, and in upper secondary school and upper secondary education for pupils with learning disabilities, as children who are resident in the country. These children should not, however, be subject to compulsory school attendance. The Riksdag approved these proposals, and amendments to the Education Act were implemented. These amendments entered into force on 1 July 2013. The amendments invalidate the obligation under the Aliens Ordinance (2006:97) of municipal school organisers and social welfare committees to inform the police authority of aliens residing in Sweden. The police service is currently working on regulations and general advice to the effect that the police should neither enter schools to collect children who are to be expelled nor to collect children on their way to or from school. There is no data on how many children reside in Sweden without a permit participating in the Swedish school system.

4.1.3 Conflict of objectives/interests: Knowledge transfer and brain drain

For the great majority of countries, increased global migration and mobility entails major opportunities. When migrants move from one country to another, they bring values, ideas and skills and gain opportunities to acquire new ones. This can contribute to innovation, skills supply and increased demands for democratic governance. Circular migrants returning to their countries of origin can often contribute new knowledge with possible positive impacts on societal development, known as "brain gain". At the same time, for some low income countries, migration might result in the loss of important resources and investments. If the labour market of the country of origin is characterised by, e.g. high unemployment and low wages, people might move towards the labour markets of other countries. "Brain drain" from key sectors of society can represent a real problem in some low income countries that are suffering from a lack of qualified labour, especially in sectors such as health and education. This often relates to people whose education was subsidised by central government and whose knowledge and skills would have contributed to their country's development. The outflow of highly educated persons has immediate and tangible consequences for the countries of origin, but also more indirect consequences.

Labour mobility is caused by an interaction of economic, cultural, geographical, political and legal conditions. According to the United Nations Development Programme (UNDP)⁸, the migration of qualified labour is an expression of inadequate conditions in the country of origin that cannot be managed through restrictions on migration flows. Brain drain must be addressed through measures making it more attractive for people to stay and make a living in their homeland. Thus, solutions do not lie in restricting mobility and curbing migration. Preventing people from moving by regulation or decree is not feasible and would also violate the human rights of the individuals concerned. The UN Universal Declaration of Human Rights states that every person has the right to leave his or her country. Other benefits of migration would also be lost. Many countries of origin have a surplus of labour. Migration can thus help to relieve a strained domestic labour market in low income countries. Experience also shows that the opportunities of migration may act as an incentive for people to acquire an education. Since not all plans to work abroad are realised, possibilities for increased migration can contribute to increased knowledge in society, which in turn paves the way for development.

Hence, brain drain cannot be said to be a general problem, but rather a problem for certain countries and in certain sectors, primarily the health sector. According to figures from the OECD and the UN⁹, the risks of brain drain are most acute in countries with small populations and in the island states of Africa, Latin America and the Caribbean. In many low income countries, supplying staff to the health sector is still one of the greatest challenges in terms of maintaining or increasing access to good health and medical care services. The migration of health workers is often a symptom of underlying problems in societal development. Due to poor working conditions, low wages and political unrest, millions of health workers choose to leave their work and their country. In addition to this, some countries conduct recruitment campaigns to gain access to qualified workers from other countries.

Example: The health sector in Zimbabwe¹⁰

Effective health and medical care systems are closely linked to a country's general economic development. Access to, and the working conditions of, health professionals are of great importance to functional systems. In the first decade of the 2000s, Zimbabwe underwent a major economic and political crisis. The political climate was characterised by serious violations of human rights and the principle of the rule of law. The health sector was affected by the crisis. Due to the HIV/AIDS epidemic and the lack of access to anti-retroviral drugs, there is a rapid fall in life expectancy in the country. Maternal mortality has increased fivefold. Due to this national crisis, many health workers have left the

⁸ <http://hdr.undp.org/en/content/human-development-report-2009>

⁹ World Migration in Figures, Oct 2013.

¹⁰ Information from the Ministry for Foreign Affairs and from the Global Health Workforce Alliance:

<http://www.who.int/workforcealliance/knowledge/themes/migration/en/index.html>

country and are working in neighbouring countries, such as South Africa. Many also work in OECD countries such as the United Kingdom, the United States and Australia.

Since 2009, Zimbabwe's economy has begun to recover, and in the period 2009–2013, the country was ruled by a coalition government. The Government of Zimbabwe, with support from various donor countries and organisations, has worked on various measures to get health professionals to stay in the country, while Zimbabweans who have left the country have often been stigmatised in the public debate. Part of this work seeks to attract back qualified Zimbabwean health professionals who left central government service during the crisis. In combination with the overall economic and political development, these measures have yielded results, and many posts in the health sector are now occupied by returning health workers, mostly from the surrounding region. Sweden has contributed i.a. through a bilateral fund for support to the health sector and through actions by, i.a. the Global Fund to Fight AIDS, Tuberculosis and Malaria. Efforts are made in Zimbabwe to get health professionals to return from OECD countries, these persons are viewed as a key group.

Government work to counteract brain drain from low income countries

The Swedish Government is of the view that brain drain cannot be curbed by preventing migration or limiting mobility. The solution lies in work on the factors behind brain drain and in strengthening the developmental effects of existing migration. Factors such as productive employment, democracy, respect for human rights, functioning financial systems, a favourable investment climate, viable societal institutions and good governance are key. International development cooperation and EU cooperation can contribute, as well as increased trade with and investment in low income countries.

Legal opportunities for international migration are needed. The Swedish labour immigration rules aim i.a. to meet the needs of countries of destination, maximise positive effects of migration and minimises its negative effects. The rules facilitate the legal migration to Sweden of third-country nationals. Labour migration offers an opportunity for individuals and families from low income countries to increase their income and acquire new knowledge and experience.

As regards labour immigration in the Swedish health sector, this health and medical care personnel is mainly recruited from the EU/EEA. In this context, the issue of 'indirect brain drain' has been highlighted. When persons trained in EU/EEA countries migrate to other EU/EEA countries, shortages of health workers can appear that in turn can lead to recruitment of health workers from i.a. Africa.

The Swedish Government wants to facilitate circular migration in order to make it easier for people to return to their countries of origin, for shorter or longer periods, so that they might contribute to development. Migrants can develop in their respective professions, specialise, gain further training or broaden their skills. This can help to remedy the lack of specialist knowledge in low income countries. In this context,

international students and researchers can be of great significance for development in their countries of origin.

Sweden also works on this issue within the EU and internationally. EU policy on migration and development underlines the fact that migration should be a free choice. Prioritised issues are the counteraction of brain drain and the maximisation of positive developmental effects of migration. The implementation of the EU Global Approach to Migration and Mobility is central. The Swedish Chairmanship of the Global Forum on Migration and Development addresses the issue of brain drain in several ways, i.a. with respect to models that low income countries can develop to retain or attract back labour in the areas of health and education. This may, for example, involve incentive systems, twinning projects and sabbaticals to work in the country of origin.

Work within the Government Offices and with government agencies

The Ministry of Justice is responsible for migration policy within the Swedish Government Offices and the Ministry for Foreign Affairs for development policy. The Ministry of Employment is responsible for working life policy, and the Ministry of Health and Social Affairs for health policy. Several policy areas are concerned, such as those covering trade and enterprise. The relevant agencies include the Swedish Migration Board, Sida, the National Board of Health and Welfare and Arbetsförmedlingen (the Swedish Public Employment Service).

Government standpoints

– Brain drain is a real problem for some countries of origin, but the solution does not lie in preventing individuals from migrating. Work on the factors behind brain drain is key, as well as measures to strengthen positive development effects of existing migration. As far as possible, migration should be a voluntary choice. Migration and development policies should be designed so that existing migration benefits the individual migrant and his or her family as well as the development of the country of origin.

– Legal opportunities for international migration are needed. Swedish labour immigration rules facilitate the legal migration of third-country nationals. Within the EU, Sweden highlights the interests of low income countries in the formulation of EU policy on labour immigration.

– At the global and international level, Sweden works for responsible policies for staff supply in the health sector. The National Board of Health and Welfare is the Swedish contact point for the World Health Organisation (WHO) Global Code of Practice on the International Recruitment of Health Personnel. The Code is voluntary and includes guiding principles for how the Member States should act when recruiting health and medical care professionals from countries with a major emigration of trained personnel. The National Board also represents Sweden in the EU Joint Action on Health Workforce Planning and Forecasting, which, i.a. discusses the possibility of joint forecasts on access to health and medical care professionals.

– Sweden is active on health issues within international development assistance. One example is in Zimbabwe, where Sweden contributes to a fund that enables Zimbabwean health workers to return home. In

Zambia, Sweden contributes to the development of the national policy on human resources in the health sector, with a focus on professional development and improved terms of employment. In Somalia, Sweden provides support via the International Organisation for Migration (IOM) to enable the Somali diaspora to return home, i.a. within the health sector. In 2013, the Somali Minister of Health visited Sweden to report on the situation and to facilitate return.

Future efforts

The developmental effects of circular migration can be further strengthened. Capacity building regarding knowledge production in the countries of origin as well as improving a society's ability to harness the developmental effects of returning migrants can be a step in this direction. Implementation of the WHO Global Code of Practice on the International Recruitment of Health Personnel needs to be strengthened globally.

4.1.4 Validating the skills of the foreign-born

To enable migration to contribute to development in countries of origin, and in countries of destination, it is important that migrants can establish themselves on the labour market and that their skills are utilised. For the individual migrant, employment can facilitate entry and integration in the country of destination. Migrants with employment and adequate incomes also tend to keep in touch with their country of origin, which can contribute to development. When migrants have the opportunity to work at their skill level, personal development is possible as well as greater economic contributions, both in their countries of origin and of destination. The validation of skills is an important tool to raise the employment rate among the foreign-born and thereby increase development effects of migration.

Validation of skills

Validation of skills is one of many tools to raise the employment rate among the foreign-born. Validation means to assess and appraise an individual's actual knowledge, skills and abilities. Validation is defined as a process involving a structured assessment, appraisal, documentation and recognition of knowledge and skills that a person possesses, regardless of how these were acquired. For many newly arrived persons, validation can be a first step towards employment in Sweden.

Two Swedish reports from 2011¹¹ describe the state of research-based knowledge on validation. The reports note that there is evidence for the significance of validation in recruitment since it reduces employers' uncertainty about skills acquired abroad. There is thus a strong theoretical basis, and some empirical evidence from Sweden, suggesting that initiatives that reduce employer uncertainty about a job applicant's skills can increase the applicant's chances of getting a job.

¹¹ Long-Term Survey and the Expert Group on Public Economics (ESO) report "Employment for immigrants".

Research also indicates the importance of migrants getting into employment as early as possible, partly because the value of previous qualifications decreases with time. People who are outside the labour market for an extended period, in connection with migration, find it progressively more difficult to take advantage of their knowledge and skills. Early validation of foreign skills can therefore contribute to a more rapid establishment on the labour market. An early entry into the labour market is also important for positive effects of migration and employment on foreign trade and remittances. The contribution of newly arrived migrants on these flows tend to be larger. When contacts with the country of origin decrease, the contribution is less.

Migration and employment are linked to increased foreign trade, which can contribute to development in countries of origin. Foreign-born persons often have knowledge about their countries of birth that can lower their employers' trade thresholds. One Swedish study¹² shows that an increase in workforce diversity by one percentage point is on average associated with a 9 per cent increase in exports and 12 per cent increase in imports. Similarly, an increase of 10 per cent in the number of immigrants from a specific country can be linked to an average increase in exports to that country of 6 per cent. The same study gives examples of migration flows that in recent years have contributed to positive trade patterns and hence development in the countries of origin. In the period 1998–2007, the number of foreign-born persons in Sweden from South Asia increased by 55 per cent, a period that also showed a sixfold increase in exports to the region.

Within the EU, validation is considered a key tool for enhancing people's opportunities for lifelong learning. The European Council adopted a recommendation on the validation of non-formal and informal learning in December 2012. This recommendation is expected to be implemented by the Member States no later than 2018. For example, the Member States should have in place, in accordance with national circumstances and specificities, and as they deem appropriate, arrangements for the validation of non-formal and informal learning. Internationally, the validation of migrants' skills has, i.a. been discussed by the Global Forum on Migration and Development (GFMD). The Swedish Chairmanship of GFMD has highlighted validation as an important aspect of enhanced labour market matching. The contribution of labour migration to development can be strengthened by facilitating labour and skills matching, by the mutual recognition of skills and qualifications and by working to reduce recruitment costs.

Work within the Government Offices and with government agencies

Validation is the responsibility of the Ministry of Education and Research. Validation is also an important issue for the Ministry of Employment. The government agency Arbetsförmedlingen (the Swedish Public Employment Service) offers services on validation of individuals' prior learning with the purpose to facilitate matching on the labour

¹² Hatzi Georgiou and Lodefalk, *Utlandsfödda främjar företagens utrikeshandel*, Ekonomisk debatt, Vol. 40, no. 5, 2012.

market. The Ministry of Enterprise, Energy and Communications is responsible for regional growth policies. In this context, validation can help strengthen regional supply of skills, i.a. when regional skills platforms are established.

For professions that are regulated, the respective agency is responsible for assessment. The Swedish National Agency for Higher Vocational Education supports and coordinates a national structure for validation. The Swedish Council for Higher Education is responsible for the assessment of foreign education at the upper-secondary and post-secondary levels and for the Swedish application of EU Directives and conventions on the recognition of foreign education. The National Agency for Education has a general mandate to contribute to the development of adult education. As part of this mandate, the Agency has produced materials on validation to be used in municipal adult education. Regulated professions, such as in health and medical care, are assessed by the competent authority for the profession in question. The responsibility for validation of prior learning within the education system rests with education bodies, i.e. universities and university colleges, providers of higher vocational education as well as municipalities that offer adult education.

Government standpoints

- Validation of skills can be an important tool to increase developmental effects of migration. This was one conclusion in the final report of the Swedish Parliamentary Committee for Circular Migration and Development (SOU 2011:28).
- Increased employment for the foreign-born can contribute to increased foreign trade and economic development. It also contributes to the Swedish Government's labour market policy objective of achieving full employment. Validation of foreign professional competence contributes to a faster entry into the labour market. The Government has taken a series of measures to increase the employment rate for the foreign-born, i.a. through the establishment reform for certain newly arrived immigrants that entered into force in 2010.
- In the Budget Bill for 2013, the Government allocated SEK 5 million per year in 2013 and 2014 to develop methods for early validation of skills of the foreign-born. The government agency Arbetsförmedlingen (the Swedish Public Employment Service) is tasked with developing methods for, and increasing the scope of, validation of skills of newly arrived immigrants.
- Sweden stands behind the European Council recommendation on the validation of non-formal and informal learning.

Future efforts

In order to continue implementing work on validation of skills of the foreign-born, it will be important to have methods for early validation. In this context, follow-up of Arbetsförmedlingen's special mandate to develop methods for, and increase the scope of, validation of skills of newly arrived immigrants will be important. Continued analysis of the establishment reform for certain newly arrived immigrants, which entered into force in 2010, will also be relevant. The Swedish Council for

Skr. 2013/14:154 Higher Education can issue statements on completed higher education. The Council shall, in accordance with its appropriation directions for 2014, evaluate and analyse the impact and use of these statements, i.a. when it comes to facilitating entry into the labour market. The Council report will be submitted to the Government Offices by 31 October 2014. Within the EU, implementation of the European Council recommendation on the validation of non-formal and informal learning will be important.

Example: Arbetsförmedlingen's labour migration project in Moldova

Moldova is Europe's poorest country, and many Moldovans leave the country for employment abroad, mainly within the EU.

Since 2012, Arbetsförmedlingen (the Swedish Public Employment Service) has directed an EU-funded project that aims to strengthen the capacity of Moldova's National Employment Agency. The purpose of the project is, i.a. to provide information about different ways to work in the EU and to facilitate the labour market re-entry of citizens returning from abroad. Within this project, the European Training Foundation (ETF) is contributing to a national qualifications framework in line with EU standards. The framework will, i.a. be used for the validation and recognition of skills acquired by informal and non-formal work in the EU.

A national Moldovan working group consisting of representatives from the relevant ministries and the social partners has been created. The working group will, i.a. establish institutions for the recognition and validation of skills acquired by informal and non-formal means. The work on validation represents a small part of a larger reform effort that also includes the introduction of a new professional classification system, professional standards, amended legislation and improved vocational training.

4.2 Focus area: Remittances from Sweden to developing countries

One of the Swedish Government's focus areas within the global challenge of Migration flows is *Remittances from Sweden to developing countries*. The objective is to contribute to safer and cheaper remittances from Sweden to developing countries and to enhance their developmental impact.

4.2.1 Government work on remittances

International migration contributes to one of the largest financial flows to many low income countries. These remittances, i.e. the private money sent by world migrants to their countries of origin, are important to many poor people. Remittances directly impact the lives of poor people in contributing to better housing, education and health. Thereby the

opportunities for poor people to support themselves and take their own financial initiatives are enhanced. Remittances can also facilitate investment in production and enterprise, which increases the prospects of employment, income and tax revenues in countries of origin.

Remittance flows to low and middle income countries are more than three times as great as international aid flows. For some low income countries, remittances constitute a large share of GDP and they often exceed the size of the foreign direct investment. The World Bank estimates that remittances will amount to more than USD 410 billion in 2013. As large sums of money are also transferred through informal channels, the total remittance flows are probably even greater. The World Bank predicts that in the coming years, remittances to low income and middle income countries will continue to increase by about 9 per cent annually. The size of remittance flows is in part affected by the costs of sending them. Simplified management and lowered costs with respect to remittance flows could thus be an important contribution to development.¹³

Increased remittance flows to poor countries and people and work to increase the development potential of remittances can contribute to equitable and sustainable global development. Research shows that a 10 per cent increase in remittances leads to countries seeing an average decrease in people living in poverty of just over 3 per cent. Research also shows that families receiving remittances generally have a higher level of income and a lower incidence of extreme poverty. Similarly, there is research that indicates the importance of remittances for health. For example, research from Sri Lanka and Mexico shows that children in families receiving remittances weigh more at birth. Infant mortality rate among these families is also lower. The World Bank has demonstrated that children, especially girls, in families receiving remittances in countries such as Ethiopia, Ghana and India, have greater opportunities to go to school. Reports from El Salvador and the Philippines speak of lower school dropout rates among those receiving remittances. In a number of countries in Africa, children of families receiving remittances go on to study at a higher level to a greater extent.¹⁴

The development potential of remittances also presents challenges. It is often the case that remittances do not reach the very poorest people, groups or regions in the countries of origin. However, there are studies that show that poor and very poor people migrate and that the growth in remittances to low income countries is greater than that to middle income countries. However, for some individuals, remittances can create a dependency on these money transfers, which may, for example, cause them to refrain from actively seeking productive work.

Government work on remittances

Remittances are a priority area in the Swedish Government's work on migration and development. Government work focuses both on

¹³ Migration and Remittance Flows: Recent Trends and Outlook, 2013–2016.

¹⁴ Impact of Remittances on Poverty in Developing Countries, UNCTAD, 2011 and The impact of remittances on economic growth and poverty reduction, Ratha, 2013.

promoting safer and cheaper remittances from Sweden to low income countries and on increasing the developmental effects of remittances.

Remittances concern many different actors in society. In August 2013, the Government arranged a seminar on remittances and development, which provided the actors concerned with an opportunity to come together and exchange knowledge. The seminar was hosted by the Swedish Minister for Migration and Asylum Policy, the Swedish Minister for International Development Cooperation and the Swedish Minister for EU Affairs and for Consumer Affairs. The seminar brought together more than 60 participants from diaspora organisations and other civil society organisations, banks, money transfer companies, government agencies and bodies of higher education. Issues discussed were current means of transferring money and relevant transferring procedures for the future. The seminar also discussed methods to lower costs for remittances and how a greater portion of remittances can be switched to formal channels. One central question is how the development effect of remittances can be strengthened. Increased access to financial services in rural areas is deemed important, not least for women and for the poorest people. One conclusion was that it is difficult to keep statistics on remittances and that there are no reliable statistics on the extent of remittances from Sweden. A balance must be found between the needs to send money easily, quickly and cheaply, and the need for strict legislation to protect the consumer and to prevent the financial system (and more specifically the payment system) from being used for money laundering and terrorist financing.

In Sweden, the cost of transferring money remains high by European standards¹⁵. In December 2013, the Government tasked the Swedish Consumer Agency with establishing and providing a web-based information service for remittances. The purpose is to help consumers find the best and cheapest service, and to promote competition and lower fees. The service will facilitate for consumers to compare prices charged by different payment service providers for transferring money from Sweden to low and middle income countries. The service is to be operational by 1 December 2014. Several countries, such as Norway, have set up similar websites for remittances.

Migration and development is one of four main thematic areas of the EU Global Approach to Migration and Mobility (GAMM). GAMM constitutes the framework for EU cooperation with third countries on migration. Increasing the developmental effects of remittances has long been a priority area of EU policy on migration and development. EU Council Conclusions (12415/13) have been adopted on continuing to strengthen the links between development and migration. The EU shall contribute to maximising the positive development effects of migration in countries of origin through continued work on current priority areas, including remittances.

In October 2013, the UN General Assembly held the second UN High-level Dialogue on Migration and Development. The UN Secretary-General's report for the High-level Dialogue raised the importance of

¹⁵ <http://www.developingmarkets.com/EURemittancesforDevelopingCountries>

remittances for many poor countries, and the need for thorough policies to maximise developmental effects of remittances. Trust in, and access to, a country's financial and political institutions is necessary if remittances are to be invested and used in a more long-term manner. The head of Sweden's delegation to the Dialogue, the Minister for Migration and Asylum Policy raised in his speech the importance of remittances for development. In the declaration of the High-level Dialogue, the participating states strongly supported the inclusion of migration in the post-2015 development agenda.

Work on remittances in the Global Forum on Migration and Development (GFMD)

Over the years, remittances have received major attention in the GFMD. At an early stage, the issues of reducing costs for remittances, increasing the use of formal channels for remittances and strengthening development effects of remittances, were raised. The GFMD has produced various recommendations in the area. Some of these involve strengthening competition in the remittance market by counteracting the creation of monopolies, simplifying the regulation of remittance activities (but taking into account the continuing need for, e.g. combating money laundering and terrorist financing) and promoting partnerships between public and private actors in order to facilitate the application of new technology that lowers costs. One recommendation relates to promoting partnerships between central banks as well as commercial banks, both in receiving and sending countries, and between these banks and money transfer companies and micro-credit institutions. Other recommendations concern improving knowledge about the use of financial services. In order to strengthen the effects of remittances at the micro level, private actors' provisions of services linked to remittances could be facilitated, such as micro-insurance, micro-pensions and investment opportunities. At the macro level, better statistics are needed so as to include remittances in countries' creditworthiness assessments. This would increase countries' access to international loans. This would also increase opportunities for 'diaspora funds', i.e. financing mechanisms through which people in the diaspora can lend money to central government projects. Further research is needed, i.a. on the impact of remittances on women and children, on what influences the propensity to send remittances and on incentives to encourage remittance investments.

A central discussion within the GFMD is how the contribution of remittance flows to development can be included in post-2015 development agenda. Methods to follow up reduced costs and strengthened developmental effects of remittances have been highlighted, as well as the contribution of remittances to economic development through investment in corporate activities in countries of origin. The Swedish Chairmanship has a particular focus on how remittances can have positive developmental effects in the areas of health and education, i.e. how remittances can be used to finance basic health and education needs.

Work within the Government Offices and with government agencies

The Swedish Ministry of Finance has the main responsibility for legislation on payment services (including remittances) within the Government Offices. Since these money transfers have such an explicit link to other areas and issues beyond the purely financial, other parts of the Government Offices also work with remittances. This primarily concerns the Ministry of Justice (migration and consumer issues) and the Ministry for Foreign Affairs (development issues). The relevant agencies are primarily the Swedish Financial Supervisory Authority, Sida, the Swedish Migration Board, Statistics Sweden and the Swedish Consumer Agency.

Government standpoints

- Remittances are a priority area in the Swedish Government's work on migration and development. The Government works for safer and cheaper remittances from Sweden to low income countries and for increasing developmental effects of remittances. This is i.a. expressed through Sweden's efforts during its Chairmanship of the GFMD and through the Swedish Consumer Agency's assignment to establish a web-based information and comparison service for remittances.
- The Government wants to strengthen the knowledge base on remittances. To this end, Sweden supports, i.a. the World Bank research programme, KNOMAD. The Government has also contributed financially to the work of the independent Swedish think tank Global Challenge to improve statistics on remittances from Sweden to low and middle income countries. In the budget for 2014, money is allocated to assign Statistics Sweden, in collaboration with the Swedish Migration Board, to map migration-related statistics.
- Sweden is an active participant in the EU cooperation on migration and development, which includes remittances. The EU Global Approach to Migration and Mobility is key. Sweden prioritises concrete EU-level measures and projects on remittances.
- International cooperation on the issue is key. Follow-up of results of the UN High-level Dialogue on Migration and Development linked to remittances is important, particularly within the framework of the GFMD. Sweden is pursuing the inclusion of migration and development in the post-2015 development agenda, as a partnership issue and as a prerequisite for implementing this new agenda. Areas that have been raised include reduced costs for remittances.
- Remittances constitute a key form of resource mobilisation and are an important supplement to international development assistance. The Government is investigating innovative initiatives to, e.g. lower transaction costs, increase competition and thereby contribute to a greater portion of remittances being sent through formal channels. Innovative initiatives can also promote access to financial services, and thereby increase development effects of remittances. The work to strengthen development effects of remittances is important for analysis within international development assistance.

Future efforts

Coordination and division of responsibilities within the Swedish Government Offices and between agencies can be further strengthened in the area of remittances. The conclusion of the work with the seminar on remittances arranged by the Government Offices can be built upon. The Government will continuously follow up the Swedish Consumer Agency's assignment to establish a website about remittances, and an evaluation will be carried out in 2017. One important future issue is a strengthened base of knowledge and statistics on remittances. Both the Delegation for Migration Studies and the World Bank research programme, KNOMAD, play an important role in this respect. Other important future issues are lowered costs for remittances and how a greater portion of remittances can be switched to formal channels. Within the EU, Sweden intends to remain an active participant in EU efforts to strengthen the positive development effects of remittances. Sweden wants i.a. further coherence and coordination between the European Commission's Directorate-General for Home Affairs and the Directorate-General for Development and Cooperation – EuropeAid. Internationally, migration and development will be an important issue in the post-2015 development agenda.

Example: Investment in knowledge – the Swedish Delegation for Migration Studies

In order to shed light on the links between migration and other areas, such as development, integration and employment, and to unite the academic and practical environments, the Government together with the Green Party, has appointed a Delegation for Migration Studies. The overall mission of the Delegation is to use studies, compilations of research results, analysis and evaluation to supply data on how to formulate future migration policies. Among other issues, this work can shed light on the developmental effects of remittances.

Example: The World Bank research programme on migration and development (KNOMAD)

Sweden supports the World Bank research programme, Global Knowledge Partnership on Migration and Development (KNOMAD). The aim of KNOMAD is to strengthen the knowledge base on twelve thematic areas concerning global migration and development issues. One of these areas is remittances. In addition to generating and increasing knowledge on migration and development, KNOMAD also aim to produce policy proposals and to conduct pilot projects and capacity building projects. As Chair of the Global Forum on Migration and Development, Sweden is a member of KNOMAD's advisory committee. Within KNOMAD, the World Bank cooperates with the International Organisation for Migration (IOM) and relevant UN agencies through the Global Migration Group (GMG).

4.2.2 Conflict of objectives/interests: Remittances and regulatory frameworks for payment services to combat money laundering and terrorist financing

Knowledge on, and processes for, management of remittances can increase the development potential of migration. There is scope to simplify transfer systems to make it easier and safer for remittance flows to reach their recipients. Increased remittance flows can contribute to the development of poor countries and people. The World Bank estimates that an additional USD 16 billion could be released if the costs of sending money were lowered from the current average of nine per cent to five per cent.¹⁶ This is also a goal adopted by the G8 nations in 2009 and by the G20 in 2011. If the costs of sending remittances were lowered, it is also assumed that the use of formal channels would increase. Increased use of formal channels can contribute to the development of banking systems and financial markets in low income countries, even in areas that have previously had limited access to banking, such as rural areas. During the global financial crisis, remittances have played an important role in maintaining capital flows from advanced to emerging and developing economies. This has had a stabilising effect on the global economy.

At the same time, it has been found that money laundering and terrorist financing activities exist under the guise of remittances. Technological developments in the area have also highlighted the need for legislation to secure safe and reliable infrastructure for payment systems. This has created a conflict of objectives and interests. On the one hand, there is a need for legislation and control for combating money laundering and terrorist financing, and a need for legitimate payment systems. On the other hand, there is a need to strengthen the development potential of increased remittance flows. Strict legislation risks limiting remittances to low and middle income countries. This could lead to economic development and poverty reduction not reaching their full potential. This problem demands policy coherence between different areas such as migration, financial markets, development and judicial issues.

Costs for transferring remittances

Safer and cheaper systems for transferring remittances contribute to an increase in the value of remittances. This increase in value can increase investment in enterprise and trade, thus generating more job opportunities and higher growth in low income countries. The costs of sending remittances depend on the fees, exchange rate differences and currency surcharges imposed by payment service providers. These costs have generally decreased, but are still high, which ultimately impedes the positive developmental effects that remittances can have.

According to the World Bank, the global average cost for transferring remittances in 2013 is expected to amount to 9 per cent of the total sum remitted. There are signs that the costs have stabilised somewhat, according to World Bank. On the other hand, costs for withdrawals have

¹⁶ <http://www.remittanceprices.worldbank.org>

increased. Banks in many countries of destination have introduced fees that can amount to as much as 5 per cent of the remitted amount. Stricter regulations would make it increasingly difficult and costly to send money to some of the world's most vulnerable countries, especially those affected by conflict. This might lead to an increase in the number of informal payment actors ('Hawala') that handle remittances in countries of destination. A lack of confidence in formal payment systems is also a motive for using informal payment systems. The increased use of informal systems can contribute to more uncertainty and less transparency regarding whether remittances are used to finance terrorism. Furthermore, this trend makes it possible for criminal groups to make greater use of remittances, e.g. for terrorist financing, since remittances are completely unregulated and not subject to any supervision. In some developing countries there is a lack of good governance, there might be widespread corruption and inadequate institutions. Powers to monitor and follow up money transfers can be lacking. Low income countries can face particular difficulties in being able to verify that remittances are not being used for money laundering or terrorist financing.

Combating money laundering and terrorist financing

The intergovernmental body, the Financial Action Task Force (FATF), uses the term Money or Value Transfer Services (MVTS) for payment services. MVTS have been identified as one of the activities at risk of being exploited for money laundering and/or terrorist financing. For this reason, one of the FATF's 40 recommendations focuses on these services. The recommendation states that countries should take measures to ensure that natural or legal persons that provide MVTS are licensed or registered, and subject to effective systems for monitoring to ensure compliance with the FATF Recommendations.

In Sweden, this group of actors is regulated under the Payment Services Act (2010:751). This Act is based on an EU Directive (the Payment Services Directive 2007/64/EC). The Payment Services Act stipulates a licence for the provision of payment services. This regulation sets out operational requirements for the actors that run payment services. Furthermore, the Act contains rules on market access for new payment service providers and information requirements, as well as rights and obligations of payment service users and payment service providers. The Swedish Financial Supervisory Authority is the agency responsible for issuing licences and conducting supervision.

Payment service activities under the Payment Services Act are covered by the Swedish Act (2009:62) on Measures against Money Laundering and Terrorist Financing (the Money Laundering Act). This Act aims to prevent financial activities and other business activities from being used for money laundering or terrorist financing. There are requirements on, i.a. risk-based measures for customer knowledge, reporting obligations, register inquiries and supervision. The motives behind the legislation is to counteract exploitation of payment systems for money laundering and terrorist financing, but also to ensure consumer protection and security, i.e. to enable payments to be made safely and efficiently.

Work within the Government Offices and with government agencies

The Swedish Ministry of Finance has the main responsibility for legislation on payment services (including remittances), both on national and international level. But the area is also of great concern to the Ministry for Foreign Affairs and the Ministry of Justice. The Swedish Financial Supervisory Authority is responsible for supervising regulatory frameworks regarding payment service regulation and for combating money laundering and terrorist financing regarding the financial institutions covered by the Act (including payment service actors). The Financial Intelligence Unit of the National Police receives, processes and analyses information on, i.a. money laundering and terrorist financing. If something suspicious is discovered, the matter is forwarded for further investigation to the Swedish Economic Crime Authority, the Swedish Tax Agency or the local police authority concerned.

Government standpoints

– Safe and reliable payment systems are crucial in securing confidence and legitimacy with respect to the financial system. Swedish legislation within this area creates a common legal framework with a level playing field for all payment systems. This is a precondition for safe and legitimate remittances.

– It is important that the rules for international money transfers do not prevent desirable transfers of money. The Swedish Government works on designing appropriate, risk-based rules and on increased knowledge to prevent payment systems to be used for money laundering and terrorist financing.

– The developmental effects of remittances should be strengthened and the costs for remittances should be lowered within the limits of what is possible in light of the requirements laid down in existing legislation. The government assignment to the Swedish Consumer Agency to establish a website to make visible the costs for remittances, thus promoting competition between registered payment service actors, is a step in this direction.

Future efforts

The significance of remittances to development financing is expected to increase, and further work for safer and cheaper systems for remittances will be important. Processes within the post-2015 development agenda can be significant in this context. Efforts to increase the development effects of remittances are important, as are efforts for increased use of formal channels for remittance flows, i.a. by reducing transaction costs, increasing competition and by greater access to financial services. Important future processes are the EU negotiations on the revised Payment Services Directive and its subsequent implementation in Swedish legislation (revision of the Payment Services Act). EU negotiations are ongoing with respect to the Fourth Money Laundering Directive. The Swedish Money Laundering Act will be revised as a result of this.

4.3 Focus area: Protection and durable solutions for refugees Skr. 2013/14:154

One of the Swedish Government's focus areas within the global challenge of Migration flows is *Protection and durable solutions for refugees*. The objective of government work on this focus area is to contribute to durable solutions for people in need of protection.

4.3.1 Government work on protection and durable solutions for refugees

Many people who are refugees, or other people in need of protection, are living or have lived in conditions of poverty and oppression. People who are fleeing are particularly vulnerable and exposed. By offering international protection and durable solutions for refugees, the international community can promote their safety and their ability to support themselves. This can contribute to development where the refugees are and, by extension, to development in their country of origin. Low income countries host large groups of refugees and internally displaced persons (IDPs) and are thus in great need of help from the international community.

The 1951 UN Refugee Convention defines a refugee as any person who, owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is fleeing his or her country of origin. The definition does not, however, encompass the growing group of IDPs, i.e. people fleeing within their homeland, often due to ethnic conflict or civil war. According to the UN refugee agency, UNHCR, the number of IDPs in the world at the end of 2012 was about 17.7 million.¹⁷ Many people who are forced to flee their homeland seek refuge in a neighbouring country.

The majority of the world's refugees and IDPs find themselves in protracted refugee situations in difficult conditions. According to UNHCR statistics, over 80 per cent of the world's 15.4 million¹⁸ refugees were situated in developing countries in 2012. The country hosting the greatest number of refugees at the end of 2012 was Pakistan (1.6 million), followed by Iran (868 000), Germany (590 000) and Kenya (565 000). However, these figures do not include the millions of people forced to flee their homeland since the end of 2012 due to the conflict in Syria. In January 2014, Syria's neighbouring countries had received over 2.4 million people fleeing from Syria. Germany and Sweden are the EU countries that have thus far received the greatest number of Syrian refugees. In January 2014, more than 25 000 Syrians had sought asylum in Sweden.

Massive refugee flows have consequences for the country of destination. Receiving refugees can lead to great strains on the economy,

¹⁷ <http://www.unhcr.org/globaltrends/june2013>

¹⁸ In 2012, 10.5 million refugees registered with the UNHCR, and 4.9 million Palestinian refugees registered with UNRWA.

environment and infrastructure. Low income countries are particularly vulnerable to the kind of shock that a large wave of refugees might entail. Low income countries' own systems for, i.a. social services, labour markets and environmental resources are often less developed and thus more vulnerable to unexpected strains. In order to deal with refugee-related issues, countries of destination often need to use central government, judicial and administrative resources, resources that are strained in low income countries. In the rural and urban environments of low income countries, the stresses of large refugee flows risk pushing public services, such as health care and education, to breaking point. Stability and security can also be affected by sudden refugee flows. At worst, an increased population competing for insufficient resources can lead to social tensions, conflicts and violence.

Government work on protection and durable solutions for refugees

The Swedish Government believes that it is our moral obligation to help refugees wherever in the world they may be. Sweden must be a place of refuge for those fleeing war, persecution and oppression. Sweden is one of the European countries that give most people protection. This work is based on Sweden's international commitments to, i.a. the UN Refugee Convention.

Cooperation and policy coherence are instrumental in work on protection and durable solutions for refugees. Through practical action, Sweden has demonstrated the importance of international cooperation for achieving solutions to protracted refugee and IDP situations. In close cooperation with the UNHCR, Sweden helps people in need of protection in various parts of the world to come to Sweden. In 2013, Sweden's refugee quota was 1 900 people, mainly people from refugee situations in Africa, areas near Afghanistan and in the Middle East.

The EU refugee policy is based on international agreements such as the UN Refugee Convention and on the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR). The EU also has the Qualification Directive and the Asylum Procedures Directive. Sweden participates actively within the EU for the development of international refugee law. Sweden is pursuing a harmonised asylum and migration policy in the EU and has contributed to the adoption of the Stockholm Programme, i.e. legislation that forms the basis of the Common European Asylum System. The Stockholm Programme comprehends EU cooperation on asylum and migration policy for 2010–2014 and states that Regional Protection Programmes should be further extended and developed and that the overall resettlement in Europe should increase. If all EU Member States were to receive the same refugee quota per capita as Sweden, the EU would be able to receive approximately 100 000 quota refugees per year.

Sweden is the world's fourth largest donor of bilateral humanitarian development assistance, and one of the largest donors to UNHCR. Sweden also contributes to EU humanitarian efforts via ECHO (European Community Humanitarian Office). ECHO is one of the largest financial donors to UNHCR and is a significant actor on refugee issues. Sweden also supports countries that are in the process of building their own asylum systems, e.g. countries in Eastern and South-eastern Europe.

Finally, Sweden provides extensive support to a number of other international organisations whose activities include aspects of assistance to refugees and IDPs. These include the International Committee of the Red Cross (ICRC), the UN World Food Programme (WFP), the UN Children's Fund (UNICEF) and the United Nations Development Programme (UNDP). Through Sweden's humanitarian support, refugees are provided with protection, food, medicine and legal assistance. Sweden contributes to the Transitional Solutions Initiative (TSI), a project run by the UNHCR together with, i.a. the UNDP, to identify and implement sustainable solutions to protracted refugee and IDP crises. From the very outset of a refugee crisis, the TSI aims to identify and initiate activities that promote integration and long-term sustainability through the active involvement of countries of destination. A central part of the TSI is coordination of humanitarian and development efforts in order for a refugee crisis to gradually move towards integration and self-sufficiency.

With extensive humanitarian assistance comes a responsibility to ensure that the international humanitarian system supplies good assistance to those affected. For 20 years, Sweden has been one of the most influential humanitarian policy actors globally. Sweden participates actively in the cooperation to develop international refugee law, both globally and regionally. It is important that all countries live up to their international commitments and to ensure that humanitarian assistance has a high level of quality and cost-effectiveness. Sweden has been, and remains, a driving force behind a series of reform processes aimed at strengthening both humanitarian organisations and the international humanitarian response system.

Example: The situation in Syria and increased refugee flows

The deteriorating situation in Syria and the dramatic increase in refugees in neighbouring countries have highlighted the question on EU ability to provide support in the longer term. There is a proposal to establish a Regional Development and Protection Programme (RDPP) in Iraq, Jordan and Lebanon. The purpose is to strengthen the protection capacity of these countries while working on durable solutions for the refugees situated there. The three durable solutions that have been highlighted are return, local integration or resettlement in a third country. Furthermore, the programme will support economic development in host countries to benefit both refugees and the countries' own populations.

Sweden has welcomed the initiative and emphasises that both short- and long-term measures are required to meet the needs. Sweden cooperates with other influential humanitarian donors, such as ECHO, to ensure that the work on protection and durable solutions for refugees is conducted in an effective manner in accordance with humanitarian principles.

In 2014, the need for resettling Syrian refugees is expected to increase. For this reason, after consultations with the resettlement countries, the UNHCR decided to establish a special working group on the resettlement of refugees from Syria. In response to UNHCR's request, the Swedish Migration Board will chair the group. The goal is to increase the number

of locations for Syrian quota refugees next year. Sweden contributes with humanitarian assistance to the refugees who are in camps or in informal settlements in Syria's neighbouring countries. In 2013, Sweden provided a total of over SEK 400 million in humanitarian support to victims of the Syrian crisis. Sida's cooperation and its support to partner organisations have given refugees access to legal aid and general advice, as well as help with obtaining the necessary documentation. These components are often critical to the ability of refugees to invoke their rights. In addition, Sida has contributed to the training of local agencies in asylum and protection-related issues, and to the access of refugee children to child-friendly spaces in which they can feel safe. Sweden also supports a number of multilateral and international organisations that are working intensively to meet the humanitarian needs of Syria and the neighbouring countries.

Work on protection and durable solutions for refugees in the Global Forum on Migration and Development (GFMD)

Traditionally, refugee issues have not been treated within the GFMD with reference to the existence of other international cooperation forums that work with refugees. However, refugees as well as other migrant groups are affected by the GFMD policy discussions. For example, discussions on remittances and the validation of skills make no distinction between refugees, temporary migrants or diaspora groups. Ahead of the 2013 High-level Dialogue on Migration and Development, a particular group of vulnerable migrants was highlighted that does not fall under the UN Refugee Convention, namely those who are situated in another country hit by a crisis. This group, "migrants in crisis", received particular attention during the Libyan crisis when hundreds of thousands of migrants suddenly found themselves in a civil war and in need of protection. Countries such as the U.S. and the Philippines have commenced an initiative on issues concerning migrants in crisis. Sweden has made provision for the GFMD to engage more states in this dialogue.

Work within the Government Offices and with government agencies

The Ministry of Justice is responsible for the Swedish Government's migration and asylum policy. The Ministry for Foreign Affairs is responsible for Sweden's relations with the UNHCR and manages the organisation's core support, as well as the core support to other UN agencies that meet the humanitarian and development needs of refugees. The work on protection and durable solutions for refugees concerns several policy areas, not least trade, security and defence, climate and the environment. Work on gender equality, human rights and democracy represents important contributions. The Swedish Migration Board is the government agency with the principal responsibility for refugee reception with the aim to ensure a long-term and sustainable migration policy. The Swedish Migration Board has the government mandate, in consultation with the UNHCR, to resettle refugees and people in need of protection from refugee situations around the world to Sweden. The police and other parts of the judicial system are central to the work. Agencies such

Government standpoints

- The Swedish Government believes that it is Sweden's moral obligation to help refugees wherever in the world they may be. Sweden must be a place of refuge for those fleeing war, persecution and oppression.
- The Government's overarching objective is to achieve durable solutions for refugees and people in need of protection. The Government supports the international community focus on the three solutions to refugee situations, i.e. local integration, voluntary return and resettlement.
- The Government is actively pursuing greater EU and UN engagement in contributing to solutions to protracted refugee and IDP situations.
- The Government is pursuing a harmonised EU asylum and migration policy that could increase Europe's capacity to provide protection to those who need it.
- The Government works closely with the UNHCR to safeguard the UN Refugee Convention, to secure the rights of refugees in practice and to identify long-term solutions to protracted refugee crises.
- The Swedish government agency Sida gives direct project support and country support to the refugee populations that are considered most vulnerable.

Future efforts

Important future processes are Government work on national implementation of the recast legislation for the Common European Asylum System. Sweden will continue to pursue increased resettlement to the EU. More EU Member States should become permanent resettlement countries and the number of resettlement places should increase. There must be solidarity with the countries that currently receive the greatest number of refugees, and protection must be prepared for the most vulnerable people. The creation of a Regional Development and Protection Programme (RDPP) planned for 2014 will be important. The mandate of the UNHCR to lead and coordinate global support to refugees and IDPs remains central. This includes the work to develop durable solutions to protracted refugee crises. Sweden's core support to the UNHCR is expected to increase in 2014.

4.3.2 Climate change, migration and development

The effects of climate change and adverse impact on the environment constitute a growing global challenge. A majority of the world's poor people live in rural areas and are often dependent on local natural resources for their livelihoods. Many poor people also live in vulnerable environments, in low-lying coastal and river areas, in arid areas or in urban slums. There is often a lack of both physical and institutional infrastructure to cope with strains. Climate change and a scarcity of resources can lead to conflict, war and involuntary migration, primarily within countries or regions. One of the underlying causes of many humanitarian crises is climate-related disasters.

To date, climate change and its impact on people's local environment mainly appear to have resulted in patterns of circular migration within a country or region, rather than international and permanent migration.¹⁹ Migration caused by climate and environmental change is of a diverse nature. This might range from acute displacement caused by a natural disaster, to a slowly emerging decision to migrate due to deteriorating living conditions, caused e.g. by drought, flooding, elevated water temperatures or severe storms. In many parts of the world, especially in poor areas, migration can be a seasonal strategy for making a living. Internal migration within low income countries, such as increased migration to cities, can entail major strains on the local environment and on local natural resources. The poorest people, living in urban slums, are usually those hardest hit by the effects of climate change.

International work and work within the EU

Under the Climate Change Convention (UNFCCC), the decision on the Adaptation Framework (the Cancún decision) indicates, i.a. the need for measures to enhance understanding, coordination and cooperation with regard to climate change induced displacement, migration and planned relocation. More knowledge, mapping and analysis are needed with respect to the impact of environmental and climate change on world migration. The poorest countries' efforts to reduce societal vulnerability to climate change need support in order to prevent and mitigate the risks of climate-related migration.

The first progress report of the Intergovernmental Panel on Climate Change (IPCC) on the current state of scientific knowledge was presented in Sweden in September 2013. The report notes that it is becoming increasingly difficult to hold the increase in global average temperature below 2 °C. As the effects of climate change become greater, so do the risks of involuntary migration caused by climate change. The IPCC report on impacts, adaptation and vulnerability, published in March 2014, plays an important role in assessing future migration flows associated with climate change.

Environmental and climate-related problems cause or exacerbate many humanitarian crises. Humanitarian crises are likely to increase in number and scope, and they tend to be more complex. This will present the international humanitarian system with major challenges. The prevention of humanitarian crises, as well as the coordination of humanitarian and development efforts before, during and after a crisis will become increasingly important. Greater coordination is needed between the international humanitarian system, the international climate efforts and the international work to reduce and manage risks. At the climate negotiations in Warsaw in November 2013 (COP19), Sweden's Minister for the Environment played an important role in bringing about the Warsaw International Mechanism for Loss and Damage. The Warsaw

¹⁹ Migration and Global Environment Change, Foresight, 2011 and Climate change, migration and conflicts: connections and projections, Swedish Defence Research Agency, 2011

Mechanism can contribute to enhanced coordination in international cooperation. Skr. 2013/14:154

Sweden supports the European Commission's proposal on a more explicit and systematic integration of climate aspects in the EU Global Approach to Migration and Mobility. This could enhance policy coherence between the areas of migration, climate and development. The Commission²⁰ notes that research indicates that most climate-related migration will take place within and between poor countries and regions. International development cooperation thus plays a central role in preventive work on resilience to climate change in poor countries. Sweden looks favourably on the Nansen Initiative launched by Switzerland and Norway in 2012. The Initiative entails consultation between states on the development of a protection agenda for people displaced across borders in the context of natural hazards and the adverse effects of climate change.

Work within the Government Offices and with government agencies

Within the Swedish Government Offices, the Ministry of the Environment has the responsibility for coordinating climate policy. The Ministry of Justice is responsible for migration and asylum policy. The Ministry for Foreign Affairs works i.a. on issues of international climate financing and is responsible for humanitarian issues and climate and security. The Ministry of Defence is responsible for Sweden's disaster relief efforts abroad. The work on climate change, migration and development concerns several policy areas, such as development assistance, security and the environment. Key government agencies in this work include the Swedish Environmental Protection Agency, Sida, the Swedish Civil Contingencies Agency, the Swedish Migration Board, the Swedish Energy Agency and the Swedish Meteorological and Hydrological Institute.

Government standpoints

– In order to limit climate-related migration, the fundamental measure is ambitious emission reductions to hold global warming below 2 °C. In addition, measures are needed to adapt societies to reduce the effects of ongoing climate change and to increase their resilience. The Swedish Government prioritises work on emission reductions and support for climate adaptation, and monitors developments in scientific knowledge on the effects of climate change on migration.

– A dramatic reduction in long-lived climate pollutants, primarily carbon dioxide, is of crucial importance. But short-lived climate pollutants play a role in the short-term mitigation of climate impact. These are mainly soot, methane and tropospheric ozone.

– Within the EU, Sweden is working, i.a. for the EU to demonstrate leadership in international climate efforts and to adopt ambitious targets for emission reductions already in 2014. This would pave the way for an ambitious climate agreement in Paris in 2015. Sweden supports the work

²⁰ “Climate change, environmental degradation and migration” (SWD(2013)1389)

for a more explicit and systematic integration of climate aspects in the EU Global Approach to Migration and Mobility.

– Sweden is working actively for effective international coordination and division of responsibilities between different actors in the event of humanitarian crises. The Swedish Aliens Act (2005:716) grants the opportunity for protection of refugees in Sweden with reference to natural disasters. Persons unable to return to their homeland due to an environmental disaster might be granted protection.

– Disaster mitigation and disaster risk mitigation are considered an integral part of Sweden's long-term development assistance. Sweden is also one of the biggest donors to the Adaptation Fund and is the only country to have contributed USD 100 million annually in 2010–2013.

Future efforts

The Swedish Government will actively pursue an international climate agreement to hold the increase in global average temperature below 2 °C. The EU should demonstrate leadership and pave the way for such an agreement by adopting ambitious targets for emission reductions already in 2014. An important forthcoming EU process is the integration of climate aspects in the Global Approach to Migration and Mobility. Sweden will also work for a swift EU implementation of the Warsaw Mechanism, in part through expeditious operationalization of its executive committee. The IPCC report on impacts, adaptation and vulnerability, published in March 2014, will play an important role in assessing future migration flows that are related to climate change.

Example: The current state of scientific knowledge on climate change

The fundamental measure for limiting climate-related migration is to take strong action to reduce global greenhouse gas emissions so as to achieve the global goal of holding the increase in the earth's average temperature below 2 °C.

The UN Intergovernmental Panel on Climate Change (IPCC) is analysing the scientific basis of risk assessment of climate change and its environmental and economic impacts. In Stockholm in 2013, the IPCC presented its first progress report associated with the Fifth Assessment Report on climate change. The report covers observations of the current state and models of future climate change. The report finds that warming in the climate system is unequivocal. For example, in the northern hemisphere, it is likely that the past 30 years have been the warmest of the past 1400 years. The atmosphere and the oceans have become warmer, the quantity of snow and ice has decreased, sea levels have risen, and the levels of greenhouse gases have increased. The IPCC report concludes that:

– It is extremely likely (> 95%) that human influence is the primary cause of the warming observed since the mid-1900s.

– Continued greenhouse gas emissions could cause further warming by more than 4 °C by 2100 and thus changes to all parts of the climate system.

– In order to limit climate change, comprehensive and sustained reductions in carbon dioxide emissions are needed.

The report uses four different future scenarios to show that climate change by 2100 will depend on how much greenhouse gases are released into the atmosphere. In the most optimistic scenario, the two-degree target is possible to achieve, but this becomes increasingly difficult in the other scenarios. Warming will be greater over land than over sea and will be greater further north. The contrast in precipitation between wet and dry regions and between wet and dry seasons will increase. It is very likely that the Arctic Sea ice will continue to shrink and become thinner, and glacier volume is expected to decline further. The global average sea level will rise, and towards the end of this century, the rise in sea level might amount to half or just under one metre.

The IPCC's second progress report, Impacts, Adaptation and Vulnerability, is presented on 25–29 March 2014.

5 Sweden's Policy for Global Development – the road ahead post-2015

Sweden's Policy for Global Development, adopted by the Riksdag in 2003, remains highly relevant. The foundations for its introduction are still relevant, not least in relation to the international discussions on a new global post-2015 development agenda. Policy coherence is necessary in order to contribute to equitable and sustainable global development.

When it comes to the global challenge of Migration flows, the Swedish Government will follow up and intensify the work, i.a. within the framework of the Swedish Chairmanship of the Global Forum on Migration and Development (GFMD). This includes efforts to integrate migration and development in the post-2015 development agenda, as a partnership issue and as a mechanism to achieve the new goals. Examples of issues that might be subject to enhanced global partnerships in the area of migration are greater opportunities to export social benefits and to have skills validated, reduced costs for remittances and recruitment, as well as strengthened migrant rights and the combating of discrimination against migrants. This could, i.a. contribute to the integration of migration in development strategies of countries and organisations.

On 28 April 2014, a Swedish high level seminar will be held on coherence between migration and development. Several ministers and directors-general are expected to attend, as well as participants from civil society and business. On 14-16 May 2014, the GFMD international dialogue forum will take place in Stockholm, with participants from 150 countries. The Swedish Minister for Migration and Asylum Policy and the Swedish Minister for International Development Cooperation will be attending. The theme of the forum is 'Migration – Unlocking the Potential of Migration for Inclusive Development', which is also the theme for the Swedish Chairmanship of the GFMD.

Government work on all six global challenges continues. Crucial future issues and EU processes that the Government has identified in this communication (see appendix) will be followed up within the Government Offices, not least by the inter-ministerial working group for PCD, and via presentations to the Minister for International Development Cooperation. Within the EU, Sweden will continue to keep a high profile in matters regarding PCD. Greater ownership for PCD within various EU council groups and EU bodies is important. Sweden's active work on global challenges and PCD issues internationally is central, not least in relation to the post-2015 agenda.

In its evaluation, Statskontoret (the Swedish Agency for Public Management) has noted that Sweden's Policy for Global Development is ambitious and large in scope. The responsibility for achieving its objective is shared between all ministries within the Government Offices, and cooperation with actors throughout society is important. With respect to PCD work procedures, Statskontoret has noted that cross-sectorial issues, like PCD, demand significant impact of a single perspective or approach on all actors concerned. The Government will now follow through with further clarification of PCD definitions and PCDs relevance to different activities in the Government Offices. A greater opportunity for dialogue with different actors concerned is being planned for 2015 to further strengthen PCD work.

The thematic approach in PCD implementation, developed through the Government's communications in recent years, has helped to deepen the analysis and has brought out potential conflicts of objectives and interests. This approach has received much positive response from different actors. Sweden is the only country in the EU and the OECD to have explicitly presented conflicts of objectives to its parliament. The Government intends to focus on a new global challenge in the next communication on the implementation of Policy Coherence for Development in 2016.

Appendix:

Government assessment of Policy Coherence for Development 2012–2014

Appendix contents:

Assessment of work on the six global challenges 2012–2014

1. Oppression
2. Economic exclusion
3. Migration flows
4. Climate change and environmental impact
5. Conflicts and fragile situations
6. Communicable diseases and other health threats

Work on Policy Coherence for Development 2012–2014

- Policy formulation and performance
- Coordination and cooperation
- Knowledge and analysis
- Policy Coherence for Development within the EU

In this appendix, the Government assesses its work on the six global challenges in focus of Swedish PCD work. These challenges each have three focus areas with formulated goals. The Government assesses these 18 focus areas regarding the three components that the OECD identifies as central to PCD, namely: Policy formulation and performance, coordination and cooperation, and knowledge and analysis. Progress on implementation of the components can, according to certain criteria, be assessed ‘good’ or ‘relatively good’, or that progress has ‘certain deficiencies’.

Examples of Government PCD implementation 2012–2014 are also arranged under the three OECD components. This examines Government PCD implementation in another way. Finally, examples are given of Government work on PCD within the EU.

This Swedish model for qualitative assessment has previously been used by the Government in 2010 and 2012 (Government Communications 2009/10:129 and 2011/12:167).

1. Global challenge: Oppression

1.1. Freedom of expression

Objective: Greater freedom of expression in countries where it is restricted

Overall assessment

The Government has made the assessment that freedom of expression continues to constitute a fundamental condition for combating all forms of oppression. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Swedish strategy for ICT policy, “ICT for Everyone - A Digital Agenda for Sweden”, includes special sections on the role of the internet for global development and on freedom of expression. The Government has specified its expectations on relevant government actors to weigh in online freedom in assessments of sustainability aspects of their activities. In May 2013, Sweden hosted the ‘Stockholm Internet Forum on Internet Freedom for Global Development’, the second forum in a series of conferences on freedom of expression and internet from a development perspective. A further conference is planned for May 2014. Within the EU, Sweden successfully managed to broaden the approach of the European Internet Security Strategy. This entailed wording to the effect that the strategy should be based on and promote the EU's fundamental values: human rights, the principles of the rule of law and democracy. Sweden continues to be a driving force for ensuring implementation of the European Council conclusions on Democracy Support in EU External Relations. Sweden has also further strengthened its efforts for freedom of expression within multilateral cooperation. In June 2012, Sweden, together with a cross-regional group of countries, presented a resolution in the UN Human Rights Council that was adopted by consensus. In the resolution it is reaffirmed that human rights are equally applicable online and offline. At Sweden's initiative, the 2011 General Conference of the United Nations Educational, Scientific and Cultural Organisation, UNESCO, adopted a decision to strengthen its work on freedom of expression and journalists' safety. The decision requires UNESCO to present a report to every General Conference on the world situation regarding these issues. The Government's overall assessment is that progress is **good** in regard to *policy formulation and performance*. Cooperation between the relevant ministries of the Government Offices has been further strengthened with respect to the roles of UNESCO, the Council of Europe and the OSCE (Organisation for Security and Cooperation in Europe) on issues relating to the internet and freedom of expression. The Government Offices has produced a joint position paper on the work of the MFA on online freedom and security, which also includes development issues. This position paper is intended to support the work of the Ministry and the embassies on these issues. On the whole, government progress is assessed to be **good** in terms of

coordination and cooperation. The Government Offices has strengthened its capacity in the area of freedom of expression, development and the internet. There is a good level of knowledge regarding development aspects of freedom of expression, but more remains to be done with respect to issues concerning the internet's role for development. The assessment is thereby that government progress remains **relatively good** in terms of *knowledge and analysis*.

Future efforts: Issues on internet, freedom of expression and development remain important and they concern several policy areas. Internet issues will continue to be important for Sweden in multilateral forums, as well as in development cooperation. There are increasing needs for capacity building in low and middle income countries. Within the EU, these issues are important, i.a. in the context of the EU Strategic Framework on Human Rights and Democracy.

1.2. Sexual and reproductive health and rights

Objective: Better sexual and reproductive health and the promotion of associated rights for people in developing countries

Overall assessment

The Government has made the assessment that the work on Sexual and Reproductive Health and Rights (SRHR) continues to be central to saving lives, improving health, promoting human rights and fighting oppression. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government consistently adopts an explicit commitment to SRHR and carries out various SRHR initiatives nationally and internationally. This is despite considerable international opposition in many quarters. For example, there is resistance to children and young persons' SRHR, to the access to sexual education and birth control, to the rights of LGBT persons and to women's rights to safe abortions. The Government is working for better access to sexual and reproductive health services, including maternal care, in order to improve the survival and health of women and girls. The main issues relate i.a. to the right to pregnancy-related care, freedom from sexual coercion and violence, the right to avoid unwanted pregnancies and the right of all to their sexuality. Countering child marriage and female genital mutilation is part of this work. In various bilateral collaborations, Sweden places a focus on the preventive work of SRHR, particularly with respect to young people. In international work on sustainable and effective health systems, Sweden pursues SRHR and children's and women's health. Sweden also pursues SRHR in a variety of forums that have a focus on human rights, such as the UN Human Rights Council and the Third Committee of the UN General Assembly. Sweden pursues, i.a. issues concerning the enjoyment of human rights by women, young people and children, work against the trafficking of women and work to support women human rights defenders. Sweden has also been pushing for questions regarding SRHR to be included in international commitments and resolutions, such as the final report of the UN Secretary-General on the Millennium Development Goals (MDGs), which was presented in August 2013. It is

assessed that government progress remains **good** in terms of *policy formulation and performance*. The Government has a good collaboration within the Government Offices when it comes to these issues, and cooperates with agencies, civil society organisations and the business community. However, there is scope for improvement with respect to working groups for SRHR and development. The assessment is thereby that government progress is **relatively good** in terms of *coordination and cooperation*, which is a downgrade (since the 2012 assessment). Government progress is also **good** regarding *knowledge and analysis* both in terms of the rights dimension of the work and the importance of adequate access to sexual and reproductive health services, including maternal health care. One example is a publication compiling knowledge on Sweden's commitment to SRHR globally over the past 50 years. This publication has been prepared ahead of a major international conference for parliamentarians, which the Government is financing in spring 2014 to follow up the Programme of Action adopted by the ICPD (International Conference on Population and Development).

Future efforts: The Government will continue to prioritise better access to sexual and reproductive health services, including maternal health care, and a strengthening of the rights component of SRHR. The Government will continue to prioritise work on MDG 4 and 5 (on child and maternal mortality) and on SRHR. Sida has received a specific mandate and resources for strengthening the work on SRHR. In spring 2014, the Government (MFA) will arrange a major international conference for parliamentarians, to follow up the ICPD, as well as a national seminar on the same subject. Important international processes are the negotiations for the post-2015 development agenda, both within the EU and the UN, the ICPD Beyond 2014 Review and the follow-up to the UN Conference on Women (Beijing+20) in 2015, at which SRHR will be an urgent and still controversial issue.

1.3. Organised crime with a focus on human trafficking

Objective: The reduction of organised crime and human trafficking through preventive and crime fighting measures in countries of origin, transit and destination

Overall assessment

The Government has made the assessment that efforts to combat and prevent human trafficking remain central to fighting oppression and stopping modern-day global slavery. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

In 2011–2014, the Government has followed up the Action Plan against Prostitution and Human Trafficking for Sexual Purposes (Government Communication 2007/08:167) by means of extended and new initiatives. The National Police Board is the national rapporteur to the Government on issues of human trafficking and annually reports data on, i.a. the extent of human trafficking to, in and through Sweden, and provides analysis and recommendations on measures to prevent and combat it. The National Police Board also supervises the police authorities' capacity

to investigate cases of human trafficking for sexual purposes and the purchase of sexual services. The County Administrative Board of Stockholm remains a national resource for coordinating work against human trafficking and prostitution. Since April 2013, the Board has an expanded mandate for work against all forms of human trafficking (not only for sexual purposes). The Board works, i.a. with operational method support, safe return and support programmes for those who have been subjected to prostitution and human trafficking. Based on a government mandate, the Board will also gather knowledge on the development and extent of prostitution in Sweden and will report its findings in March 2015. International interest in the 'Sexual Purchases Act' (Act prohibiting the Purchase of Sexual Services) is great. In 2011–2013, the Swedish Institute welcomed key overseas actors wishing to study Swedish efforts to prevent and combat prostitution and human trafficking for sexual purposes. This has made possible positive dialogue between Swedish and international stakeholders. In 2012, the Council of Europe's Group of Experts (GRETA) commenced an evaluation of how Sweden has implemented the Council of Europe Convention on Action against Trafficking in Human Beings. In spring 2014, GRETA will report on conclusions of the evaluation. Sweden provides support to the Secretariat of the Task Force against Trafficking in Human Beings within the Council of the Baltic Sea States, consisting of government experts from eleven EU countries and the European Commission. The Task Force works, i.a. on the project ADSTRINGO, whose main objective is to prevent trafficking for labour exploitation. Sweden works actively in the EU to strengthen and develop the cooperation against human trafficking in line with the Stockholm Programme and the action-oriented programme regarding human trafficking in EU external relations. The Government monitors work on the European Commission's integrated strategy, adopted in May 2012, as well as the OSCE's (Organisation for Security and Cooperation in Europe) expanded strategy to combat human trafficking. At the global level, Sweden supports the United Nations Office on Drugs and Crime (UNODC) and is one of the largest donors to its work against human trafficking. Sweden also provides grants to the UN's fund to aid victims of human trafficking. The MFA has carried out a study on the work of multilateral organisations against human trafficking and how coordination between these functions. As a result of the study, support has been provided to enhance the coordination of various UN agencies' work. The overall assessment is that government progress is **relatively good** in terms of *policy formulation and performance*. Cooperation functions well within the Government Offices, with the relevant agencies and with civil society. Since 2011, there has been a special ambassador within the Government Offices (MFA) working on coordination of MFA measures against human trafficking. However, to ensure more coherent and effective work, the responsibility for organising and coordinating the work within the Government Offices needs to be clarified. The assessment is thereby that **certain deficiencies** remain in regard to *coordination and cooperation*. There is a good level of knowledge within the Government Offices on the links between organised crime, human trafficking and development. The special ambassador has enabled work on human trafficking at the MFA to be

strengthened. For example, Sweden has become one of the leading countries for the pursuit of human trafficking issues in the UN. It is assessed that government progress remains **good** in terms of *knowledge and analysis*.

Future efforts: The County Administrative Board of Stockholm's continued national coordination of efforts against prostitution and human trafficking is central, as is the national rapporteur at the National Police Board. One important issue is development of the work against human trafficking for the purposes of pick-pocketing and other criminal activity, labour exploitation and begging. Work to implement the European Commission's integrated strategy against human trafficking from 2012, as well as work on the OSCE's expanded strategy from 2013, will continue to be two important international processes. Continued efforts are needed for the multilateral organisations to prioritise work against human trafficking. Better coordination of the work of these organisations is also needed.

2. Global challenge: Economic exclusion

2.1. Financial markets

Objective: Better functioning financial markets for saving and investment in developing countries

Overall assessment

The Government has made the assessment that functioning and stable financial markets at all levels remain central in counteracting the economic exclusion of poor countries and poor people. Highly mobile capital flows, i.a. as an effect of the financial and economic crisis, can create problems for the financial markets of low income countries. Disposition rights, and access to land and other real estate, affect potentials for saving and investment that can lead to economic growth. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

Sweden works in the EU and internationally for stable international financial markets. Sweden works actively through the International Monetary Fund (IMF), i.a. with respect to enhanced surveillance of financial markets. Sweden supports the work of IFIs (International Financial Institutions) to promote and develop better functioning financial markets in low income countries and to promote the access of poor people to financial services and markets. Lantmäteriet (Swedish mapping, cadastral and land registration authority) works continuously with capacity building on land administration in countries in i.a. Africa and Asia. The focus is on securing access and disposition rights to land and other real estate. In Georgia, Lantmäteriet has helped to facilitate land-related processes for its citizens. In recent years, Georgia has received a high international ranking with regard to property registration and business opportunities. In Botswana, Lantmäteriet has contributed to work on the official registration of land parcels on tribal land (areas traditionally belonging to various communities). Registration increases the opportunities of individual farmers to take out loans, which can

encourage new investment. Registration also increases opportunities for taxation, which can be used for societal development. The Government's overall assessment is that progress remains **relatively good** in terms of *policy formulation and performance*. Within the Government Offices, there are long-established and well-functioning drafting procedures for Swedish work through IFIs, which benefits the impact of the development perspective. These forms of preparation also include the Riksbank and, when needed, other agencies and Swedish foreign missions. This indicates overall that government progress remains **relatively good** in terms of *coordination and cooperation*. There is a relatively good level of knowledge regarding the development perspective of this focus area. Agencies are involved when deemed relevant. Since October 2013, Sweden has been affiliated to an extended IMF cooperation on data collection for in-depth global surveillance of the financial markets. The purpose is to increase the quality and availability of comparable data between countries. It aims to more quickly alert to signals concerning risks in the financial markets and potential global spillover effects. On the whole, this indicates that government progress remains **relatively good** in terms of *knowledge and analysis*.

Future efforts: The public financial developments in the EU remain essential to the stability of the global financial market. The Government also prioritises work within the IMF. One important issue is how spillover effects from the withdrawal of monetary easing and reformed regulatory frameworks in the area of financial markets, affect emerging and low income countries. Access to data on the financial markets, as well as long-term efforts to develop the financial markets of poor countries, are important. Disposition rights, and access to land and other real estate, contribute to economic growth in low income countries. The Government will further strengthen the development perspective within the work on financial markets.

2.2. Trade in agricultural products

Objective: Increased trade in agricultural products

Overall assessment

The Government has made the assessment that trade in agricultural products, along with a less trade-distorting agricultural policies, continues to be an important factor in counteracting the economic exclusion of poor countries and poor people. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government strives for broad, ambitious and development-friendly free trade agreements and trade preferences that favour effective and generous access to the EU market for developing countries. Sweden has, i.a. pursued the PCD perspective in the broader EU trade agenda, i.a. in the Council Conclusions on trade and development from 2012. Sweden has also worked for the implementation of the new Regulation on the EU's Generalised System of Preferences (GSP), which entered into force on 1 January 2014. Sweden has worked on the process and the evaluation

of GSP applications in the area of sustainable development. Sweden has emphasised the importance of maintaining established criteria and the importance of transparency and dialogue with applicant countries. When it comes to the EPA (Economic Partnership Agreements) process between the EU and regional ACP (African, Caribbean and Pacific) groupings, Sweden has provided support, i.a. through trade-related aid. Contacts and dialogue on the part of Swedish embassies have helped to identify difficulties and ambiguities in the negotiations. This has enabled further progress towards agreements for the ACP countries that chose to pursue the EPA. Within the World Trade Organisation (WTO), Sweden has supported proposals from the least developed countries (LDCs). An agreement was reached in Bali with effects on the LDCs, i.a. guidelines on simplified rules of origin, agreement on continued work on duty and quota free market access and decisions that could give LDCs favourable terms for export of services. The WTO agreement in Bali is also important with respect to simplifying trade procedures, i.a. on simplifying administration, reducing trade costs and facilitating trade from developing countries. The EU Member States agreed in 2013, on a new Common Fisheries Policy (CFP) and a new Common Agricultural Policy (CAP) for 2014–2020. Sweden worked for the development perspective in both sets of negotiations. However, minor changes were brought about in the CAP as regards the development perspective. Sweden continues to pursue further reformation of the CAP and advocates, i.a. budget cuts and increased market orientation to the benefit of developing countries. As regards the reformation of the CFP, Sweden negotiated principles and objectives for EU fishing in third countries within the EU Sustainable Fisheries Partnership Agreements. As of 1 January 2014, the Regulation on the CFP stipulates that these agreements must have a development perspective and contain a clause on respect for democratic principles and human rights. Evaluations of a country's fishing opportunities must be made available in good time before the EU commences fisheries negotiations with the country in question, and the agreements must be of mutual benefit to the EU and third countries, including their local population. As a forest nation, with considerable expertise and long experience, Sweden plays an active international role. In the EU, Sweden has pursued a new guiding principle for global forest responsibility in the EU Forest Strategy. Swedish work in support of low income countries regarding sanitary and phytosanitary measures is also significant, e.g. with respect to participation in the International Plant Protection Convention and the World Organisation for Animal Health (OIE). Overall government progress is assessed to remain **good** in terms of *policy formulation and performance*. With regard to *coordination and cooperation*, government progress is assessed to remain **good**. There are well-established drafting groups within the Government Offices and with external actors. The Government pursues better utilisation of external actors' knowledge and increased exchange of knowledge between policy areas. Analysis of development effects of trade in agricultural products is performed at both the Government Offices and agencies. One example is the analysis of new trade patterns, global and regional value chains, and how these patterns affect trade as a tool for growth and poverty reduction. The Swedish University of Agricultural Sciences is a

significant agency that contributes to the work on global development. The Government's overall assessment is that progress remains **good** in regard to *knowledge and analysis*. Skr. 2013/14:154 Appendix 1

Future efforts: Within the EU, the Government will continue to pursue a less trade-distorting agricultural policy. An important forthcoming EU process is the follow-up of the development decisions adopted at the WTO conference in Bali in 2013. Crucial future issues include continued work on non-tariff barriers to trade and on land rights.

2.3. Swedish trade and investment

Objective: A better trade and investment climate in developing countries that benefits both local business development and Swedish business interests

Overall assessment

The Government has made the assessment that there is still great potential in strengthening the contribution of Swedish trade and investment in counteracting the economic exclusion of poor countries and poor people. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

In 2013, the boards of state-owned companies were commissioned to establish strategic, long-term and measurable Sustainable Development Goals. The goals must be explicit and help various stakeholders to evaluate the companies' work. From 2014, the Government as an owner will continuously monitor performance in the ongoing management of these companies. State-owned companies will also continue to report in accordance with the international guidelines from the Global Reporting Initiative (GRI). State-owned companies that conduct activities or procurement in countries that fail to adhere to fundamental international frameworks, should have a well-established policy and strategy to deal with these issues. The Government has also specified its expectations on state actors in trade and investment promotion to provide information on the international standards of sustainable enterprise/CSR (Corporate Social Responsibility). The Government expects relevant state actors to weigh in online freedom in their assessments of sustainability aspects. The Government has actively participated in the OECD's review of Common Approaches for Officially Supported Export Credits and Environmental and Social Due Diligence. Within the EU, Sweden is working on the incorporation of the UN Guiding Principles on Business and Human Rights, and within the Government Offices an inventory of how Swedish legislation corresponds to this framework has commenced. One major Swedish issue in the context of sustainable enterprise is online freedom. Companies operating in the ICT sector can play an important role in promoting respect for human rights and online freedom. In May 2013, for the second consecutive year, Sweden arranged an international conference on the theme of online freedom in relation to global development. The third conference is planned for spring 2014. Overall, it is assessed that government progress remains **good** in terms of *policy formulation and performance*. The Swedish National Contact Point

(NCP) for the OECD Guidelines for Multinational Enterprises is a tripartite cooperation between central government, business and labour organisations. The Swedish NCP is an important instrument for promoting and testing the OECD Guidelines, and three complaints were received in the period, two of which have been concluded. The Government has contacts with both the business community and civil society organisations for dialogue and exchange of experience. In 2013, the Government released a platform for Swedish action on sustainable enterprise. It provides examples of how the Government promotes and facilitates for actors in society, principally companies, to work on these issues. The MFA coordinates cooperation within the Swedish Association for UN Business (SWEUNB), with the purpose of contributing to comprehensive solutions within UN work on poverty reduction and peace. In some of Sweden's partner countries, Business and Development Councils (NU-råd) are held. These Councils aim to harness the experience, expertise and resources of Swedish trade and industry in order to contribute to the implementation of PCD. This indicates overall that government progress is **good** in terms of *coordination and cooperation*. The knowledge and integration regarding the development perspective in Swedish trade and investment promotion have been strengthened, i.a. through government guidelines to the Swedish Trade and Invest Council (Business Sweden) which comprise, i.a. the UN Global Compact and the OECD Guidelines for Multinational Enterprises. Seminars have been held in low income countries to strengthen their capacity for sustainable enterprise. A cooperation agreement on CSR between Sweden and China has yielded training sessions for provincial trade authorities. This can contribute to increased awareness about, i.a. working conditions, environmental considerations and industrial pollutants, both for Swedish companies operating in China and Chinese companies. This indicates overall that government progress is **good** in terms of *knowledge and analysis*, which is an upgrade (from the 2012 assessment).

Future efforts: Within the area of export promotion, it remains important to increase the interest of Swedish companies in trading and investing in new emerging markets where poverty is decreasing or where new solutions and products for poor people are needed. In order to secure the creation of long-term value, state-owned companies must continue to manage risks, opportunities, requirements and challenges in the area of sustainable enterprise. In its ownership role, the Government will continue to emphasise and deepen the integration of sustainable enterprise issues in the management of companies. An important forthcoming EU process is to incorporate the UN Guiding Principles on Business and Human Rights, including in Sweden.

3. Global challenge: Migration flows

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3.1. Circular migration to and from Sweden and the EU

Objective: Enhance the positive effects on developing countries of circular migration to and from Sweden and the EU

Overall assessment

The Government makes the assessment that circular migration to and from Sweden and the EU remains important for increasing development effects of migration. Measures to facilitate circular migration of labour immigrants, students and other migrant categories, can contribute to positive development effects of migration. Supporting development efforts of diaspora groups is also important. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

Migration and development policies are integrated in the Swedish Government Offices' work on migration. One example is the labour immigration rules, which include a development perspective. Another example is Government implementation of proposals from the final report of the Parliamentary Committee for Circular Migration and Development (SOU 2011:28). This includes both legislative amendments and strengthened agency efforts in the area. Within the EU, Sweden works on follow-up of measures on migration and development within the Stockholm Programme. In 2013–2014, Sweden is Chair of the Global Forum on Migration and Development (GFMD), an international dialogue forum on migration and development. The Swedish Chairmanship i.a. emphasises policy coherence between migration and development and circular migration. One of the most important Swedish Chairmanship priorities is to increase the development focus of the GFMD. The Swedish Chairmanship of the GFMD as well as the UN High-level Dialogue on Migration and Development in 2013, have helped to further clarify Swedish Government policy on migration and development. Overall, it is assessed that government progress remains **good** in terms of *policy formulation and performance*. There are established networks between relevant actors. However, more explicit government guidance is needed in order for relevant agencies to allocate resources to, and actively work with, strengthening development effects of migration. All in all, this leads to the Government's assessment that **certain deficiencies** remain in terms of *coordination and cooperation*. The mapping and analysis undertaken by the Parliamentary Committee for Circular Migration and Development have contributed to increased knowledge in this area. In the budget for 2014, the Government has allocated money for assigning Statistics Sweden, together with the Swedish Migration Board, to map migration-related statistics. Together with the labour immigration statistics already reported by the Swedish Migration Board, this is an example of government progress being **good** in terms of *knowledge and analysis*, which is an upgrade (from the 2012 assessment).

Future efforts: The Government will issue the relevant agencies with more explicit guidance on the development perspective in migration. The

knowledge, analysis and networks to which Swedish Chairmanship of the GFMD has contributed will be harnessed, both nationally and internationally, i.a. through the appointment of a working group on migration and development. Relevant ministries and agencies should participate in the working group, and a central task will be to support Sida and the Swedish Migration Board in their cooperation on migration and development. Sweden will continue to broaden the EU approach and highlight the importance of spontaneous migration. The regional migration dialogues of the EU Global Approach to Migration and Mobility (GAMM) in EU external relations, are important. Sweden works for concrete and operational cooperation on circular migration with third countries, with a view to increase the positive development effects of circular migration on countries of origin, transit and destination. This can encompass projects on circular migration within, e.g. EU mobility partnerships with third countries in the EU's neighbourhood.

3.2. Remittances from Sweden to developing countries

Objective: Work to ensure safer and cheaper remittances from Sweden to developing countries and to enhance their developmental impact

Overall assessment

The Government has made the assessment that remittances to low and middle income countries remain an important part of the work to harness the development potential in migration. Remittances can help to reduce poverty and contribute to investment in areas such as health and education. This focus area concentrates both on promoting safer and cheaper remittances and on strengthening the developmental effects of remittances. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

At the national level, the Government tasked the Swedish Consumer Agency in December 2013 with establishing a web-based information service to enable consumers to compare fees charged by different payment service providers for transferring money from Sweden to a low or middle income country. The aim is for consumers to find the safest, best and cheapest service. Within the EU, Sweden works on strengthening development effects of remittances. Sweden emphasises development cooperation and projects on remittances with partner countries, within the framework of the EU GAMM. Migration and development is one of four main thematic areas in the GAMM. For the Swedish Chairmanship of the GFMD in 2013–2014, remittances are a priority area. The overall assessment is that government progress is **relatively good** in terms of *policy formulation and performance*, which is an upgrade (from the 2012 assessment). In order to bring together the relevant actors and share Swedish knowledge on remittances, the Government arranged a seminar in 2013, hosted by the Swedish Minister for International Development Cooperation, the Minister for Migration and Asylum Policy and the Minister for Consumer Affairs. Representatives from the Ministry of Finance, banks and other payment service providers, researchers and members of diaspora organisations in

Sweden also participated. The seminar contributed to clearer ownership of remittance matters within the Government Offices. The Swedish Chairmanship of the GFMD has resulted in a greater degree of cooperation on the issues within the Government Offices. On the whole, government progress is assessed to remain **relatively good** in terms of *coordination and cooperation*. The Government has appointed the Delegation for Migration Studies to shed light on the links between migration and other areas, such as development, integration and employment. The overall mission of the Delegation is to supply data on how to formulate future migration policy, i.a. when it comes to issues of remittances. The Government supports the World Bank research programme, Global Knowledge Partnership on Migration and Development (KNOMAD), which aims to strengthen the knowledge base regarding, i.a. remittances. The Government has also contributed financially to the work of the independent Swedish think tank Global Challenge to improve statistics on remittances from Sweden to low and middle income countries. On the whole, government progress is assessed to be **relatively good** in terms of *knowledge and analysis*, which is an upgrade (from the 2012 assessment).

Future efforts: It is important to build upon the enhanced coordination and division of responsibilities within the Government Offices, and between agencies, that has arisen as a result Sweden's Chairmanship of the GFMD. A central future task will be to support the agencies Sida and the Swedish Migration Board in their cooperation on migration and development. A priority issue internationally is further action at the EU level to deepen and concretise cooperation on strengthened development effects of remittances. Development cooperation and projects on remittances, primarily within the GAMM, are important.

3.3. Protection and durable solutions for refugees

Objective: Durable solutions for people in need of protection

Overall assessment

The assessment of the Government is that protection and durable solutions for refugees remain central for global development, focusing on the three solutions to refugee situations employed by the international community: local integration, voluntary return and resettlement. The overall assessment of the Government regarding the Swedish contribution to this focus area is as follows.

Sweden works actively with the resettlement of refugees and people in need of protection. The Swedish refugee quota in 2013 was 1 900 persons, mainly resettlements from the various refugee situations in Africa, areas near Afghanistan and in the Middle East. Sweden is working within the EU to involve more Member States in resettlement activities. More Member States should become permanent resettlement countries and the number of resettlement places in the EU should increase. The Common European Asylum System should be developed, in close cooperation with the UN refugee agency, UNHCR. Sweden supports the establishment of Regional Development and Protection Programmes (RDPP), which aim to increase the protection capacity of

third countries. The European Asylum Support Office (EASO) in Malta has been operational since 2011. EASO is to contribute to the implementation of the Common European Asylum System, support the practical cooperation on asylum issues and support Member States exposed to particular pressure. Within the EU, Sweden was a driving force for a joint resettlement programme for 2013. The aim is to enable Member States coordination on resettlement resources and to use them more efficiently, for example, in order to empty refugee camps and to offer a haven to the most vulnerable. In the EU negotiations on the new Asylum, Migration and Integration Fund, Sweden is pursuing the issue of joint EU resettlement priorities. Sweden is the fourth largest bilateral donor to the UNHCR and also provides extensive support to other international organisations with activities on assistance to refugees and IDPs, such as the International Committee of the Red Cross (ICRC). Sweden is actively working for durable solutions and refugee protection on the executive boards of the UNHCR and other UN agencies. Sweden has also contributed support to the African Union (AU), which has, i.a. adopted a convention that includes IDPs as a refugee category. The Government's overall assessment is that progress remains **good** in terms of *policy formulation and performance*. Methods of functioning cooperation exist between the areas of development, migration and humanitarian assistance, both nationally and internationally. Every year, the Swedish Migration Board, in consultation with the UNHCR, resettles refugees and people in need of protection from refugee situations around the world to Sweden. Sida cooperates with and provides support to partner organisations, thereby helping refugees and IDPs to obtain documentation, legal aid and general advice. This cooperation has also contributed to the establishment of child-friendly spaces in crisis situations and to the training of local agencies in asylum and protection-related issues. There is coordination with other influential humanitarian donors at country level, but above all in the boards of various organisations. However, information exchange and internal cooperation between the areas of development, migration and humanitarian assistance can be developed further, where appropriate. This indicates overall that government progress remains **relatively good** in terms of *coordination and cooperation*. There is a good level of knowledge and capacity for analysis within the Government Offices and at agencies regarding the development perspective in the area, along with good information exchange with relevant actors. One example is the Swedish Migration Board's participation in the Annual Tripartite Consultations on Resettlement (ATCR), at which the agency has provided knowledge and experience to countries that have recently established resettlement programmes, such as Switzerland, Bulgaria and Italy. Another example is the involvement of the MFA and Sida in the Transitional Solutions Initiative, a programme run by the UNHCR and the UNDP to identify and develop long-term solutions to protracted refugee crises. However, knowledge and analysis could be dispersed to a greater extent among different actors, in order to achieve a greater effect. On the whole, this indicates that government progress remains **relatively good** in terms of *knowledge and analysis*.

Future efforts: In 2014, national implementation of the recast legislation for the Common European Asylum System will be important. Sweden will continue to pursue better conditions for resettlement in the EU. More Member States should become permanent resettlement countries and the number of resettlement places in Europe should increase. There must be solidarity with the countries that currently receive the greatest number of refugees, and protection must be prepared for the most vulnerable people.

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4. Global challenge: Climate change and environmental impact

4.1. Climate – adaptation and emission reduction

Objective: Limitation of global greenhouse gas emissions and adaptation to climate change in developing countries

Overall assessment

The Government makes the assessment that climate adaptation in developing countries and reductions of global emissions remain central issues in the work with climate change and environmental impact. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government prioritises emission reductions and climate adaptation in environmental and climate policy. The EU is negotiating a Commission proposal for a 2030 framework for climate and energy policies. Sweden wants the EU to pursue an ambitious and explicit line in the international climate negotiations for a global, ambitious and legally binding climate agreement based on needs, proven by scientific fact. Sweden and the EU believe that all parties should submit proposals for commitments in 2014, to pave the way for the COP21 climate conference in Paris in 2015. Sweden is an international driving force behind ambitious commitments to reduce emissions, and continues to contribute financial means for emission reduction, climate adaptation and other climate-related measures in low income countries. The 2012 UN Conference on Sustainable Development (Rio+20) adopted important decisions on formulating global Sustainable Development Goals (SDGs), on a global framework for sustainable consumption and production, and on modalities for the High-level Political Forum for Sustainable Development (HLPF), replacing the former Commission for Sustainable Development. In addition, “green economy” was established as an international concept and as an important tool for achieving sustainable development. Sweden is represented on the Board of the Green Climate Fund and underlines effective and appropriate functions for the Fund. The Fund is expected to be a key channel for climate financing. If it becomes operational, Sweden will contribute to the Fund in 2014. Sweden cooperates with low income countries to strengthen their participation in international climate negotiations, i.a. within the Cartagena Group. In 2013, Sweden hosted an informal dialogue on the loss and damage of climate change. Sweden also facilitated negotiations on the above issue at the COP19 negotiations in Warsaw in November 2013. Sweden underlines better coordination between the climate

negotiations and relevant other international processes, such as the post-2015 development agenda and the review of the Hyogo Framework for Action on disaster reduction. Reduced emissions of black carbon (soot), hydrofluorocarbons, methane and ground-level ozone, have major positive effects on health, air quality and agricultural production, as well as on the climate. United Nations Environment Programme (UNEP), Sweden and five other countries have initiated a global cooperation, the Climate and Clean Air Coalition (CCAC), in order to draw attention to the effects of short-lived climate pollutants and reduce emissions of these. Within the Arctic Council, Sweden is active with regards to an agreement to reduce black carbon and methane. Overall, this means that government progress remains **good** in terms of *policy formulation and performance*. Within the Government Offices, there is regular coordination at different levels regarding international climate issues. With respect to issues of climate change adaptation in developing countries, coordination and cooperation can be strengthened within the Government Offices. There is significant cooperation with different agencies, such as the Swedish Energy Agency, the Swedish Environmental Protection Agency, the Swedish Meteorological and Hydrological Institute and Sida. On the whole, government progress is assessed to be **relatively good** in terms of *coordination and cooperation*, which is a downgrade (from the 2012 assessment). In order to analyse and communicate the risks and opportunities that arise due to climate change, Sweden and six other countries have initiated and launched a new global initiative, the New Climate Economy. This initiative, will i.a. produce recommendations for decision-makers and industry on how measures to reduce emissions can be combined with continued economic development and growth. In 2013, for the first time, Sweden adopted a strategy for the work on short-lived climate pollutants (SLCPs). The aim is to contribute to a reduction in SLCPs and to disseminate knowledge about the impact of SLCPs on the climate, health and agricultural yields. Further work is needed to develop a joint strategy for the collective international climate efforts of the Government Offices. On the whole, this shows that government progress is **relatively good** in terms of *knowledge and analysis*, which is a downgrade (from the 2012 assessment).

Future efforts: In order to contribute to a society with low emissions and high resilience to climate change, developments and innovations are important. In March 2014, the European Council will treat the Commission proposal for a 2030 framework for climate and energy policies. Sweden is pursuing ambitious goals for the EU in 2014, in the preparations for a global, ambitious and legally binding climate agreement at COP21 in Paris in 2015. Sweden and the EU need to continue their efforts to mobilise USD 100 billion by 2020 and to create conditions for climate financing for the post-2020 period. Other possible sources of financing for climate-related investment (besides development assistance) need to be identified, not least private sources. There is a need for greater coherence and cooperation between the climate negotiations and other relevant international processes. Continued work on reducing

4.2. Chemicals management

Objective: Reduced use of hazardous chemicals in developing countries and improved handling of hazardous waste

Overall assessment

The Government makes the assessment that chemicals management remains a central part of the work with climate change and environmental impact. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government has enhanced the development perspective in the national chemicals policy, i.a. in the action plan for a toxic-free everyday environment. Working for safer products in Sweden can also yield positive effects in the countries of manufacture. Within the EU, Sweden works on the Seventh Environmental Action Programme and has successfully pursued the EU's adoption of a strategy for a non-toxic environment by 2018. In January 2013, the negotiations on the Minamata Convention on Mercury were concluded. This is the first new convention in the environmental field for ten years. Sweden was a driving force behind ambitious and far-reaching undertakings in the Convention. Sweden hosted an informal dialogue among key countries in preparation for the Diplomatic Conference in Kumamoto, Japan that was associated with the Convention's adoption. Sweden and a further 91 states signed the Minamata Convention during the Diplomatic Conference. The Convention will contribute to improve environmental and health conditions in many low income countries, i.a. through measures concerning small-scale gold extraction. The explicit health perspective can strengthen effective implementation of the Convention. As regards the work on the specific chemicals conventions and the Montreal Protocol, Sweden has continued to be a driving force for the adoption of provisions that correspond to Swedish legislation. Sweden has been elected to chair the next meeting of the parties to the Stockholm Convention on Persistent Organic Pollutants, which will take place in 2015. In September 2012, Sweden led a high-level meeting on the Strategic Approach to International Chemicals Management (SAICM). The meeting decided to continue the global project on information systems for chemicals in goods. The long-term objective is the development of global principles for information on chemical substances in goods. Sweden has also been a driving force in the negotiations for an integrated approach to financing the sound management of chemicals and wastes, which was adopted by UNEP in February 2013. This indicates overall that government progress remains **good** in terms of *policy formulation and performance*. The Government Offices has a good collaboration with agencies, such as the Swedish Chemicals Agency and Sida, and with civil society organisations, such as the Swedish Society for Nature Conservation. The Swedish Chemicals Agency works i.a. with travel funds for participants from low income countries in international meetings, with regional and bilateral programmes, and with international

training programmes and networking. Sweden has taken the initiative to a Global Stakeholder Dialogue entitled “8 Years – 8 Actions towards the 2020 goal of Sound Chemicals Management”, the aim of which is to strengthen the implementation of SAICM. This dialogue has, i.a. inspired a roadmap for how countries in the African region can work towards the 2020 goal. Further cooperation is needed in order to strengthen the development potential in this area. This indicates overall that government progress remains **relatively good** in terms of *coordination and cooperation*. The Government has initiated several studies on chemicals and development. One example is the Swedish Chemicals Agency's report on chemicals control and sustainable development in developing countries, presented in June 2013. The report investigated, i.a. how comparative advantages in Sweden can be further harnessed in the development work. Sweden has provided support for UNEP's Global Chemicals Outlook, published in October 2012. The report illustrates global trends on the manufacture, use and risks of chemicals, and includes analysis of needs for further measures. With the support of Sweden, UNEP has also produced a report on the costs of not having an effective chemicals control, Cost of Inaction Report (CoI), published in February 2012. The assessment is that government progress is **good** in terms of *knowledge and analysis*.

Future efforts: The implementation and financing of global and international strategies and conventions in the chemicals area remain central, not least with respect to the new mercury convention and the integrated approach to financing the sound management of chemicals and wastes. Emerging policy issues are information on the chemical content of goods and the problems related to electronic waste. Support to countries' development of chemicals laws and institutions remains important, not least to countries with rapid growth in the production and use of chemicals. Sweden highlights sound chemicals management in the post-2015 development agenda and the adoption of new Sustainable Development Goals. Important forthcoming EU processes are the implementation of the Seventh Environmental Action Programme, the further development of REACH and how its information can be of greater benefit to low income countries.

4.3. Sustainable urban development

Objective: Sustainable urbanisation that will contribute to long-term development and poverty reduction

Overall assessment

The Government's assessment is that sustainable urban development remains central to work on climate change and environmental impact. Today, just over half the world's population lives in urban environments, and more and more people are moving from rural areas to cities, not least in developing countries. Cities play an important role in poverty reduction and risk management, and in creating opportunities for employment and social safety nets. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

Conclusions from the work of the Swedish Delegation for Sustainable Cities are now processed within the Government Offices. Issues of sustainable urban development are paid attention to in the Government's Environmental Technology Strategy. This strategy coordinates international environmental technology efforts. The purpose is to promote environmental and energy technology exports to, i.a. China, India, Russia and Indonesia. The Ministry of the Environment, and its agencies, conduct several bilateral collaborations (e.g. with Brazil, Poland and Indonesia) where climate adaptation and environmental technology for sustainable urban environments are key elements. Sweden works within an informal EU group on sustainable cities, i.a. on a tool to facilitate local government work on sustainable urban development. At the Rio+20 Conference in June 2012, Sweden contributed to the inclusion of sustainable urban development in the final document. The final document also contains decisions on the 10 Year Framework of Programmes on Sustainable Consumption and Production, one programme relates to sustainable buildings and construction. Sweden has contributed financially to the fund that supports the Framework's implementation in developing countries. Within the ministerial process Clean Energy Ministerial, Sweden has decided, together with Denmark, the United Arab Emirates and China, to develop a network for sustainable energy solutions in cities. This network will focus on exchange of experience in the area of waste incineration for energy and on demand management. Under the CCAC, the City of Stockholm is cooperating with the Chilean city of Viña del Mar on a programme that aims to reduce waste volumes and landfill methane leakage. This indicates overall that government progress remains **good** in terms of *policy formulation and performance*. The Government Offices has formed an informal inter-ministerial working group to improve information exchange, enhance coordination and increase the understanding of sustainable urban development. The Government Offices and the Swedish Trade and Invest Council (Business Sweden), together with several government agencies, companies and industry associations, are implementing international cooperation projects on sustainable cities through the "SymbioCity" initiative. The Swedish Association of Local Authorities and Regions (SALAR) has developed a manual for integrated, sustainable urban development. This manual will be further developed, administered and utilised by SALAR, in cooperation with municipalities and other organisations. In preparation for the World Urban Forums (WUF) arranged by the United Nations Human Settlements Programme (UN-Habitat), there is close cooperation between the Government Offices, agencies, organisations and the business community. At the WUF, the various actors exchange experience and discuss the challenges and opportunities of sustainable urban development. Joint measures by the Government Offices, agencies, the business sector and other relevant actors are well developed. However, the measures could be further strengthened in order to contribute to an integrated perspective on sustainable urban development, including the development perspective. Government progress is thereby assessed to remain **relatively good** in terms of *coordination and cooperation*. The Swedish Delegation for Sustainable Cities has

contributed to a deepening of the integrated knowledge about sustainable urban development, and has formulated needs with respect to further investment in research and development. Among other things, this has led to a future increase in appropriations for research on sustainable urban development to the Swedish Research Council for Environment, Agricultural Sciences and Spatial Planning (Government Bill 2012/13:30 Research and Innovation). The Environmental Technology Strategy also contains an assignment to the Swedish Governmental Agency for Innovation Systems (VINNOVA) that partly relates to research and innovation support for sustainable urban development. This indicates that government progress remains **good** in terms of *knowledge and analysis*.

Future efforts: It remains important to pursue sustainable urban development internationally. Preparations for the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in 2016 are important. The Conference will bring together the world's leaders to discuss and define the global urban agenda for the next 20 years. It will also be important to monitor UN-Habitat's Seventh WUF in Colombia in 2014. Development of the informal EU cooperation on sustainable cities is central. Future key issues also include access to infrastructure, water, sanitation, energy and food as well as how different technical supply systems can be integrated with each other.

5. Global challenge: Conflicts and fragile situations

5.1. Security sector reforms

Objective: Establishment of a legitimate security sector under democratic control in conflict-affected and post-conflict countries and fragile situations

Overall assessment

The Government makes the assessment that Security Sector Reforms (SSR) remain important for improving the conditions for poverty reduction and development in conflict and post-conflict countries and fragile situations. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government will continue to pursue increased international coordination of SSR measures with a bearing on the judicial system and other administration. Sweden contributes to the Eastern African Standby Brigade (EASBRIG), a joint Nordic commitment to support the formation of the AU Eastern African Standby Force. Sweden, together with the Nordic and Baltic countries, also continues its SSR support in the Western Balkans, Ukraine and Georgia, with the participation of, i.a. the Swedish police and other parts of the judicial system. Sweden contributes to EU Training Mission in Mali, an EU-led initiative in support of the Malian government's armed forces, and to the EU training mission in Uganda in support of the security forces of the Somali government. In Liberia, Sweden is an actor within the judicial system, by means of police support to UNMIL and the security sector, not least within the framework of the "New Deal". Sweden adopted the New Deal at the High Level Forum on Aid Effectiveness in South Korea in 2011.

New Deal is a comprehensive approach to peace-building and state-building, including policy formulation, judicial and security aspects, public services and management of states' economic resources. Since 2012, Sweden, Liberia and the United States cooperate on a pilot implementation project of New Deal in Liberia. Sweden contributes to the EU SSR work on increased synergies between crisis management and development assistance, in ia. the EU SSR mission in the Democratic Republic of the Congo. This indicates overall that government progress remains **good** in terms of *policy formulation and performance*. An inter-agency council for cooperation in international peace support has been created in order to contribute to uniform and coordinated Swedish action. The Swedish National Contact Group on SSR, which is an inter-agency mechanism for the coordination of international measures in support of SSR, meets on a regular basis. It is assessed that government progress remains **good** in terms of *coordination and cooperation*. There is a good level of knowledge regarding the general link between SSR and development, and agencies are extensively involved in the generation of knowledge. The issue of developing indicators and methods for measuring SSR work is handled both nationally and globally. In different bilateral results strategies for Swedish development cooperation, agency-level indicators will be produced to measure progress on SSR activities. At the global level, Sweden is active in the New Deal's technical working group, which has developed SSR indicators. On the whole, this suggests that government progress is **relatively good** in terms of *knowledge and analysis*.

Future efforts: A future step within this focus area is for SSR-related indicators to be integrated in country-specific results strategies for Swedish bilateral development cooperation.

5.2. Women, peace and security

Objective: To improve the situation of women in conflict and post-conflict situations

Overall assessment

The Government has made the assessment that the active participation and influence of women in international peace-support and security-building work remain central to improving the conditions for poverty reduction and development in conflict-affected areas. Government policy on women, peace and security aims at including women in order to enhance the conditions for sustainable peace and development. In order to clarify, the Government is reformulating the objective of this focus area to: *Increased active participation and influence of women in the international peace-support and security-building work, and strengthened protection for women and girls in conflict and post-conflict situations*. This objective follows the overall objective of Sweden's national action plan for UN Security Council Resolutions 1325 and 1820 on women, peace and security. The Government's overall assessment of the Swedish contribution to this area and its goals is as follows.

The Government prioritises and includes issues on women, peace and security in relevant policy formulation. One example is the work to

implement the national action plan for Resolutions 1325 and 1820. In autumn 2012, the Government adopted indicators to enable better measurement and evaluation of the implementation of the national action plan. The indicators are both quantitative and qualitative. Sweden is working actively within the EU to strengthen the implementation of 1325, above all within EU policy and guidelines for the implementation of these resolutions. In 2012 and 2013, on behalf of the Government, the Folke Bernadotte Academy conducted an evaluation of how 1325 is observed in the planning and implementation of EU missions. This indicates overall that government progress remains **good** in terms of *policy formulation and performance*. There are drafting groups for these issues within the Government Offices, and agencies have received special commissions in the area. However, the forms of coordination could be improved. In the “Genderforce” development partnership, agencies cooperate to strengthen women's participation in conflict-affected areas. Within the National Cooperation Forum for 1325, led by the Folke Bernadotte Academy, there is cooperation and information exchange between agencies, civil society and the Government Offices. The Government's overall assessment is that progress remains **relatively good** in terms of *coordination and cooperation*. Within, i.a. Genderforce, the agencies carry out regular training in the area of women, peace and security, for example, mission preparation courses. Genderforce has also initiated the Gender Coach programme, which trains senior managers in relevant agencies on gender mainstreaming and on Resolution 1325. The Nordic Centre for Gender in Military Operations (NCGM) at the Swedish Armed Forces International Centre (SWEDINT) has been designated “NATO Department Head” for gender issues. In 2012 and 2013, the Swedish Defence Research Agency carried out a study examining how 1325 is being implemented in the ongoing peace process in Afghanistan. Supported by international experts, the NCGM and the Swedish Defence Research Agency also carried out a study on the implementation of Resolution 1325 in NATO operations in Afghanistan and Kosovo. The study was carried out on behalf of NATO. The overall assessment is that government progress remains **good** in terms of *knowledge and analysis*.

Future efforts: In 2014, the Government will commence work to revise the national action plan for Resolutions 1325 and 1820, and their subsequent resolutions. The aim is for a new action plan to enter into force in January 2016. The revision work will be based on evaluation of the current action plan, experience gathered from other countries and consultations with relevant actors. Sweden will continue its work to strengthen EU implementation of 1325 and related resolutions. This will be based, i.a. on the recommendations of the Folke Bernadotte Academy's study on the implementation of 1325 in EU missions.

5.3. From conflict to a stable peace that paves the way for long-term sustainable development

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Appendix 1

Objective: To bridge the gap between conflict and development

Overall assessment

The Government's assessment is that bridging the gap between conflict and long-term sustainable development remains central. The starting point is that stable peace and long-term equitable and sustainable development are interdependent conditions. Work on both issues must proceed in parallel. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government has a guiding policy for security and development for the period 2010–2014. At the High Level Forum on Aid Effectiveness in 2011, Sweden adopted the agreement known as the New Deal. The New Deal represents an innovative, comprehensive approach to peace-building and state-building that includes policy formulation, justice and security aspects, public services and management of states' economic resources. The pilot cooperation with Liberia and the United States regarding country-level implementation of the New Deal in Liberia has, i.a. led to Liberia's poverty strategy (Agenda for Transformation), completed in 2013, partly having the same approach as the New Deal. The Agenda for Transformation has made an assessment of vulnerability and has developed indicators for the implementation of the New Deal. Work is now in progress between various Liberian representatives and donor countries on a compact on priorities, working methods and financing mechanisms for continued implementation of the New Deal. Within the EU, Sweden is working for effective coordination between various actors in conflict and post-conflict situations. Sweden is pursuing enhanced cooperation and coherence between crisis management efforts and long-term development cooperation, as well as greater synergies between civilian and military activities. Sweden is also pursuing increased synergies between the judicial system, civil crisis management and various forms of long-term development work. Sweden is a driving force within the EU for developing the EU Comprehensive Approach in relation to conflict and post-conflict countries. This approach aims to use EU instruments in different areas in a more coordinated and coherent manner in relation to conflict and post-conflict countries, which is conducive to development. Sweden's initiative to establish the European Institute of Peace is beginning to take concrete form. A core group of countries has been formed to establish the Institute, and practical preparations are in progress. This indicates overall that government progress remains **good** in terms of *policy formulation and performance*. Drafting groups and consultation functions for the focus area exist within the Government Offices, and the agencies are involved to a large extent, not least with regard to placing capacity at the disposal of crisis management initiatives. In 2013, the Government appointed a new council for cooperation between agencies that contribute to international peace-support activities. Government progress is thereby assessed to be **good** in terms of *coordination and cooperation*, which is an upgrade (from the 2012 assessment). There is some knowledge and analysis of the links between security and development within the Government

Offices, agencies and partner organisations. Since 2011, the Folke Bernadotte Academy has developed work on the link between peaceful developments and judicial aspects in public administration in conflict and post-conflict situations. This work is now being tested in a pilot project with the UNDP. On the whole, this indicates that government progress remains **relatively good** in terms of *knowledge and analysis*.

Future efforts: It will be important to ensure concrete follow-up of the Comprehensive Approach by the EU institutions, and to ensure the development perspective of this approach. This is in line with the Swedish priorities for the EU to apply a broad, collective approach in its involvement and instruments in conflict and post-conflict countries. Follow-up of the pilot cooperation on the New Deal in Liberia will also be important, especially for deepened cooperation at the local level and for the formation of mutual commitments.

6. Global challenge: Communicable diseases and other health threats

6.1. Sustainable health systems and greater access to medicines

Objective: To ensure access by poor people to sustainable health systems and essential medicines

Overall assessment

The Government's assessment is that sustainable health systems and greater access to medicines continue to be important in fighting communicable diseases and other health threats. Cohesive health systems, improved access to basic health services and access to effective and safe medicines, are a prerequisite for long-term health and development. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

The Government has significantly increased its efforts and strengthened the political priority with regard to ensuring poor people's access to basic health and medical care through sustainable and effective health systems. Focus is on children's and women's health (MDG 4 and 5) and on SRHR. The Government consistently raises issues of gender-related ill-health and works on increasing poor people's access to affordable medicines and vaccines of good quality. The Government works, i.a. with the issuance of guarantees that create better conditions for private capital flows to prioritised areas in global health. Through their wide area of application, guarantees have great potential to reach poor people with essential medicines and contraceptives. Within the EU, Sweden is working for a solid follow-up to the Council Conclusions on antimicrobial resistance (AMR). Sweden provides support to and cooperates with the World Health Organisation (WHO), the OIE and the Codex Alimentarius Commission (CAC) in order to strengthen their work against the spread of AMR. Sweden has actively contributed to AMR being raised within the WHO and on the global agenda, i.a. through close cooperation with the WHO and like-minded countries, a Swedish secondment to the WHO and through continuous efforts to raise the issue in WHO governing bodies. Through Sweden's bilateral

cooperation agreements with India and China, successful agency-level collaborations have also been established in the area. Overall, it is assessed that government progress remains **good** in terms of *policy formulation and performance*. The Government Offices and the relevant agencies have a joint WHO strategy that has led to increased consensus and cooperation on a series of issues. There is scope for greater coherence between government pursuits in trade, promotion and development cooperation with respect to health systems, medicines and vaccinations. This indicates that government progress remains **good** in terms of *coordination and cooperation*. Knowledge and analysis of the development perspective in this area is relatively good within the Government Offices and at agencies. With regard to sustainable health systems and essential medicines, the Government Offices obtains knowledge from specialist agencies, Swedish foreign missions and the research community. This indicates that government progress remains **relatively good** in terms of *knowledge and analysis*.

Future efforts: Crucial future issues are deeper knowledge of how the health and medical care systems can be improved, measurability of results in the area as well as the evaluation and development of innovative financing solutions, such as guarantees. Sweden wants the WHO to fully shoulder its leadership for AMR, i.a. in when treating the issue in the WHO Executive Board and during the World Health Assembly in 2014. Continued coordination and streamlining of international initiatives for global health are of great importance to securing better results for poor people at the country level. Important future international processes are the implementation of the WHO Global Strategy and Plan of Action on Public Health, Innovation and Intellectual Property and the development of systems for the controlled distribution and use of new antibiotics. Important EU processes are the completion of guidance on prudent antibiotic use and follow-up of the Commission's action plan against antimicrobial resistance. The action plan is based on a one health perspective and links the human sector with the animal sector.

6.2. Early warning and prompt control measures

Objective: The establishment of prompt and effective early warning systems and the ability to rapidly implement control measures capable of operating at regional and local level

Overall assessment

The Government's assessment is that early warning and prompt control measures are of great importance to fighting communicable diseases and other health threats. Outbreaks of epidemics such as bird flu and H1N1 (swine flu), Dengue, Ebola, meningitis and cholera testify to the importance of international warning mechanisms to meet threats to human life and health, not least in low income countries. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

Sweden participates actively in the international work on communicable disease control issues such as pandemic contingency plans and the implementation of the International Health Regulations. Agencies are

also participating in the international cooperation at operational and preventative levels. Sweden contributes through development cooperation and humanitarian assistance for efforts to manage outbreaks of Dengue, Ebola and cholera. Swedish support via GAVI (Global Alliance for Vaccines and Immunisation) contributes to vaccination against meningitis, in i.a. Burkina Faso, Mali and Niger. These efforts have contributed to a sharp decline in the number of annual cases. The Government's overall assessment is that progress remains **relatively good** in terms of *policy formulation and performance*. Within the Government Offices, there are well-functioning drafting procedures for contingency matters, and agencies contribute with expertise. Consultations under the joint WHO strategy of the Government Offices and relevant agencies also contribute to good coordination and cooperation. This indicates overall that government progress remains **good** in terms of *coordination and cooperation*. Knowledge and analysis of the development perspective in this area is relatively good within the Government Offices and at agencies. Swedish foreign missions and various agencies provide the Government Offices with knowledge in the area. For example, agencies have evaluated epidemics and pandemic threats. Swedish research contributes to the accumulation of knowledge in the area. The Government makes the overall assessment that progress remains **relatively good** in terms of *knowledge and analysis*.

Future efforts: The conversion of early warnings into effective control measures remains a crucial issue, as does the coordination of short-term preparedness (i.e. early warning) with long-term preparedness (i.e. health systems). Better coordination of various regional early warning systems at the global level is important, as is continued support to the poorest countries for the implementation of the International Health Regulations. A broadening of the work on health threats to include environmental, climate-related and food security matters will be important.

6.3. Health promotion and disease prevention

Objective: To seek to ensure, by bringing greater focus and coherence to Sweden's commitment, that work in connection with health factors made by countries and international organisations is strengthened and in line with prevailing knowledge

Overall assessment

The Government has made the assessment that health-promoting and disease-preventing measures will remain very important to the management of factors that influence world health. The Government's overall assessment of the Swedish contribution to this focus area and its goals is as follows.

In the international dialogue on health, Sweden raises the need for preventive health work by drawing attention to risk factors and health determinants. This work is carried out, i.a. under the Global Strategy for the Prevention and Control of Noncommunicable Diseases, the WHO Framework Convention on Tobacco Control, the global alcohol strategy and the European Alcohol Action Plan. The Swedish Public Health Agency cooperates with India on prevention, i.a. on a system to track the

population's alcohol consumption. Sweden also works on preventive measures for infectious disease control in animal husbandry through the OIE, and with preventive measures in food safety, e.g. through the CAC. The CAC is an intergovernmental organisation established by the FAO and the WHO to produce international standards for safe food, codes of practice in food handling and free trade in foodstuffs. In the area of SRHR, the Government works with health-promoting and disease-preventing measures. In various bilateral collaborations, Sweden focuses on the preventive work of SRHR, particularly with respect to young people. Based on its national SRHR work, Sweden works for SRHR to be included in international commitments and resolutions, i.a. in the final report of the UN Secretary-General on the MDGs, presented in August 2013. Overall, it is assessed that Sweden's progress remains **good** in terms of *policy formulation and performance*. There is good consensus between various policy areas regarding the content of priorities within the focus area. Within the Government Offices, and with agencies, there are well-functioning drafting procedures. Consultations under the joint WHO strategy of the Government Offices are of importance. Overall, it is assessed that progress is **good** in terms of *coordination and cooperation*. Expertise is obtained from agencies and Swedish foreign missions, and there is considerable Swedish research on health-promoting and disease-preventing measures. The WHO's knowledge-based work on health promotion and non-communicable diseases is also significant. On the whole, this indicates that government progress is **good** in terms of *knowledge and analysis*.

Future efforts: The adaptation of public health, and health and medical services, to changing living conditions in regions such as Asia and Africa will be crucial. The health sector, as other sectors, will have to manage both communicable diseases, and also the non-communicable diseases that accompany increased welfare and ageing populations. In international work, Sweden can thus share its experience on work for good health, including efforts related to both risk factors and health factors. Air pollutants are a growing health issue and result in the deaths of many people every year. Air pollutants primarily affect the poor, women and children. The WHO has an important role in coordinating knowledge dissemination and measures to reduce the impact of poor air quality in many areas. Sweden will continue to work with these issues, i.a. within the CCAC. Better coherence and coordination is needed between health-promoting and disease-preventing measures. Internationally, WHO leadership in knowledge-based work on health promotion and non-communicable diseases should be safeguarded and strengthened. Implementation of the Global Action Plan for the Prevention and Control of Non-communicable Diseases and related processes is key, as is the shaping of the post-2015 development agenda, i.a. regarding health. The results from the EU discussion forum for chronic diseases and healthy ageing can be of significance to other countries, such as low income countries.

Work on Policy Coherence for Development 2012–2014

The Government stresses the importance of focusing both on the content of PCD and on PCD implementation. Below, examples of government work will be arranged under the three OECD components for PCD work. This allows Government PCD implementation in 2012–2014 to be examined in another way. Goals have been formulated by Government under the three PCD components:

- Policy formulation and performance
- Coordination and cooperation
- Knowledge and analysis

In addition, the Government exemplifies work on PCD within the EU in 2012–2014 under a heading of its own.

Policy formulation and performance

Objective: Political ownership manifested in an explicit development perspective in policy formulation and performance

This component stresses the importance of political ownership in order for the development perspective to have impact on different policy areas. This relates i.a. to the inclusion of a development perspective in various steering documents and negotiating mandates. But it also relates to government representatives highlighting and contributing to a development perspective in various arenas.

According to the assessment of the work on the global challenges in 2012–2014, government progress in terms of policy formulation and performance is good. Progress in 14 of 18 focus areas is considered to be good regarding policy formulation and performance. This is a slight improvement since the assessment in 2012. Below are some examples of policy formulation and performance within PCD, based on government work with the global challenges.

The Government's policies for climate and the environment, trade, and migration, are examples of areas in which a development perspective is well integrated. Examples of documents that have an integrated development perspective are the Swedish labour immigration rules, the Government's Environmental Technology Strategy and the chemicals action plan for a toxic-free everyday environment. In its ownership role, the Government has assigned state-owned companies to establish long-term Sustainable Development Goals. The companies must also report on their sustainability work in accordance with the international guidelines from the Global Reporting Initiative (GRI).

Within the EU, Sweden has worked for the impact of the development perspective, in i.a. the negotiations on the CAP and the CFP. With respect to the CFP, Sweden contributed to the inclusion of a development perspective in the Fisheries Partnership Agreements and they will include a clause on respect for democratic principles and human rights. Sweden has also pursued a development perspective in the EU's broader trade agenda. In the EU, Sweden is also pursuing enhanced cooperation and

coherence between crisis management efforts and long-term development cooperation in conflict and post-conflict situations.

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Appendix 1

Internationally, e.g. within the WTO, Sweden has pursued the impact of proposals from the LDCs. Sweden supports the work of IFIs to promote the access of poor people to financial services and markets. Sweden support work of the World Bank and regional development banks on capital flight and tax evasion. Sweden has further strengthened its efforts for freedom of expression within the multilateral cooperation. In international health work, Sweden pursues the increase of poor people's access to affordable medicines and vaccines of good quality.

Coordination and cooperation

Objective: Coordination and cooperation both in support of efforts to meet global challenges and for the purpose of mainstreaming a development perspective into policy areas while strengthening synergies between them and managing conflicts between their various objectives

This component concerns the effective use of existing systems for policy formulation in order to manage global challenges and to integrate a development perspective in various policy areas. Formal and informal coordination functions and consultation groups between ministries are important, as is cooperation with agencies and external actors.

Overall, the Government's assessment of work on the six global challenges in 2012–2014, demonstrates that there is still scope for improvement regarding coordination and cooperation. Two focus areas are assessed to have certain deficiencies, and in eight focus areas, government progress is assessed to be relatively good. Overall, the component of coordination and cooperation has deteriorated slightly compared with the assessment in 2012. Below are some examples of coordination and cooperation within PCD, based on government work with the global challenges.

In 2013, the Government appointed a new council for cooperation between agencies on international peace-support activities. The development component of its activities is explicit. In the area of sustainable urban development, the Government Offices has formed an informal inter-ministerial working group to improve information exchange, enhance coordination and increase the understanding of the area. With respect to Swedish trade and investment, the Swedish National Contact Point (NCP) for the OECD Guidelines for Multinational Enterprises is an important instrument for promoting and testing these guidelines. In the field of international chemicals management, Sweden has initiated a Global Stakeholder Dialogue entitled "8 Years – 8 Actions towards the 2020 goal of Sound Chemicals Management".

There are established networks between relevant actors on many PCD-related issues, but there is still a need for more explicit organisation and coordination in many areas. In the area of circular migration, there are, e.g. established networks between relevant actors, but there is still a need for more explicit guidance for the relevant agencies. In the area of human

trafficking, a special ambassador is assigned to coordinate measures of the MFA against human trafficking, but the organisation and coordination of work within the Government Offices need further clarification. The Government Offices and the relevant agencies have a joint WHO strategy that has led to increased consensus and cooperation on a series of issues, but there is scope for greater coherence between different policy areas regarding these issues.

Knowledge and analysis

Objective: Knowledge and analysis concerning both the developmental impact of the Government's policies as a whole and methods for applying the knowledge gained to policy formulation

This component relates to knowledge and analysis on the development perspective within different policy areas and what a development perspective means in practice. Existing knowledge, e.g. within government agencies and international organisations, and from current research, must be implemented. New knowledge and research should be encouraged.

Overall, the 2010–2012 assessment of the work on the global challenges demonstrates that government progress is relatively good to good with regard to knowledge and analysis. In half the focus areas, progress is assessed to be relatively good and, in the other half, good. This is an improvement compared with 2012. Below are some examples of knowledge and analysis within PCD, based on government work with the global challenges.

Analysis of the development effects of trade in agricultural products is performed at both the Government Offices and agencies. One example is the analysis of new trade patterns in the form of global and regional value chains, and how these patterns affect trade as a tool for growth and poverty reduction. With respect to migration and development, the Government has recently appointed the Delegation for Migration Studies to shed light on the links between migration and other areas, such as development, integration and employment. As regards sustainable urban development, the work of the Delegation for Sustainable Cities has deepened the integrated knowledge in the area.

Many agencies contribute to knowledge and analysis of the development perspective. In June 2013, the Swedish Chemicals Agency presented a report on chemicals control and sustainable development. In the area of communicable diseases, the agencies have, e.g. contributed to the accumulation of knowledge through evaluations of epidemics and pandemic threats. In the area of women, peace and security, the agencies within the “Genderforce” development partnership carry out regular training on the issues.

At the international level, Sweden has since October 2013 been affiliated to an extended IMF cooperation on data collection for in-depth global surveillance of the financial markets. This benefits all countries, not least low income countries. Together with six other countries, Sweden has initiated and launched a new global initiative on economy and the climate, the New Climate Economy. This initiative aims to

Policy Coherence for Development within the EU

Objective: To strengthen EU work on Policy Coherence for Development
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The Government's assessment is that the implementation of PCD requires increased cooperation with other countries, not least within the EU. Overall, the assessment of the government work on the global challenges in 2012–2014, demonstrates that Sweden is active in several EU processes where the development perspective is important. Some examples are given below.

The EU has a Treaty bound commitment to PCD. The EU should, according to the Treaty, take the development goals into account when implementing policies that have an influence on developing countries. Sweden has long worked actively on PCD in the EU. Sweden has, i.a. contributed to the EU PCD focus on five priority areas: (trade and finance, climate change, food security, migration, and security).

With regards to EU policy, Sweden has i.a. worked for the impact of the development perspective in CAP and the CFP, as well as in the EU's broader trade agenda. Sweden remains active within the EU in order to strengthen and develop the cooperation against human trafficking in line with, i.a. the Stockholm Programme. Sweden is also a driving force for developing the EU Comprehensive Approach in relation to conflict and post-conflict countries. This approach aims to use EU instruments in different areas in a more coordinated and coherent manner in relation to conflict and post-conflict countries. This promotes development.

In 2013, the Commission presented its fourth EU PCD report. The Commission reports on PCD every two years, based on the implementation of PCD by EU institutions and Member States. Sweden was active in the negotiations regarding Council Conclusions on the report. In the Conclusions, the Council notes, i.a. that efforts have been made with respect to independent evaluations of PCD and that PCD has been strengthened at the country level (the EU delegations). Sweden works, i.a. for better follow-up of PCD results within the EU and for a stronger development perspective in the Commission's impact assessments of policy decisions. This had an effect with respect to the wording of the Council Conclusions.

The Council Conclusions on PCD also encourage a stronger ownership of PCD in other policy areas. To this end, the Council Conclusions encourage, e.g. PCD discussions in various Councils and regular discussions of PCD at the Council for Development Ministers. Sweden has actively pursued, together with a number of like-minded countries, regular Development Council discussions on PCD that are forward-looking, strategic and thematic. Discussions should preferably be held together with other Councils and with the attendance of other Commissioners (than Development). This could have an impact on the development perspective within other EU policy areas.

Ministry for Foreign Affairs

Extract from the minutes of the Cabinet meeting of 13 March 2014

Present: Prime Minister Reinfeldt, Chair, and Ministers Björklund, Bildt, Ask, Erlandsson, Hägglund, Borg, Billström, Adelson Liljeroth, Björling, Ohlsson, Norman, Attefall, Engström, Kristersson, Elmsäter-Svärd, Ullenhag, Ek, Löf and Svantesson

Rapporteur: Minister Engström

The Government hereby adopts Government Communication 2013/14:154 Implementation of Policy Coherence for Development – Focus: the Global Challenge of Migration Flows