

# Government Communication

## 2004/05:4

Sweden's Global Development Policy

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The Government presents this Communication to Parliament.

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### Brief summary of the Communication

The Swedish Parliament passed the bill Shared Responsibility: Sweden's Global Development Policy (Gov. Bill 2002/03:122, Report 2003/04:UU3, Comm. 2003/04:112) in December 2003, thus laying a foundation for a coherent and consistent policy whose aim is to contribute to equitable and sustainable development in the world.

This Communication presents the government's efforts towards a coherent global development policy. The overall objective – to contribute to equitable and sustainable global development – applies to all policy areas. All policy areas must play their part in pursuing a coherent global development policy.

The Communication describes the state of play regarding efforts to promote global development in the following areas: justice; foreign, security and defence policy; trade policy; migration policy; social welfare and public health policy; economic and financial policy; education, research and youth policy; agriculture and fisheries policy; cultural and media policy; environmental policy; industrial, labour market and transport policy; and international development cooperation policy. These policy areas have long been important components of traditional development cooperation, particularly as regards capacity and institution building. However, the focus of this progress report is on what can be done, within the framework of regular activities and policymaking in the respective policy areas, to promote global development. Potential conflicts of interest in relation to the overall objective have been identified in some areas, while in others there are obviously synergies that can be built on.

The Communication also contains a description of the role of international development cooperation in a coherent global development policy. This role is about enabling developing countries and poor people to take advantage of the opportunities provided by the progress made in other policy areas. In other words, the purpose of the Communication is not to give a comprehensive picture of activities in the field of international development cooperation policy. The first report on progress towards development cooperation goals will be presented in the 2006 Budget Bill.

In conclusion, Sweden's efforts towards achievement of the Millennium Development Goals are presented, with particular reference to Goal 8 concerning the development of a global partnership for development, as well as matters relating to organization, information and opinion formation.

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# 1 Sweden's global development policy

Globalization creates development opportunities, but can also lead to greater vulnerability and pressure on poor and marginalized individuals and groups. There is a growing realization that it is in everybody's interests to create a safe and economically, socially and environmentally sustainable world free from poverty and powerlessness. Globalization calls for more collaboration between countries and for cooperation in organizations such as the European Union (EU) and other regional organizations, the United Nations (UN), the Organization for Economic Co-operation and Development (OECD) and the international financing institutions.

Globalization also calls for consistency and coherence at both the international and national levels. National decisions do not have purely national consequences, but also affect other countries' development opportunities in various ways. Policymaking in all policy areas must therefore be seen in a broader context.

## *Background and main thrust of Sweden's global development policy*

The Swedish Parliament passed the bill Shared Responsibility: Sweden's Global Development Policy (Gov. Bill 2002/03:122, Report 2003/04:UU3, Comm. 2003/04:112) in December 2003. The bill is based on the report of the Parliamentary Commission on Swedish Global Development Policy (SOU 2001:96). The overall objective of the policy is to contribute to equitable and sustainable global development. This objective applies to all policy areas. The results of international development must be fairly distributed and benefit everybody. Global development must also be sustainable, which means that attention must be paid to the economic, social and environmental consequences of development. The policy mainly concerns Sweden's relations with developing and transition countries, but is also relevant to cooperation on a global scale. It also includes international development cooperation, which is an element of overall global development policy. The goal of international development cooperation is to help to enable poor people to improve their lives.

A rights perspective and the development perspective of poor people must be integrated into this policy. Both these perspectives focus on the individual. The rights perspective comprises democracy and respect for human rights, which are mutually reinforcing and presuppose each other. The rights perspective also draws attention to discriminated, excluded and marginalized individuals and groups, as well as to equality between women and men and the rights of girls and boys. The main task now is to define and formulate these perspectives in more operational terms. Applying the perspective of the poor to development means that the needs, circumstances, experiences and rights of poor people, groups and countries are the point of departure for efforts to promote equitable and

sustainable global development. This approach is a refinement of the Millennium Development Goal of eradicating extreme poverty and hunger.

The new policy is based on eight essential elements that have been grouped by Parliament as follows:

- *Core values*: democracy and good governance, respect for human rights and equality between women and men.
- *Sustainable development*: sustainable use of natural resources and environmental protection, economic growth and social development and security.
- *Other essential elements*: conflict management, security and global public goods.

The main responsibility for the situation in developing countries rests with the countries themselves. Each country's own inhabitants and their resources, as well as its own policies and actions to reduce poverty and promote development, are what counts most. Development cooperation is still an important external factor for development in many poor countries, but other factors are becoming ever more important. Trade, agriculture, environment, security and migration policy are examples of areas where policymaking in other countries has a major impact on the possibility of global development. This means, among other things, that development aspects must be taken into account in policymaking in all sectors. The guiding principle is the overall objective of promoting equitable and sustainable global development. It is essential that efforts in one policy area towards attainment of equitable and sustainable development are not cancelled out by efforts in another area. The aim is that they should interact, thus generating synergies.

Parliament made three declarations in its resolution approving Sweden's global development policy (Report 2003/04:UU3, Comm. 2003/04:112). The first, which concerned exports of military equipment, called upon the commission of inquiry appointed by the government to review the guidelines for exports of military equipment also to consider aspects relating to global development policy.

In the second declaration Parliament called on the government to present a Communication at regular intervals informing Parliament about Sweden's priorities with regard to the World Bank, the International Monetary Fund (IMF) and the regional development banks. Preparations are currently being made to meet this request.

The third declaration has to do with coordination. Parliament emphasizes the importance of clarifying who is responsible for coordinating global development policy and taking steps to ensure that any conflicts of interest that arise can be settled by political means. Parliament also expressed the view that there is a need for a coordinating and proactive structure and that operational targets linked to the overall objective of equitable and sustainable global development should be set for each policy area, and that strategies should be adopted to facilitate implementation of the new policy.

With the passing of the bill proposing a global development policy a new approach has been adopted to national and international policymaking. It may take a long time to translate the policy and approach into concrete, measurable results in many areas, while in other areas results may come faster.

The policy consists of measures that Sweden can implement, by national policymaking and in the context of international cooperation, either on its own or in collaboration with others, in order to contribute to global development. The policy that has now been adopted is also aimed at Swedish society as a whole. Its impact will be greater if public bodies, the education system, non-governmental organizations (NGOs), popular movements and the private sector participate. The policy focuses on the needs of developing countries, but is formulated with the best interests of all countries in mind.

The government undertook in the Global Development Bill to present an annual report to Parliament on implementation of the policy. In approving the bill Parliament emphasized that the progress reports should be designed in such a way as to make it possible to monitor progress towards improved policy coherence over time. The government intends to design these reports to meet this requirement. The aim of the Communication containing the annual progress report is not to present a new development cooperation policy or to report to Parliament on the results of development cooperation. International development cooperation is only one of several areas mentioned in the bill. A report on performance in that area will be presented in the Budget Bill.

The present Communication, which is the first of its kind, is the starting-point for future implementation of Sweden's global development policy. It describes the current situation and identifies challenges facing implementation of the policy. Since the policy was recently adopted by Parliament the Communication does not present the results achieved by the policy, but describes the situation in various policy areas.

The descriptions of activities in each policy area differ considerably, depending on the degree of internationalization of Swedish policy. In several areas Sweden has for many years advocated, and to a large extent implemented, a policy directed at global development. This applies in particular to trade policy, environmental policy, human rights policy and, to an increasing extent, the policy on peace and common security. In these areas equitable and sustainable global development has been a declared policy goal for many years. The same applies to bilateral and multilateral development cooperation. Less progress has been made in this direction in some other areas, and sometimes the reason for this is that the area in question has less international reach.

The remainder of this chapter describes how activities in the different policy areas support achievement of the overall objective – to contribute to equitable and sustainable global development. In many respects it is quite clear what policies harm or benefit developing countries. There are obvious differences between developing countries as regards their needs and degree of vulnerability in the context of global cooperation. Sometimes it is difficult to say what the ultimate consequences of

national and international decisions will be for poor women, men and children. One important task of this Communication is to raise awareness of complex processes and provide data to make it possible to set priorities in a national or global perspective and in the short or long term.

Sweden has embarked on a long innovative process. No other country has adopted this approach to policy coherence. The progress reports in the annual Communication, of which this is the first, and the approach will be developed step by step until a satisfactory method for measuring the results of the new global development policy has been arrived at. The government intends to try to structure goals and identify conflicts of interest in time for the 2005 Communication. Only when that has been done will it be possible to undertake a policy monitoring and evaluation exercise.

Sweden recently reported to the UN on its progress towards achievement of Millennium Development Goal 8 concerning the development of a global partnership for development. In the report Sweden describes its contribution to the rich countries' commitment to achieving the Millennium Development Goals in areas such as market access, the environment and development cooperation. The report contains a concise description of Sweden's efforts to achieve the Millennium Development Goals in various areas. The report can be used for the purpose of raising awareness of global issues and engaging in debate with civil society and other players.

The European Commission will prepare a synthesis report on the EU's progress with respect to the Millennium Development Goals, especially measures taken with reference to Goal 8. The report will to a large extent be based on a model prepared by the OECD's Development Assistance Committee (DAC). Sweden has played an active role in connection with the report.

#### *Better coherence and measurability*

Implementation of a policy that takes the interests of developing countries into account is a long process consisting of a large number of decisions of varying importance. Some of these decisions can be taken at the national level, will be of great importance to developing countries and will have positive ripple effects. Other decisions will be taken jointly with other countries, for example in an intergovernmental forum, in order to produce the desired effect. This applies, not least, to policy areas that fall within the jurisdiction of the EU, wholly or in part. Several of the areas in which the government is working towards improved coherence, which are identified in sections 2.1 to 2.12, concern matters that are the subject of common EU policies. Trade policy and agriculture and fisheries policy are two cases in point. Influencing policymaking at the EU level is therefore one of the greatest challenges when it comes to implementing the new global development policy.

There is a need for better coherence at the EU level with regard to both normative and operational activities. As regards normative activities, however, efforts to improve coherence have made greater progress in recent years. Two examples of this are the Council's annual orientation

debate on external relations and the Commission communications on trade and development and on migration and development.

Achieving rapid changes of EU policy in a policy area where vital national interests are at stake is no simple matter. However, a joint EU decision makes a great impact and can lead to great changes in the conditions in developing countries. Sweden therefore intends to continue to take advantage of its opportunities as an EU Member State in order to gain support for a policy that accommodates the various interests of developing countries. One important task in the continuing process is therefore to identify strategic opportunities for decisions in each policy area that are liable to influence the policy in some respect.

The annual Communication containing a progress report on development is the start of a process of step-by-step implementation of a Swedish global development policy. The precise meaning of coherence will be defined for each policy area. Wherever feasible, operational goals and indicators will be set. Processes that are likely to lead to the achievement of these goals will be identified. It is important that government agencies and other public authorities should also participate in these efforts. The government has taken measures to involve the authorities concerned. Strategies for coherent policies will be elaborated for each policy area.

Pursuing a coherent policy aimed at equitable and sustainable global development is not merely a matter of identifying and dealing with conflicts between different political goals. It is also a matter of demonstrating how different options are likely to affect the poor, making well-informed decisions and seizing any opportunities that arise for one policy area to reinforce others.

#### *International cooperation on policy coherence*

Since the launch of Sweden's global development policy the government has presented the Swedish view on coherence issues in several major international forums. The EU is a key player in several vital policy areas, and the government has therefore presented Sweden's global development policy in the General Affairs and External Relations Council (GAERC) and in other EU forums in order to increase its impact. The OECD and the World Bank have also shown great interest in the Swedish policy and it is mentioned in the report on the World Bank's Annual Meeting. This provides a good platform for the government to pursue closer international cooperation on policy coherence.

Sweden cooperates on better international policy coherence with individual countries and international organizations. Sweden is a member of an informal EU coherence network on development cooperation that was set up on the initiative of the Netherlands. The idea is for interested countries to pursue issues of common interest in the EU and to support and inform each other about national efforts to improve coherence. A Coherence Index has been devised and international research on coherence issues is under way.

Sweden has established cooperation with the Netherlands, which has made some progress on practical implementation of coherent policy implementation, especially as regards trade and agriculture. A few years



ago the Dutch Ministry for Foreign Affairs set up a Coherence Division whose task is to coordinate work on policy coherence in the Dutch administration and to see to it that attention is paid to the consequences of various government decisions for poor people. The United Kingdom has also devoted great attention to the question of coherence, in particular in the 2000 white paper *Making Globalization Work for the Poor*. This applies in particular to the formulation of trade policy and its coordination with development cooperation.

The OECD was a pioneer of normative activity related to coherence in global development. The 2001 OECD-DAC guidelines on poverty reduction contain a checklist on policy coherence. A coherence coordinator has been appointed, and there is also an informal network for coherence issues at the OECD. Sweden sponsors seminars and conferences for the member states on coherence issues that are arranged by the OECD.

The Center for Global Development in Washington DC and the Foreign Policy magazine have elaborated a Commitment to Development Index, which measures the global poverty reduction policies of the 21 richest countries. The Index assesses the rich countries' measures in seven policy areas of particular importance to developing countries, i.e. development cooperation, trade, investments, migration, security, environment and technology. Sweden comes first in the development cooperation ranking and is also among the leaders in the fields of environment, trade and technology. It has also made great progress in the field of security. The Index was first presented in 2003, and the results for 2004 were published in the May-June issue of Foreign Policy.

The approach of the Index is well in line with the Swedish global development policy. The Government Offices have played an active part in the design of the Index in 2003-2004 and intend to continue this cooperation. A well-designed index could play an important part in international efforts to make progress on coherence issues.

Research has been carried out for many years on the development effects of developing countries' policies and commitments. The rich countries have devoted a great deal of effort to giving advice on how such policies should be designed in order to be as successful as possible in promoting development. But there is a lack of analysis of the effects of the rich countries' aggregate policies on global poverty reduction. A number of initiatives were taken in 2003 and 2004 in order to remedy this deficiency by raising awareness of the rich countries' responsibilities and commitments. Sweden has taken an active part in and also cofinanced preparatory work in which the OECD, the Global Development Network (GDN), the Global Policy Project and the Center for Global Development have been engaged since January 2003. The OECD and the Global Development Network (GDN) now plan larger-scale research programmes on the effects of the rich countries' policies on individual developing countries or regions.

#### *Disposition of the Communication*

Here follows a presentation of how Swedish policy in various sectors contributes to the overall objective of equitable and sustainable global

development. In some areas coherence deficits are identified and in others potential synergies that could be further developed. The Communication also deals with previous neglected areas in which political decisions in richer countries could make an impact on development in poor countries.

The issue of global development is relevant to all policy areas. However, this Communication is organized in such a way as to broadly follow the current ministerial boundaries in the Government Offices. Several policy areas are sometimes dealt with under the same heading. Conversely, a single issue may be discussed under several headings.

## 2.1 Judicial matters

International cooperation in the field of justice helps to strengthen constitutional government by developing and consolidating democracy, the rule of law and respect for human rights and fundamental freedoms. It is important to vigorously combat corruption and serious crime, for example human trafficking and terrorism, while respecting fundamental legal principles and human rights. The credibility of the judicial system depends on people's awareness of their rights, access to legal aid and judicial transparency. International judicial cooperation raises awareness of fundamental freedoms and rights, improves mutual understanding of different legal systems and broadens experience of ways and means of strengthening and developing the rule of law worldwide. Judicial cooperation with developing countries focuses on measures to promote good governance, deepen democracy, combat discrimination and increase diversity.

An essential condition for the rule of law is an independent and effective judicial system that upholds the rights and obligations laid down in national legal systems and international legal instruments. A functioning judicial system is essential for favourable economic development. Sweden contributes to global development as a whole by its efforts to strengthen international cooperation on judicial matters.

The rule of law is based on access to justice and respect for human rights. Fundamental freedoms and rights are therefore central to the rights perspective.

Sweden works at both the national and international levels to promote the rights perspective. Representatives of the Swedish judicial system participate within the framework of international cooperation in efforts to strengthen the rule of law in other countries. Sweden also takes an active part by nominating representatives of the judicial system for posts in international courts, tribunals and other judicial organs.

Sweden promotes global development in international forums by cooperating on justice and home affairs in the UN and the EU, the Council of Europe, the Organization for Security and Co-operation in Europe (OSCE), the OECD, in its neighbouring region within the framework of the Action Group Against Organized Crime in the Baltic Sea Region and of Nordic-Baltic cooperation, as well as by measures within the framework of bilateral cooperation programmes. The International Convention against Transnational Organized Crime, and the

Additional Protocol thereto, is an example of an instrument that strengthens collaboration between various policy areas. Work is in progress in the Government Offices on measures to prevent and combat organized crime. The government is also engaged in efforts to combat money laundering and measures in the social sector, such as treatment of substance abusers and the victims of human trafficking. Sweden is a member in 2004-2005 of the Council of Europe's Steering Committee for Equality Between Women and Men and is also involved in the drafting of a European convention against human trafficking. All these issues are highly relevant to development in poor countries and to poor people's opportunities for improving their lives.

An issue that is important for social development at all levels is the fight against terrorism. Many different players are involved, and coordinated efforts are increasingly vital in order to achieve optimum results. Close cooperation is taking place between authorities and agencies in the judicial sector and other relevant organizations at both the national and international levels for the purpose of increasing security. Cross-border cooperation is being continuously strengthened both by legislative and operational measures designed to improve protection of the rule of law and civil society. In June 2004 the EU Council of Ministers adopted an updated plan of action on implementation of measures in accordance with the declaration of 25 March 2004 on combating terrorism. The plan of action comprises a large number of concrete measures, including closer international cooperation and increased support for the UN, increased effectiveness in the fight against the funding of terrorism, more effective border protection and border controls, and measures to prevent recruitment to terrorism. Action within the framework of civilian crisis management, including conflict prevention and measures to strengthen the rule of law, also contributes to the fight against terrorism. Another example is Sweden's participation in the EU's police missions in the Western Balkans.

The fight against corruption is an important element of Sweden's global development policy. It is important to assist individual developing countries in improving their capacity for combating corruption and to take an active part in international cooperation in this area. The comprehensive Convention Against Corruption that has been negotiated in the UN will play an important part in the global fight against corruption. The Convention was adopted by the General Assembly on 31 October 2003 and will enter into force when 30 states have ratified it. Work is in progress on Sweden's ratification of the Convention.

In order to avoid duplication and overlapping and ensure optimum results, special attention must be devoted to coordinating measures that are initiated and funded by international organizations. It is essential that all those involved should inform each other and collaborate in the implementation of various projects. In their bilateral programmes EU member states should, for example, take into account what is being done in the various European programmes (Phare, Tacis, Cards etc.), and international organizations should build on the experience and knowledge that exists at the national level.

In connection with its efforts to improve respect for human rights, the government has in recent years paid special attention to violence against

girls and young women that is committed 'in the name of honour' and has taken a number of measures to support the victims and deal with the problem. The government is planning an international conference in December 2004, the purpose of which is to prevent such violence by linking national efforts in this area to international efforts. The aim is to encourage continued dialogue and engagement by exchanges of experience and methodologies in countries where honour-related violence occurs.

Development cooperation involves both short-term and long-term measures. The gradually improving legal support for operational measures at the international and national levels will favour global development. A great deal of effort is devoted to judicial matters in the EU and the Council of Europe. The Swedish correctional services have been involved since the early 1990s in development cooperation that focuses on better conditions in prisons around the world and alternatives to imprisonment. Effective police cooperation is based on cross-border contacts and good information exchange facilities. Sweden recently took an initiative in the EU in order to facilitate cross-border cooperation between law enforcement authorities, in particular as regards priority issues such as the fight against human trafficking and drugs and the fight against terrorism. Similar issues are on the agenda of Nordic-Baltic cooperation and cooperation with Russia. Closer and more effective cooperation on judicial matters improves the prospect of success in development cooperation.

#### *National democracy policy and global development*

One aim of the government's democratization efforts both at the national and international levels is to enable individuals to improve their living conditions and have a say. A rights perspective must be integrated into these efforts both in Sweden and worldwide. Democracy policy in Sweden is now based on a long-term strategy with four long-term goals and measures to protect and deepen democracy that was adopted in the spring of 2002. This strategy was presented in the bill *Democracy for the New Century* (Gov. Bill 2001/02:80). The four long-term goals, which have to do with increased and more gender-equal participation, were subsequently adopted by Parliament (Report 2001/02:KU14, Comm. 2001/02:190).

The bill emphasized the importance of taking part in and contributing to the development of forums and processes for exchanges of experience and cooperation on democratization in the EU, the Council of Europe, the UN and the international community as a whole, with a view to strengthening democratization at the national and international levels. The Communication *Democracy Policy* (Comm. 2003/04:110), which was recently presented to Parliament, describes the government's efforts towards achievement of the long-term goals and the future focus of democracy policy.

Nowadays Sweden builds on experience of national democratization measures in its participation in various international forums, such as the development activities and exchanges of experience that take place in the EU in the framework of democracy policy, and this national experience

may also benefit the EU's global efforts in the field of democratization. Sweden also takes part in the Council of the Baltic Sea States (CBSS) Working Group on Democratic Institutions, which focuses on exchanges of experience between the member states. Particular attention has been paid in recent years to legislative activities, local self-government, minority issues, human trafficking and the various ombudsman institutions. These issues are relevant to the strengthening of civil society both at the international and national levels. In the Council of Europe Sweden takes an active part, among other things, in the Steering Committee for Local and Regional Democracy. These efforts in the CBSS and the Council of Europe may contribute to developments in other countries. In addition, the Government Offices provide information about democratization efforts in connection with many international visits and participate frequently in international conferences that offer opportunities for exchanges of experience on such activities.

#### *A national action plan for human rights*

The government's efforts on behalf of human rights at the national level have been linked more closely to international efforts in this field. The government's presentation in January 2002 of the Communication *A National Action Plan for Human Rights* (Comm. 2001/02:83) laid the foundation for a more integrated approach to human rights in Sweden. The government's long-term objective in this area is to ensure full respect for human rights, to raise awareness about human rights and to improve the coordination of efforts to promote human rights.

An interministerial working party for human rights was set up in the Government Offices in order to improve coordination of both national and international efforts. As a result, information about various policy areas and the work in progress in those areas is coordinated to an increasing extent with Sweden's activities in global forums. Training and information programmes are organized for the purpose of raising awareness of human rights, including both their national and international aspects. Global experience and methods from the arena are increasingly being linked to national efforts.

The government has set up a human rights website, which serves as an important tool in the work of disseminating information about the government's efforts in this area.

The Government Offices receive numerous visitors from all over the world, including representatives of governments and NGOs, who seek information about the formulation, content and implementation of the Swedish action plan for human rights. Most of these visitors take part in the human rights courses financed by the Swedish International Development Cooperation Agency (Sida) within the framework of Sweden's development cooperation.

In addition, most of the ministries take part in international meetings in order to exchange experiences on concrete issues related to human rights. Various ministries take an active part in international cooperation forums, including the UN, the EU, the Council of Europe and the OSCE. This work should have a favourable effect on long-term global development in this policy area.

Safety from the threat or use of force is an essential condition for poverty reduction efforts and for the achievement of sustainable economic, social and environmental development. Safety and development are interconnected. Efforts in the field of foreign, security and defence policy can, jointly and individually, help to achieve the objectives of global development policy.

Conflict management and security are among the main elements of global development policy. This contributes to clarifying the linkages between poverty, inequality, powerlessness, oppression and armed conflict. Armed conflict represents the most serious threat to development in many poor countries.

Current security trends necessitate close cooperation with other countries. In the UN, the EU, the OSCE, and in the framework of cooperation with the Euroatlantic Partnership Council (EAPC), the Partnership for Peace (PFP) and Nordic and bilateral cooperation Sweden contributes to and argues in favour of a constructive and forward-looking approach to activities that promote security. Today, the concept of security has become broader and shifted from special focus on territorial security to focus on the security of the individual (human security). Security policy based on a broad security concept is the platform for Sweden's participation in the UN, the EU, the OSCE and the Council of Europe and for cooperation with NATO. It is significant that regional organizations in recent years have assumed greater responsibility for the security situation in their regions, and Sweden pursues active efforts at both the national and international levels to consolidate this trend. However, the UN, with its unique breadth and legitimacy, still has global responsibility for international peace and security.

Current threats to peace and security can best be averted by concerted efforts together with other countries. Terrorism leads to financial and security instability in many poor countries, and those who suffer most are often already poor. International terrorism, the proliferation of weapons of mass destruction and international organized crime are global security challenges that call for a broad approach and a broad spectrum of instruments. Sweden supports closer cooperation within the UN and the EU with a view to strengthening global efforts to combat terrorism. An increasingly important body in this connection is the UN Counter-Terrorism Committee. Sweden also makes an active contribution to efforts to combat terrorism within the framework of the OSCE and the Council of Europe, as well as in the EACP and PFP.

Terrorism is unacceptable. It is a threat to people and to the entire social structure. This must be the point of departure for the fight against terrorism regardless of the terrorists' motives. The fight must also be fought with full respect for international law, human rights and the rule of law. There is no simple explanation of the underlying causes of terrorism. While it is not true that injustice leads to terrorism, deep-felt injustice and powerlessness can probably be exploited and thus represent a breeding-ground for terrorism. This merely emphasizes the importance, in the context of all international cooperation, of pursuing a goal of reducing injustice within and between countries and people. This is a

long-term task and rapid results cannot be expected, but all international measures that heal wounds and give people hope probably help to eliminate some of the causes of the actions taken by terrorists and political extremists. When people have no hope for a better life, this increases the risk of conflicts and war.

Participation in international peace-promoting activities is an important element of Swedish foreign common security and defence policy. The number of international peace-promoting operations has increased in recent years. The nature of these operations has also changed, and they now include both traditional security-enhancing measures and early peace-building measures – ‘multifunctional mandates’. These mandates involve an integrated approach to the security situation in the partner country and a long-term view of the country’s development and reconstruction.

The UN has global responsibility for international peace and security, and this gives it a unique legitimacy to take comprehensive measures in order to achieve the Millennium Development Goals. UN Secretary-General Kofi Annan has appointed a high-level panel to analyse current threats and challenges and to submit recommendations on any changes that are needed in the UN system so that it is better equipped to address them. Sweden strongly supports the initiative and also provides financial and substantive contributions to the work of the panel. Sweden will continue to make every effort to provide more support for the task of equipping the UN to deal with today’s global security threats.

As a result of the European security strategy the EU’s member states are committed to a common security-related view of the rest of the world. The strategy emphasizes the importance of agreement on the gap between security and development. It also draws attention to the underlying causes of various threats to security and the EU’s broad scope for action in a wide range of policy areas. Sweden has, in particular, drawn attention to the need to strengthen the role of international law in these efforts. The strategy describes long-term poverty reduction, improving respect for human rights, reversing undemocratic systems of government, as well as other kinds of support for good governance as an effective method for eliminating threats to security. There is nowadays growing recognition of the need to integrate security-promoting and development programmes to a greater extent. Conflict management and equitable and sustainable global development should be regarded as mutually reinforcing processes. The Swedish government’s Expert Group on Development Issues (EGDI) is currently carrying out a study on ways and means of achieving increased integration of security and development.

#### *Military and civilian crisis management*

Sweden’s participation in international peace-promoting operations has increased in recent years. The nature of these operations has changed in response to security trends, and they now include both traditional security-enhancing measures and early peace-building measures. Nowadays the UN Security Council often votes for operations with multifunctional mandates, which involve an integrated approach to the

security situation in the partner country. Apart from military and civilian crisis management operations, there are plans for operations to disarm child soldiers, improve respect for human rights and the rule of law and prevent the spread of HIV/AIDS.

Peace-promoting activities have become one of the main tasks of the Swedish Armed Forces. The Armed Forces therefore constitute an important instrument of global development policy, as does the Swedish Rescue Services Agency. Sweden participates in peace-promoting activities both with military troops and with military observers, police officers and other civilian experts.

Sweden has more than 50 years' experience of international peace-promoting operations. More than 80,000 Swedish soldiers and officers have served in various international operations. Sweden participates in peace-promoting operations organized by the UN, the EU, NATO, the OSCE, the Neutral Nations Supervisory Commission (NNSC) in South Korea and the Joint Military Commission (JMC) in Sudan. In 2004 more than 1,000 Swedes took part in international peace-promoting troop deployments, including staff personnel and military observers, in Liberia, DR Congo, Kosovo, Bosnia-Herzegovina and Afghanistan. Sweden is participating in the three ongoing NATO-led crisis management operations and has contributed to all the EU-led crisis management operations, both civilian and military. Sweden is also actively involved in the development of the EU's civilian and military crisis management capacity. The military operation that the EU is now preparing in Bosnia-Herzegovina will be a complement to other elements of the EU's broad engagement in the country. The international security force in Afghanistan, in which Sweden is participating, is a good example of an operation that clearly illustrates the close connection between security and development. This NATO-led international force represents a security-enhancing presence whose aim is to create a safe environment for reconstruction and development cooperation.

Parallel with the increasing scale of the UN's peacekeeping activities, the crisis management ambitions and capacity of regional organizations have grown. African countries and organizations, for example, have in recent years demonstrated greater readiness to deal with conflicts on the African continent. Sweden and the EU are helping to strengthen African crisis management capacity, for example by supporting the African Union and subregional organizations.

Women's participation in conflict management has been a priority area for Sweden. Sweden supports several international multilateral and non-governmental organizations that are involved in the implementation of UN Security Council Resolution 1325 (2000) on women, peace and security. In connection with this task the Swedish National Defence College has been instructed by the Swedish Armed Forces to integrate a gender equality perspective into all military leadership and crisis management training. Special recruitment programmes will be prepared for female applicants for officer and reserve officer training programmes and for personnel from the Swedish Rescue Services Agency who participate in international civilian disaster and aid activities. In order to publicize the Swedish view on purchases of sexual services, Sweden has adopted codes of conduct that make it clear that the Prohibition of



### *Conflict prevention*

Conflict prevention has for a long time been a Swedish priority area; it covers several policy areas and thus expenditure areas too. Conflict prevention comprises both long-term policymaking measures and measures taken at relatively short notice. The importance of proactive conflict prevention measures has also increased in connection with the increase in multifunctional peace support operations.

The individual's right to safety and the right not to have to fear armed conflict are essential points of departure for conflict prevention measures. Measures concerning reforms of the security sector (police, judicial system, armed forces etc.) are an instructive example of measures that promote the partner countries' capacity for preventing and dealing with conflicts and they contribute to continuing democratic, economic and judicial development. A key aspect of these efforts is a broad perspective and coherence between efforts to promote security and efforts to promote development. An interministerial working group has been set up to formulate a coherent Swedish approach to efforts to reform the security sector.

The majority of the wars being fought today started in response to previous unsolved conflicts. In post-armed conflict situations personal safety has long been assumed to depend on access to weapons. Viable alternatives must be offered in order to guarantee safety. Sweden has initiated an international process whose purpose is to improve the implementation of disarmament, demobilization and reintegration (DDR) programmes for former soldiers, something which is crucial to the peace process in a post-conflict situation. In 2004-2005 Sweden will arrange conferences and meetings with experts and providers from various countries, representatives of donor countries and representatives of countries that are implementing, or have recently implemented, relevant measures. Between conferences efforts will be made to persuade the participants to agree on how to implement the measures and on the conditions for successful implementation of DDR programmes. These efforts will have to be linked to efforts to reform the security sector and to long-term development cooperation. The international community must get better at taking action to prevent armed conflict. Sweden is making vigorous efforts to further strengthen the UN's and the EU's conflict prevention instruments. It is now giving political and financial support to facilitate follow-up of the UN General Assembly's resolution on the prevention of armed conflict, which was adopted in July 2003.

Conflict prevention must be integrated into all external EU actions and is an important element of the Union's Common Foreign and Security Policy. The EU's conflict prevention measures therefore include its political dialogue, development cooperation and trade policy. Important steps have been taken to implement the action programme for the prevention of armed conflicts, which was adopted at the Gothenburg European Council in 2001. The watchlist of countries that may be the

subject of EU actions, which is drawn up at the beginning of each presidency, is an important instrument.

The OSCE and the Council of Europe are also involved in conflict prevention on the basis of the broad security concept. Their efforts focus on conflict prevention, human rights, the rule of law and democracy-building, all of which areas are vital to equitable and sustainable development. Action plans on human trafficking, on equality between women and men and on improving the situation of Roma and Sinti, as well as a strategy for meeting new threats, have recently been drafted by the OSCE. The action plans cover several dimensions of security, including peacekeeping activities. Sweden has played a leading role in all these areas.

Sweden also supports the efforts of other regional organizations. The African Union (AU) promotes peace, security and stability, and the subregional organizations in Africa are stepping up their activities in close cooperation with the AU in this area. At present the AU is playing a key role in the attempts to resolve the conflict in Darfur. Sweden supports the AU's efforts bilaterally and through the EU. In general, the aim of Sweden's policy is to strengthen the capacity of the AU and other African organizations to prevent and manage conflicts.

The support given by Sweden to promote security in the Baltic countries has been a central element of its Baltic policy throughout the 1990s. The focus of this has been on areas such as security capacity, democratic control of the total defence/armed forces, transfers of defence equipment, peace-promoting activities, broader security and improved control of external borders, asylum and migration policy capacity, preparedness for accidents and disasters, the defence environment and non-proliferation of weapons of mass destruction. The government is now considering ways and means of deepening Sweden's security-promoting cooperation with other countries in Eastern Europe, the Caucasus and Central Asia.

#### *Disarmament and non-proliferation*

Disarmament and non-proliferation of weapons of mass destruction, as well as more effective control of conventional weapons, are necessary measures when it comes to promoting global, regional and national security and creating the conditions for equitable and sustainable global development. Sweden has helped to develop and strengthen the EU's common policy against the proliferation of weapons of mass destruction. These efforts will continue. An independent international commission was set up in July 2003 under the leadership of Hans Blix in connection with the government's commitment to disarmament and non-proliferation of weapons of mass destruction. For more than two years it will prepare new recommendations and proposals in this area and help to breathe new life into the global efforts to combat weapons of mass destruction. The commission is expected to present its final report by the end of 2005.

Sweden is represented on a group of experts at the UN which is carrying out a review and analysis, under a General Assembly mandate, of the connection between disarmament and development. The group

will present its report in the autumn of 2004. The report is expected to draw attention, inter alia, to the importance of confidence-building measures in the field of disarmament and non-proliferation. The group also addresses the question of the cost to a country of implementing its commitments under international agreements, for example the destruction of weapons of mass destruction and measures to stop arms trading with states that have unstable national institutions and structures.

Once a conflict is over mine clearance is often essential for social and economic development in the affected communities. As far as possible, relevant measures should be integrated into national development plans. Sweden will during the period 2004-2005 be a member of the management team of the Standing Committee on Mine Clearance appointed under the Ottawa Convention on anti-personnel mines.

Sweden's priorities include small arms and light weapons and DDR programmes for former soldiers. Sweden contributes actively and continuously to efforts to strengthen both the UN's and the OSCE's efforts in these areas.

#### *Democracy, human rights and the rule of law*

Promoting human rights is a Swedish foreign policy priority. Human rights promotion will be further strengthened by a result-oriented and integrated policy. Human rights will be mainstreamed into all areas of foreign policy.

The linkages between human rights, sustainable development and peace and security are being increasingly recognized. Even more attention needs to be paid to the connections and necessary interaction between human rights, democratic processes and institutions supporting the rule of law.

The Universal Declaration of Human Rights and the various human rights conventions embody a universal community of values. Armed conflicts are often caused by serious violations of these values. It is legitimate to interfere when countries fail to fulfil their international obligations. Analysing and addressing the underlying causes of armed conflicts leads to both stability and development.

If integrated and result-oriented human rights policies are to be more effective, governments must be persuaded to respect international norms. These norms must be more widely disseminated and accepted. Human rights must be integrated into the activities of global and regional organizations. The mechanisms for ensuring respect for agreed norms need to be made more effective.

The rights perspective is based on the international normative framework and shared values, which assures its legitimacy and strength. Integrating a rights perspective means that all development programmes must contribute to implementation of human rights as laid down in the Universal Declaration of Human Rights and the human rights conventions.

Respect for human rights contributes to, and is generally an essential condition for, democratization. Democratic decision-making processes strengthen the protection of human rights. The rule of law and good

governance are also essential conditions for participation, influence and universal enjoyment of human rights.

The government is engaged in promoting human rights in Sweden's development efforts, in the UN, the EU and regional organizations. In the framework of foreign and security policy the government pursues the principle of giving precedence to individual rights over state sovereignty, i.e. to human security and the responsibility of the international community for intervening against serious violations. Peacekeeping and conflict prevention programmes include measures to promote democracy, human rights and the rule of law as conditions for lasting solutions. Sweden urges the EU to follow up its security strategy by working towards a stronger international legal system based on the rule of law, including better coordination and integration of human rights. Shared commitments to human rights are increasingly emphasized in dialogues with partner and developing countries. Increasing use is made in the context of dialogue and cooperation of the country-specific recommendations produced by various UN committees associated with human rights conventions. Sweden pursues the question of rights-based approaches in the UN's specialized agencies, funds and programmes. The country reports on human rights published by the Ministry for Foreign Affairs draw increasing attention to these issues, not least in the private sector. Efforts are under way to strengthen expertise in this field in the Government Offices.

#### *Exports of military equipment*

Sweden's foreign and security policy is, together with its defence policy, guiding principles for the Swedish policy on exports of military equipment. All export applications are decided on a case-by-case basis after a comprehensive evaluation. The development level of a recipient country is one of the criteria used when applications are considered. The final decision depends on the government's objectives and the various means available for achieving these objectives.

The government appointed a special investigator (Terms of reference 2003:80) to study the conditions for future Swedish export controls and the relevant regulatory framework with reference to the principles applied to Sweden's foreign, security and defence policy and to Sweden's international obligations in the export control sector.

Under these terms of reference the investigator was instructed, among other things, to review the current Swedish guidelines on arms exports and also to investigate the possibility of integrating the European Code of Conduct on Arms Exports into the Swedish guidelines, which are already broadly consistent with the Code.

Parliament has stated that the commission of inquiry set up by the government to review the guidelines on exports of military equipment (UD 2003:02) is considering ways and means of extending the guidelines to take into account the poverty and development situation in recipient countries, as well as other criteria relating to objectives, perspectives and essential elements that are relevant to a coherent global development policy. Parliament also proposes that the government should make sure that the investigator considers whether or not the sustainable

development status of recipient countries, as specified in Criterion 8 of the European Code of Conduct, should be incorporated into the Swedish guidelines and, if this is considered appropriate, submits proposals as to how this should be done. In a Communication of 11 February 2004 the Ministry for Foreign Affairs submitted a report from the Standing Committee on Foreign Affairs (Report 2003/04:UU3, Comm. 2003/04:112) with instructions that it should be taken into account in connection with the continuing inquiry.

Criterion 8 of the European Code of Conduct on Arms Exports specifies a number of parameters on which the member states have agreed in order to determine whether a transaction involving exportation of arms is compatible with the technical and economic capacity of the recipient country. Member states are to take into account whether the proposed export would seriously hamper the sustainable development of the recipient country. They are also to consider the recipient country's relative levels of military and social expenditure, taking into account also any EU or bilateral aid.

### 2.3 Trade policy

The overall objectives of Sweden's trade policy, both at the multilateral level in the WTO and in bilateral and regional free trade negotiations, is consistent with Sweden's global development policy. The development dimension is deeply integrated into Sweden's trade policy objectives. Well-developed trade is an important tool for economic growth and the prospect of long-term poverty reduction and is therefore a vital component of efforts to achieve equitable and sustainable global development. Exports create jobs and opportunities for generating resources. Imports are needed for domestic production, strengthen competitiveness and help to broaden the range of products and lower consumer prices.

However, there is a need for better policy coherence at the EU level. The combined impact of EU trade policy, with direct and indirect trade barriers, and the Common Agricultural Policy (CAP), makes it difficult for developing countries to compete on the internal EU market and world markets. Several EU member states are reluctant to relax tariff protection and subsidies on sensitive goods, even though abolishing these measures would favour growth and development both in the developing countries and in the EU. There are also several examples of how complex and unpredictable EU rules have the effect of trade barriers, particularly in relation to developing countries, and therefore limit the scope for equitable and sustainable global development. As a member of the EU, an important element of Sweden's policymaking on trade consists of exerting its influence to ensure that EU policies promote development.

The dismantling of trade barriers and reform of the CAP in the richer countries would have a favourable effect on global development as a whole and on development in the developing countries in particular. However, one factor that complicates the issue is that the developing countries are very heterogeneous and that they do not all have the same interests as regards international trade policy. Changes in trade and

agricultural policy could, if they are not combined with other measures, entail negative consequences for individual development countries in the short term. This might be the case, for example, in countries that are net importers of food and would not be able to convert production and in countries that up to now have benefited from the market organization for sugar, which regulates internal EU prices and the trade in sugar. To benefit from free and fair trade and agricultural policies, poor producers must have access to sales markets and transparent price information. It is important to pursue methods for dealing with temporary adverse consequences and to set aside resources for this purpose.

One problem in the context of international trade policy is the fact that a majority of the world's poor live in large countries that produce large quantities of goods, often at competitive prices. EU member states and other industrialized countries are less willing to reduce trade barriers for products from these countries than from developing countries with a smaller population and smaller production volumes. The reason for this is that the production of large countries affects other countries' markets to an extent that cannot be ignored. This problem is not unique to trade policy.

#### *Issues and processes relevant to policy coherence*

Since the agricultural sector is the backbone of the economy in most developing countries, it is also the key to trade. More open and equitable world trade in agricultural products would promote more secure global food supplies, as well as jobs, higher incomes and more diversified economies. More opportunities for trade in labour-intensive industrial products and a more open trade in services are also very important for development in developing countries. For many developing countries, not least for their poor inhabitants, the fisheries sector is also of crucial importance as a source of food security and employment and is often also very important as a source of export revenue.

Within the framework of global development policy Sweden continues to pursue the following issues in trade policy, at national and EU level:

- Better access for poor countries to the OECD countries' markets. Priority should be given to goods and services that are of special interest to poor countries.
- Elimination of all kinds of export aids and trade-distorting subsidies in agriculture.
- Sufficient flexibility for poor countries in international trade negotiations and in the implementation of international trade agreements.
- Consistency between more open trade and international environmental conventions.
- Better terms for developing countries' exports to EU markets (better preferential tariffs, more products and services and simpler rules of origin) and opportunities for developing countries to sell organic products and environmental services on the same terms as EU producers.

- Promotion of imports from developing countries to the EU and Sweden.
- Simplification of requirements and rules applying to international trade that are particularly burdensome for poor countries.
- Better dialogue with poor countries on international trade policy with a view to strengthening their position and breaking their marginalization in international trade.
- Support for the developing countries' own efforts to formulate their trade policies and to promote trade with one another. Tariff barriers between developing countries are often very high.

Since the EU's trade and agricultural policies are the same for all member states, Sweden exerts its influence on international processes mainly within the EU. As regards trade policy, the ongoing negotiations within the WTO framework (the Doha development agenda) are of crucial importance. Sweden's positions in all negotiation areas are determined by respect for the interests of the poorest countries, and Sweden constantly refers to these interests in discussions on the Doha negotiations in the EU. Sweden has given both political and financial support to several West and Central African cotton-producing countries in their work on the Cotton Initiative in the WTO. The countries behind the initiative call for an end to all countries' trade-distorting support for the cotton sector so that they can compete on equal terms in world markets. Currently, world market prices are artificially low as a result of extensive domestic support, particularly in the USA, but also in China and the EU.

Examples of other important international processes in which Sweden pays attention to development concerns in the EU framework are the negotiations on bilateral and regional free trade agreements, negotiations on Economic Partnership Agreements (EPA) within the framework of the cooperation under the Cotonou Agreement with African, Caribbean and Pacific (ACP) countries, the UN World Summit on Sustainable Development in Johannesburg in 2002, the United Nations Conference on Trade and Development (UNCTAD XI) and the follow-up processes associated with these conferences. The drafting of a new Regulation on the European Community's (EC) generalized system of preferences (GSP) for developing countries' exports to the EU is important, as is follow-up of the European Commission's Green Paper on the future of preferential rules of origin (2003).

In order to strengthen developing countries' capacity for benefiting from existing market access, Sweden has played an active part in the setting up of an Internet-based Commission helpdesk containing key information about trade rules for exporters from developing countries.

Sweden also takes measures at the national level to improve the conditions for developing countries' trade with this country. One example is the government's decision to set up a focal point in 2004 in the Swedish Board of Trade to which exporters in developing countries can apply for help with the regulatory framework regarding trade that they have to comply with if they wish to export to Sweden and the EU. Another example is the official inquiry on Special and Differential Treatment (SDT) in WTO negotiations. The purpose of the inquiry is to submit proposals regarding flexibility in WTO negotiations and support

to make SDT more useful so that it can contribute more to the developing countries' development and integration into world trade. Together with the other Nordic countries, Sweden has also taken steps to improve the dialogue with African countries on trade and development in the Nordic Africa Initiative. The purpose of the Initiative is to raise awareness of Africa's interests, not least in the WTO, and of the need for trade-related assistance to enhance the developing countries' capacity for benefiting from increased market access.

Sweden has identified large developing countries such as India, Brazil and South Africa as key players in international trade policy both when it comes to achieving the Millennium Development Goals and to making international trade more open. Continued dialogue and cooperation with these countries is therefore important.

At Sweden's proposal the OECD decided in 2003 to carry out a large-scale study of appropriate and socially responsible national support measures where open trade makes structural adjustments necessary. The aim of the study is to identify examples of successful structural reforms – in both developing and rich countries – that helped to simplify and liberalize trade.

To enable poor countries to benefit from more open and predictable terms of trade it is important to establish an investment-, business- and export-friendly environment. Other requirements include good governance and an effective fight against corruption. Apart from that, it is important to strengthen the countries' trade policy expertise, both as regards the capacity to formulate and pursue their own trade policy priorities and to develop exports and imports. As a member of the WTO, Sweden committed itself, in particular at the fourth Ministerial Conference in Doha in 2001, to providing technical assistance in most areas of negotiation. Sweden's development cooperation serves as a catalyst in this connection. By supporting developing countries' efforts in the field of trade policy, development cooperation can help more countries to benefit from international trade. There has been a gradually increase in aid funds that are primarily allocated for trade-related support in the least developed countries. A preliminary study has been launched on the possibility of setting up an international institute to improve developing countries' capacity for formulating and conducting their own trade policy.

## 2.4 Migration policy

Asylum and migration policy is in many respects an integral part of global development policy. Migration contributes to development. When people cross borders to work, start a family or study, this creates development opportunities. Ideas and knowledge are disseminated. People meet. But the converse is also true. People flee because of injustice, oppression and lack of freedom. A policy that promotes equitable and sustainable global development helps to eliminate the conditions that make people flee and reduces involuntary migration in the world.



For a long time the main focus of migration policy has been on the right of asylum. Applying for asylum and being granted asylum in the event of persecution is a human right. Granting asylum is one of the responsibilities shared by all countries for people who are forced to flee. Asylum policy is thus also a tool in the struggle for human rights. It is also a lifeline for people around the world who are involved in combating oppression and injustice and promoting democracy and social and economic development in opposition to the regimes in their countries. However, asylum policy can never create justice in the world; it must be seen in context, as an element of international solidarity and global responsibility.

Sweden's migration policy should be seen as a whole, consisting of refugee, immigration, immigrant and returnee policies and itself an element of foreign, security, trade and development cooperation policies. It is becoming increasingly apparent that migration policy is more than asylum policy. Increased mobility and the major demographic challenges facing many of the world's countries have led to a new approach to migration. The trend may be compared with the change in the approach to the environment that took place in 1970s and become generally accepted in the 1990s. Environmental protection was no longer regarded as a brake on development, but as an incentive, even an integral part of the concept of development. Similarly, migration is essential to development. The ability to take advantage of the opportunities that are created when people move from one country to another will be crucial for many countries in the future, both rich and poor.

The need for a holistic approach and collaboration, based on the connection between development assistance policy and migration policy, was declared by Parliament back in December 1996 when it passed the bill *Swedish Migration Policy in a Global Perspective* (Gov. Bill 1996/97:25).

### *The need for greater coherence*

Asylum and migration policy is an area that arouses strong feelings. One reason for this is that when people seek protection in Sweden the world's injustices are brought home to us. Faraway troubles come to our own doorstep. Another reason is that conflicts of interest are built into migration policy. On the one hand, the right to apply for asylum and Sweden's obligation to offer the persecuted a place of refuge, on the other hand Sweden's decision to control immigration, which means, among other things, that people who come to Sweden without having a valid claim to asylum must return to their home countries even if conditions there are worse than in Sweden.

There are strong national interests involved in migration policy. There is broad political agreement that Sweden, like other countries, should control immigration. One of the reasons for this is that Sweden is keen to maintain its labour laws, both with respect to Swedish employees and foreign labour that arrives in Sweden. No discrimination as regards conditions of work and pay levels is acceptable. The immigration of workers from countries outside the EU and the European Economic Area (EEA) is determined by labour market needs.

In the long term the labour supply needs to increase if we are to avoid labour shortages, enjoy sustainable economic growth and finance our future welfare. Forceful measures must be taken to tap all the potential labour in the country, but this will probably not be enough. Increased labour immigration from countries outside the EU/EEA could be part of a broad policy aimed at maintaining the labour supply and preventing labour shortages. Against this background, the government has appointed a parliamentary committee to review the rules relating to labour immigration in order to introduce rules that allow increased labour immigration from countries outside the EU/EEA. A basic condition laid down in the committee's terms of reference is that wages, insurance cover and other conditions of employment for persons who emigrate in order to work here must be comparable to those that apply to other workers.

From the point of view of the migrant workers the problems are rather different. Many of those who work outside their home countries are more vulnerable than others. Poor knowledge of the language and lack of information about the country's legislation leave them at the mercy of their employer. Many of them are hired illegally, and an increasing proportion of them are women who work in rich people's homes or young men who take seasonal jobs in agriculture or the construction industry. Some countries have guest worker systems, under which the rights of foreign workers in terms of living and working conditions are quite different from those that apply to the country's citizens.

Less and less people who seek asylum are in need of international protection. More and more asylum-seekers have other reasons. These are often strong personal reasons, but that does not mean that they are valid reasons for asylum. More and more applicants have therefore been refused in recent years. As in other countries, however, some of those whose applications are rejected do not return to their home countries. As a result, many countries today have overburdened asylum systems, a situation which in itself represents a threat to the right of asylum.

Migration should only be one of several options. The long-term solution to involuntary migration is to improve development opportunities in poor countries. Development measures are therefore crucial. It is necessary to improve conditions so that people can remain in their own country, for example by improving opportunities for producing and selling goods and services in domestic markets instead of having to leave home and do the same job elsewhere. Trade and agricultural policies play an important role in this connection.

The money that is sent home by migrants represents an important source of income for millions of families in developing countries. The sum total of these remittances in 2003 was estimated at USD 100 billion, i.e. about twice the sum total of all global development assistance. However, too much of this money is lost in transit, and transfer costs must be reduced.

Another great challenge is to address the brain drain, i.e. the disappearance of qualified, educated labour from poor countries, and instead find arrangements for 'brain circulation' i.e. returning the knowledge and capital that results from migration to the countries of

origin. Efforts targeting returnees therefore play a significant role in asylum policy. Comm. 2004/05:4

*Processes towards increasing coherence*

In 2001 Switzerland established an intergovernmental forum called the Berne Initiative to discuss international migration. Its object is to increase cooperation between countries and create an international migration agenda. One main issue is the need for effective international rules for migrant workers and another is the need to improve cooperation and coordination between international organizations such as the United Nations High Commissioner for Refugees (UNHCR), the International Labour Organization (ILO), the International Organization for Migration (IOM), the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), the United Nations High Commissioner for Human Rights (UNHCHR) and the World Bank.

An Independent Global Commission on International Migration, based on several of the ideas presented in the Berne Initiative, was established in the autumn of 2003 on the initiative of Sweden and Switzerland. The Commission is chaired by the former Swedish Minister for Migration and Development Cooperation Jan O. Karlsson and Ramphela Mamphela from South Africa. The purpose of the Commission is to exploit the opportunities created when people move from one country to another. The objective is stronger political leadership, more equal sharing of the burden of responsibility for the world's refugees, more effective legal systems and better protection for those who emigrate to another country for reasons other than fleeing from war and persecution.

To make it possible to increase labour immigration to Sweden, including that from non-EU/EEA countries, the government has appointed a commission of inquiry to review the rules concerning, and assess the need for, such immigration. A Green Paper on labour immigration is expected from the European Commission in the autumn of 2004.

The Expert Group on Development Issues (EGDI) at the Ministry for Foreign Affairs has initiated and published a study on the development consequences of international migration and the implications of recipient countries' migration policies for poor countries. The study, which was presented in the spring of 2004, sheds light on the causes of migration, the importance of migrants' remittances to their home countries, the high remittance costs and the effects of brain drain and repatriation.

Generally speaking, Sweden has given considerable support for measures relating to refugees. For several years it has, in particular, given support to the Western Balkans, a region that is of great immediate importance for migration to Sweden. Expenditure on refugee-related measures in the region since 1996 is estimated to be about SEK 1,500 million, and these efforts have given at least 70,000 people the chance to return to their home communities. However, the specific purpose of the measures is not, with some exceptions, to promote the return of refugees who have been given protection in Sweden or other people who have had to return to their home country because their applications for residence permits were rejected here. It is important to promote the remigration and

return of refugees from Sweden in the context of international development cooperation, and this aspect is taken into account, wherever relevant, in the country strategies that are produced for the purposes of development cooperation.

Swedish asylum policy is currently being modified in several ways. The aim is to establish a more straightforward and effective asylum process based on better legal certainty that is more credible to asylum-seekers and the Swedish public alike. Several measures have already been taken, and others have been proposed to Parliament.

Efforts are also being made to increase cooperation between various players. One example is the activities of the UN, the UNHCR in particular. Sweden is making every effort to ensure that the UNHCR receives the support it needs, including financial support, and also to improve cooperation with other players. Sweden's contribution to the UNHCR in 2004 totalled SEK 430 million.

The EU's member states are responsible for harmonizing asylum policy within the EU. At present there are common minimum rules concerning the asylum process, interpretation of the right to asylum, refugee reception facilities and concerted action in the event of a new mass refugee situation like the one that arose during the war in Bosnia-Herzegovina. Efforts to establish a good, uniform asylum and migration policy in the EU continue.

## 2.5 Social welfare and public health policy

Attention has been drawn to the linkages between health, the environment and social and economic development in several documents and declarations issued both by the UN and the World Bank. Sweden is making every effort in the UN system and other international forums to improve the situation for the world's population, especially for children, women, the elderly and the disabled.

Sweden also supports a comprehensive and effective EU public health policy. The concept of global public goods includes preventing the spread of communicable diseases. The public health programme comprises efforts relating to alcohol, drugs, tobacco and sexual and reproductive health, including HIV/AIDS.

### *Health issues*

Communicable diseases cause about 30% of all deaths in the world. The biggest killers are the HIV/AIDS pandemic, malaria and tuberculosis (TB). The HIV/AIDS pandemic is causing an ever growing percentage of deaths in developing countries. The scale of the pandemic hampers efforts to achieve equitable and sustainable global development.

Various diarrhoea diseases and measles are common causes of death among many children who live in poverty or have no rights. With growing internationalization, health trends in one country increasingly affect the international and global situation. For this reason it is necessary to consider the global perspective and the importance of elaborating consistent national policies. The aim of international

cooperation and exchanges of experience on effective preventive strategies and methods is to address the underlying causes of the spread of infection, which are crucial to health development in the country and consequently to regional and global health trends too.

The World Health Organization (WHO) has embarked on the task of revising the International Health Regulation in order to establish a global instrument to deal with serious threats to health and to achieve a more effective reporting system. Sweden supports these efforts. The International Health Regulation currently only applies to yellow fever, cholera, plague and to some extent malaria. The events of recent years, including the outbreak of SARS, the discussions on the possible use of biological weapons and fears of an outbreak of an influenza pandemic, clearly show that there is a need to revise the global instruments in order to prevent and address such events. There is now intensified international cooperation on efforts to eradicate polio and control malaria and TB.

Sweden also participates in international cooperation, in particular through the WHO, on promoting the interests of developing countries with regard to drugs. The Swedish pharmacy chain Apoteket is involved in the drafting of basic standards for drugs for HIV/AIDS, TB and malaria. These activities also include producing quality control test methods and supporting poor countries that have been badly hit by HIV/AIDS to develop their own quality assurance systems. The chemical reference substances that are purchased from Apoteket are an important tool for enabling poor countries to control the quality of drugs themselves.

Bilateral cooperation between Sweden and South Africa on a Health Forum was launched in 2003. The purpose is to give political support to and to facilitate long-term cooperation in areas that are of vital importance to public health by means of dialogue, exchanges of experience and information, transfers and exchanges of expertise, and capacity-building. One important function of the Health Forum is the cooperation between public authorities in Sweden and South Africa. The ambition is to gradually develop cooperation in five agreed priority areas: HIV/AIDS, TB and other communicable diseases; reproductive health and rights; reform of the health sector; health promotion measures and health impact assessments; and injury prevention.

### *Sexual and reproductive health*

The lack of rights to their own sexuality mainly affects people who are already marginalized or powerless. Women and girls, homosexuals, bisexuals, transpersons and young people are particularly vulnerable. 340 million cases of sexually communicable infections are reported every year. Although most of these diseases are curable, poor people often lack access to care and medicines. Complications in connection with pregnancy and childbirth, as well as with illegal and risky abortions, contribute to the death and disablement of millions of women every year. There is also a strong link between the spread of HIV/AIDS and the lack of sexual and reproductive health and related rights.

Sweden is one of the countries that are engaged in vigorous efforts to place sexual and reproductive health and rights on the international

agenda and to ensure that these rights are regarded as part and parcel of human rights. The World Health Assembly (WHA) adopted a resolution on reproductive health in May 2004 in order to accelerate developments in this area. The European Parliament and the Council of Ministers adopted a Regulation in 2003 on aid for policies and actions on reproductive and sexual health and rights in developing countries.

### *HIV/AIDS*

Preventing the spread of HIV/AIDS is essential if we are to succeed in creating equitable and sustainable global development. The protection and promotion of human rights is likewise an essential condition for winning the fight against HIV/AIDS. This task requires substantial measures by all the parties concerned in a large number of areas. About 27 million of the 40 million people who are infected with HIV/AIDS live in Africa, but the proportion of the population that is infected has also increased dramatically in countries of the former Soviet Union and in Asia. Due to unequal power structures between the sexes and widespread violence, including rape, women and girls now represent the majority of new infectees.

In order to win the struggle against HIV/AIDS it will be necessary to concentrate on preventive measures. Sweden especially emphasizes the need to base prevention measures on a broad approach to sexual and reproductive health and rights. At the same time the international community must increase access to care and treatment. Sweden therefore supports the Three by Five Initiative, which was launched by the WHO and UNAIDS, under which three million people are to be treated with antiretroviral drugs by the end of 2005.

Sweden also contributes to the development of an HIV vaccine by the research that is being carried on in Sweden, by research conducted by Swedish researchers in the countries that are affected by the disease and by financial grants for international research cooperation. One issue that has been discussed in this connection is patent rights for HIV drugs where there is a conflict of interest between the pressing need for HIV drugs in developing countries and the need to maintain incentives for developing new drugs.

Sweden is involved in both bilateral cooperation and efforts in the EU and other international bodies to address the sharp increase in HIV infectees in its neighbouring region. A Partnership for Health and Social Well-Being was set up in Oslo in the autumn of 2003 within the framework of the EU's northern dimension, and HIV/AIDS is an important issue in that context. A declaration on HIV/AIDS in Europe was adopted at a ministerial conference in Dublin in 2004.

### *Tobacco, alcohol and drugs*

According to the WHO's world health report for 2003, non-infectious diseases were responsible for the greater part of the global disease burden and tobacco and alcohol abuse is among the largest risk factors.

Most of those who die due to consumption of tobacco products or exposure to tobacco smoke are poor people in poor countries. The Common Agricultural Policy subsidizes tobacco production in the EU. Sweden is opposed to this. In 2003 the WHA adopted the WHO Framework Convention on Tobacco, the purpose of which is to help governments to introduce national rules and create a set of internationally accepted standards for tobacco control. Alcohol abuse also tends to affect poor people most. The hardest hit are men in poor and marginalized groups, but the proportion of women who abuse alcohol is on the increase. Children and adolescents are especially vulnerable to the damage caused by alcohol, both as regards their own consumption and that of the people around them.

The need for global cooperation on illicit drugs has grown in response to the proliferation of the global drug problem. Nowadays the UN is the main organization for control of both legal production and trade in narcotic drugs and illicit drug trafficking. In addition to cooperation in order to reduce the supply, work is now in progress on the development of international cooperation on ways and means of reducing the demand for drugs. Developments in the EU have led to the introduction of new drug control instruments, especially in connection with police and customs cooperation in the EU, and Sweden is all in favour of this trend.

One factor that complicates control of drug production is that it is difficult to find alternative employment for poor people who currently make a living from growing coca bushes or manufacturing narcotic preparations.

Sweden channels most of its international involvement in drug control through multilateral organizations, which means that Sweden takes part in the efforts of most of the bodies that are involved in drug control.

### *Social welfare*

Sweden was one of the first states to ratify the UN Convention on the Rights of the Child and it now takes an active part in the UN's efforts to draft a human rights convention for disabled people. In addition to bilateral conferences at the political level that have dealt with this issue, the Government Offices have arranged seminars in the Baltic states for both government officials and NGOs.

Work is in progress within the framework of the Council of the Baltic Sea States (CBSS) to address the problem of children in vulnerable situations. The reason for this is an undertaking made at the World Congress against Commercial Sexual Exploitation of Children in Stockholm in 1996 regarding regional cooperation on this issue. This work has subsequently been extended to include other groups of children in vulnerable situations. Collaboration with NGOs is an essential component of these efforts. A working group for cooperation on children in vulnerable situations has been set up and a Children's Unit has been set up in the CBSS secretariat. The working group has prioritized work with sexually exploited children, street children, children in institutions, children who commit crimes and, starting in 2003, unaccompanied children who cross borders in the Baltic Sea region.

Sweden's welfare policy has for many years aroused great interest in other countries on account of its universalism, individualism and generosity. The Swedish model often differs from that in other rich countries, and especially from systems in poorer countries, whose economies do not allow such levels of welfare. The main focus of interest is the new Swedish pension system, and also in how Sweden has managed to maintain a generous social insurance system, while combating benefit fraud, and in how the system is funded.

Sweden is actively involved in service exports in the social insurance sector. The purpose of these exports is to strengthen the institutional capacity of the partner countries, which may help to make social insurance systems more efficient and effective and eventually reduce social exclusion.

## 2.6 Economic and financial policy

Economic growth is an essential condition for lasting poverty reduction and thus for equitable and sustainable global development. One result of growing economic and financial integration is that the economies of individual countries are increasingly affected by international developments. For poor countries in particular, global economic development significantly affects the prospects of generating sustainable economic growth. Economic and financial stability encourage investment and productivity, thus contributing to economic growth. If growth is to lead to poverty reduction, an effective income distribution policy and institutional structures that focus on the needs of the poor are essential. If a climate that is conducive to investment and growth is to be established in developing countries, many of them will need to build stronger public institutions, in particular an effective judicial system. By providing support for capacity-building (institution development and management expertise) development cooperation can increase the developing countries' prospects for benefiting from economic globalization.

There is today a global financial market, although cross-border trade in certain market segments is largely regional. Increased global financial integration has resulted in greater prosperity in many parts of the world owing to better opportunities for growth. This has, among other things, been the result of increased access to capital for investments, knowledge transfer and incentives for strengthening domestic financial sectors. At the same time, freer and larger capital flows also pose challenges. For one thing, the countries that participate in increasing financial integration are especially vulnerable to rapid, substantial capital outflows and the spreading of financial crises from one country to others. For another, there is an increasing risk of abuse of the financial system due to money laundering, terrorist funding etc.

Poor, marginalized people in low and middle income countries are especially vulnerable to financial crises, which was demonstrated clearly in the Asian crises a few years ago and recently in Argentina. In the absence of a welfare system, crises can have dire effects on the economic



and social situation of many poor people, not least women and children. Financial stability is a prerequisite for growth and development. If global markets are to make an optimum contribution to increasing global welfare, they must operate smoothly and without disruptions. A stable financial sector that is regulated in the interests of competition and effectiveness leads in time to higher and more regular growth. Sweden therefore seeks in various international forums to create the conditions for increased stability in the financial system.

In order to achieve progress, extensive international cooperation is necessary, especially in the IMF, which is the most important multilateral forum for global financial stability. Most of the regulation of financial markets in Sweden today is based on Community law. Sweden's efforts to strengthen stability in the world are therefore channelled through the EU cooperation framework.

Terrorism, financial instability and money laundering are obstacles to equitable and sustainable global development. In order to combat these phenomena Sweden participates in bilateral and multilateral tax cooperation and intergovernmental cooperation on measures to combat terrorist funding.

#### *Crisis management*

Crisis prevention in the form of sound, credible economic policies and good financial regulation and supervision is important. Sweden therefore plays an active part in international efforts to improve the management of financial crises, especially in the IMF. Despite some progress, crisis management must continue to be developed and new tools are needed to deal with the 'new financial crises' that involve large financing needs and greater diversity of private sector claims in different countries. The progress that has been made is not sufficient to guarantee the involvement of private actors in crisis management.

Stability and agreed rules are essential if the global markets are to make an optimum contribution to increasing global prosperity. Sweden therefore advocates closer international cooperation both on the prevention of financial crises and on better management of such crises. The government has designed a Swedish strategy for better global financial stability, which is presented in the Communication *Rules for Global Markets – a Swedish Strategy for Greater International Financial Stability*. This represents a platform for Sweden's efforts to combat crises and promote international stability. The Communication identifies transparent and appropriate rules, sustainable capital flows, better crisis management and better governance as the main areas where further progress must be made. Sweden also calls for the establishment of an international bankruptcy mechanism which would make it possible to renegotiate or write down debts in the case of countries where the situation has become untenable. The private sector would in that case be required to assume greater responsibility.

In order to promote growth in poor countries Sweden also proposes granting heavily indebted countries debt relief to the extent necessary to enable them to achieve a stable debt level that they can deal with themselves. Lower indebtedness improves the prospects of freeing resources for social programmes that benefit the poor. In connection with efforts to make it possible for poor countries to achieve a stable debt level Sweden supports a new framework devised by the World Bank and the IMF as an assessment instrument and also the Initiative for Heavily Indebted Poor Countries (HIPC), which was launched in 1996. Sweden also supports measures to enable developing countries and growth economies to improve their long-term debt management capacity so that it will be possible to cancel the debts of more countries.

The debt situation of poor countries is affected by many economic and political factors. More thorough country-specific analyses that take these factors into account and customized lending and aid solutions would make it easier for the donor community to support the efforts of poor countries to achieve a sustainable debt situation.

Sweden takes the HIPC Initiative's requirement that the participating countries must eventually attain a stable debt level very seriously. Above all, this means that the countries themselves must pursue sound economic policies. The donors must also ensure that the initiative is fully funded and based on fair burden-sharing. The initiative must also be extended so that more countries can have their debts cancelled and extra bilateral cancellations must be credited to the developing countries.

Sweden is also taking part in negotiations on debt restructurings and cancellations within the framework of the Paris Club, an informal grouping of countries with official claims on other countries. The purpose of the Paris Club is to achieve a coordinated solution to the indebted countries' difficulties in servicing their external debt. A condition for debt relief is that the countries concerned must pursue sound economic policies that will secure their financial situation in future.

#### *International financial institutions*

Sweden also advocates promoting equitable and sustainable global development within the framework of international financial institutions. Sweden has supported and taken an active part in the ongoing discussions on the role of the IMF in low-income countries. In 2004 Sweden initiated and contributed to the financing of two major seminars in Africa on the role of the IMF in low-income countries. Sweden intends to continue to give this issue high priority in the immediate future.

Sweden is a member of the World Bank and a number of regional banks, whose purpose is to help to reduce poverty and promote global development. These banks channel substantial financial resources to multilateral development cooperation, and Sweden takes an active part in the banks' efforts towards more effective coordination of development cooperation.

The banks contribute through their regular activities to achievement of the goal of equitable and sustainable global development. By providing loans, both on commercial and softer terms, for projects calculated to promote development in poor countries they help to create favourable conditions for sustainable growth and development in the borrowing countries.

- As a member, Sweden contributes actively to the banks' approach to poverty and development in connection with normative activities. Among other things, Sweden emphasizes the importance of basing lending criteria on sound economic principles and focusing on the problems and needs of poor people and groups and their prospects of improving their circumstances. Sweden also seeks to strengthen the influence of poor countries in the IMF and the World Bank, for example by supporting better analysis capacity in those organizations' constituency offices in Africa. The government also emphasizes the need for an explicit poverty profile, increased gender equality and consideration of environmental aspects in the organizations' activities.
- Sweden supports the European Bank for Reconstruction and Development (EBRD) and its role as a catalyst for investments and increased trade and as a promoter of local entrepreneurship and small enterprises in former Communist states.
- Sweden also urges that the European Investment Bank's (EIB) external lending should be used as an appropriate tool in the EU's development cooperation, for example by calling for a division of labour and collaboration between public financial institutions and by emphasizing the importance of sound economic policy and economic reforms in the partner countries. Sweden also supports the EIB's efforts to promote private sector development in poor countries under the Cotonou Agreement.

## 2.7 Education, research and youth policy

Sweden's education policy is based ultimately on the view that everyone should have the right to grow and develop their potential. The right to education is laid down in the Universal Declaration of Human Rights and also in the UN Convention on the Rights of the Child. A broad-based education policy, lifelong learning and the importance of teaching boys and girls at an early age basic values such as solidarity and the equal dignity of all human beings are important and well in line with Sweden's global development policy.

The primary national education policy goal is to promote the quality of Swedish education and research; to make Sweden a leading knowledge nation. Education and research play an important part in efforts towards the objective of promoting equitable and sustainable global development, in particular in view of the undertakings made by Sweden and the international community as a whole in the form of the UN's Millennium Development Goals and the objective of Education for All adopted by the Dakar World Education Forum. These are examples of education and research policy that have been adopted at the national and international

levels. These goals can have a mutually reinforcing effect as a result of interaction and coherence. Sweden has played an active role in the EU in developing education and research programmes and activities that are directed at third countries, including developing countries.

### *International initiatives and coherence*

The Plan of Implementation adopted at the World Summit on Sustainable Development in Johannesburg in 2002, with its three dimensions – economic, social and environmental – emphasizes the importance of education in virtually all areas where vigorous measures must be taken to move development in a sustainable direction.

In May 2003 the government appointed a committee for education for sustainable development and gave it two main tasks (Terms of Reference 2003:68). The first was to find out the extent of education for sustainable development provided at various levels in the Swedish education system and to encourage further measures in this field. The second task was to arrange an international seminar on education for sustainable development. The seminar was held in the form of a consultation: Learning to Change Our World – International Consultation on Education for Sustainable Development in Gothenburg on 4-7 May 2004. The consultation was very successful and an intensive evaluation exercise, in which many of the participants in the consultation are taking part, has been launched. In the autumn of 2004 the committee will present its final report to the government, including proposals for measures and decisions. The Consultation on Education for Sustainable Development and the resulting process that has now been set in train will help Sweden to play a leading role in the work on the upcoming UN Decade for Education for Sustainable Development (2005-2014).

Sweden is an active participant in the Unesco programme Education for All, the purpose of which is to promote achievement of the Millennium Development target of guaranteed primary schooling for all girls and boys by 2015. Sweden is the co-chair, together with the USA, of the Fast Track Initiative group, which consists of countries that have decided to concentrate on this target. Together with the members of the Council of the Baltic Sea States, Sweden has agreed to strengthen education for sustainable development at all levels of the education system.

The Nordic education ministers have jointly drawn attention in the Nordic Council of Ministers to the importance of closer cooperation between development cooperation authorities and education authorities with a view to raising the quality of development cooperation in the field of education. Initial consultations have been held in Sweden between representatives of Sida, the National Agency for Higher Education, the National Agency for Education and the Swedish Agency for School Improvement.

Attention has been drawn to the goals set for the government's policy on equitable and sustainable global development in various education and research contexts with a view to identifying any conflicts of interest and improving coherence. Including these goals in the drafting process of future bills will make it possible to eliminate obstacles to exchanges and

cooperation between Swedish institutions such as schools, higher education institutions and other authorities and their opposite numbers in developing countries.

In the longer term the opportunities for cooperation and exchanges, with all the benefits they offer, should help to eliminate conflicts of interest. In the medium term, however, concrete situations may arise where priorities must be set in relation to existing resources. Cooperation with an OECD country may offer a public authority or university more obvious advantages than cooperation with a developing country. In such cases Sida can initially play an important and enlightening role as a catalyst and promoter.

#### *Comprehensive schools and upper secondary schools*

Internationalization is helping to improve the quality of Swedish education by raising awareness of other countries, encouraging learning through contacts with other people, intercultural knowledge, knowledge of languages etc. Both exchanges with other countries and diversity in Swedish schools contribute to internationalization. Increased contacts and cooperation between individual pupils, school classes and teachers in Sweden and developing countries comprise an important element of efforts towards the goal of making Sweden a leading knowledge nation. One example of support for these efforts is the Global School Project, a cooperation project between the Swedish Agency for School Improvement and Sida, whose purpose is to contribute to learning about global issues and sustainable development. The activities of the Global School are primarily intended for teachers, schools, local authorities, teacher education programmes and other players in the school sector.

In May 2003 the Swedish Agency for School Improvement was instructed by the government to develop cooperation arrangements and initiate cooperation between Swedish upper secondary schools that offer vocational programmes and schools that offer corresponding programmes in certain developing countries. The initial activities within the framework of this project are being conducted in cooperation with the National Agency for Education and other bodies, and they have aroused great interest in Swedish upper secondary schools. The final report, including conclusions and proposals, will be presented to the government in 2006.

#### *Higher education and research*

The Swedish higher education system has shown great interest in participating in cooperation projects designed to develop capacity and institutions in developing countries and to promote development studies and research at Swedish universities and university colleges. There is also great interest in receiving undergraduates and postgraduates from other countries, partly because this is a form of quality assurance of higher education programmes and because the students are a potential future recruitment base for researchers and highly educated labour.

The purpose of the EU's new education programme Erasmus Mundus (2004-2008) that Sweden is working hard to develop is increased exchanges in higher education with countries outside Europe, including developing countries. The programme includes cooperation between European universities at the masters level and is mainly intended for students from third countries. Resources have also been set aside for cooperation between European Erasmus Mundus universities and universities in countries outside the EU, mainly in the form of student and teacher exchanges. It is also important for developing countries that this cooperation should promote the development of strong national education and research environments. The risk of a brain drain and loss of well-educated individuals from developing countries is an important matter that must be taken into account in all international cooperation. The involvement of Swedish higher education institutions together with Sida's Department for Research Cooperation (SAREC) in building scientific capacity in developing countries, both nationally and regionally, is therefore important.

The proposal for a new Degree Ordinance represents an important higher education reform. It is presented in the report *Higher Education – the Bologna Process from a Swedish Perspective* (Ds. 2004:02), and its purpose is to facilitate higher education exchanges with other countries and to increase mobility. Many higher education institutions are actively involved in the internationalization process and in integration of the international and intercultural dimension into education and research programmes. Many developing countries are undergoing a transformation process, and Swedish higher education institutions can establish a platform for more mutual exchanges by engaging in forward-looking cooperation. The National Agency for Higher Education is currently carrying out a quality audit of the internationalization of these institutions, and this will provide a more solid basis for developing and assessing the internationalization process.

Exchange programmes such as the Linnaeus-Palme programme for exchanges between higher education institutions in Sweden and developing countries, which was initiated by the government in 2000, have aroused great interest. The programme is for teachers and undergraduate students and its purpose is to strengthen cooperation between Swedish universities and developing country universities, thus increasing and deepening global contacts in the higher education community. Sida's exchange programme Minor Field Studies (MFS) continues to attract students who are interested in development issues and developing countries and wish to learn about and study in such countries. Nevertheless, the number of students and teachers who wish to focus on developing countries is small compared with the interest in countries in the neighbouring region, the EU and other OECD countries.

The Swedish research community takes a very active part in international research cooperation and strategic capacity-building alliances. Swedish researchers in companies, institutes and academic institutions collaborate to a large extent with leading international research and development players. These activities are facilitated by the great diversity of Sweden's population in terms of geographical and cultural origin and by the fact that by international standards Swedes

have a good knowledge of languages. Priority issues in global development policy, such as the environment, sustainable development and health, are areas in which Swedish research holds its own and is actively involved in international exchanges, cooperation and knowledge transfer. For example, the Swedish University of Agricultural Sciences improves understanding of biological natural resources and sustainable use of such resources. Certain activities and funds in the EU Research and Technological Development Framework Programme are earmarked for international cooperation, especially with developing countries, Mediterranean countries, Russia and the other former Soviet republics. Sweden has supported this cooperation and emphasized the need to increase cooperation with third countries in the programme's other thematic areas too.

### *Youth policy*

Youth policy is conducted both at the national and international levels, partly to make it possible for young people to take part in Sweden's official delegations to international conferences and cooperation forums. The tasks of the National Board for Youth Affairs include strengthening young women's and men's intercultural understanding and inclusion in society by making grants for international youth and youth leader exchanges and providing support for methodological development in connection with youth exchanges. The National Board for Youth Affairs awards grants on an annual basis to youth organisations for their national and international activities. Sida funds exchange programmes for young people for the purposes of cooperation between young people and organizations in Sweden and in developing countries.

### *Public education*

The educational associations and colleges of adult education in the public education sector, together with their member and cooperation organizations, arrange activities in many different parts of the world in the form of education programmes, exchanges and projects. The main focus of cooperation is Southern, Eastern and Central Europe. Activities include support for democratization, and cooperation often continues after projects have been completed and leads to student exchanges between adult education colleges.

Several adult education colleges offer programmes specializing in development issues and developing countries that include student exchanges and visits in both directions. Study associations and adult education colleges also cooperate with NGOs, institutions and other opposite numbers in Eastern and Central Europe. These activities are supported by the EU and the Swedish Institute. Many projects are carried out within the framework of Nordic cooperation, which nowadays includes the Baltic Sea region. Networks have been established between adult education colleges, study associations and similar organizations in all the countries concerned.

Agriculture or fishing plays a vital role for large numbers of poor people, both as sources of food and as sources of income. The majority of the world's poor work in the agricultural sector. The sector is often the basis of rural industry and drives development in other areas too. Many developing countries are, moreover, dependent on sales of agricultural and fish products in world markets in order to evolve into modern economies. It is therefore especially important in connection with the government's global development policy to focus attention on agricultural and fisheries policy, the trade in agricultural and fish products and food safety policy.

As a member of the EU Sweden must implement the EU's agricultural and fisheries policies. One purpose of Sweden's agricultural and fisheries policy is to exert influence on the Common Agricultural Policy (CAP) so that it becomes more conducive to development. Trade barriers in the agricultural sector and trade-distorting aids to European producers make it more difficult for developing countries to exploit their competitive advantages in this sector. As regards fisheries, the key issue is sustainable resource use, both from a development and an ecological point of view.

Several problems must be addressed in the field of agricultural policy. A policy that promotes Swedish interests may conflict with the interests of developing countries. Swedish food producers may suffer from measures that are favourable to developing countries. There is also a conflict of interests between the EU's and Sweden's food safety standards and the developing countries' ability to guarantee food safety and thus be eligible to export to the Swedish market. Furthermore, developing countries are a heterogeneous group with diverse interests and conditions. Even if agricultural policy is improved from the point of view of development, individual developing countries may be disadvantaged by the changes.

#### *Agricultural policy and trade in agricultural products*

The Common Agricultural Policy includes elements that present an obstacle to agricultural production in developing countries. For example, tariff protection is an obstacle to exports to the EU market, agricultural subsidies lead to overproduction and export refunds for sales of overproduction to non-EU markets tend to lower world market prices. Since Sweden joined the EU in 1995 it has advocated reform of the CAP. One of the overall goals of reform proposed by Sweden is to contribute to global food security. Food production should be geared to the markets and consumer demand. Government control should be limited to important public goods, including environmental assets. Any subsidies that are paid should distort trade as little as possible.

In 2003 the Council of Ministers adopted an extensive reform of agricultural policy. This involves decoupling the current direct support from production and reducing some of the most trade-distorting aids, measures that are expected to benefit developing countries. However, the member states can still link some aids to production, which Sweden too



has decided to do during a transitional period. The reform should be regarded as a step forward, even though Sweden had hoped for much more. Further steps in the reform process were taken in the spring of 2004, although these were not sufficiently far-reaching either, particularly as regards cotton production in developing countries.

Despite the reforms the rules still allow trade-distorting aids, which Sweden wishes to phase out. Sweden will therefore continue to urge the EU to reduce and abolish such aids. Sweden applies the same approach to ongoing or planned reforms regarding products that are important to developing countries.

In connection with the EU reform of the market organization for sugar, Sweden favours, among other things, reducing the price of sugar and establishing non-discriminatory terms for developing countries, for many of which sugar is a key product.

Sweden advocates tariff levels for rice, an important product in many developing countries, that would lower barriers to the EU market and ensure equal terms for all developing countries.

Sweden urges that the current trade-distorting support for fruit and vegetable growing should be abolished.

Sweden supports the ongoing discussions of reform of the complicated quota system for bananas.

In July 2004 the Commission presented a proposal for new rules for environment and rural development. Sweden will keep track of developments to ensure that the measures do not encourage increased production or interfere with competition or international trade.

Conditions in developing countries are often suitable for organic production. The EU rules on imports of organic products are, however, so complicated that the developing countries are deterred from exporting to the EU. Sweden is therefore pressing for simplification of the rules. To be able to exploit their competitive advantages in the Swedish and European markets developing countries must be well-informed about the requirements laid down in our consumer information systems and what exporters have to do to prove compliance. In preparation for UNCTAD XI in June 2004 Sweden proposed that special attention should be drawn to women's property rights, for example the right to own land and to take loans. The majority of farmers in developing countries are women, and ownership structures affect both the individual's opportunities and economic growth as a whole.

Sweden also urges the EU to adopt an assertive position in agricultural negotiations in the WTO, since free and fair world trade in agricultural products is vital for many developing countries. Lower tariffs, the abolition of trade-distorting internal support and export refunds on agricultural products, and increased market access for developing countries are key elements. The EU has offered to abolish export refunds if other countries are willing to abolish similar systems. Sweden would regard this as a success.

Many other issues relating to agriculture are relevant to global development, and Sweden is pursuing such issues in order to improve the position of developing countries. One example is the problem of plant pests, which cause huge global losses every year. The International Plant Protection Convention (IPPC) sets new international standards for the

plant pest sector every year in order to prevent the spread of dangerous pests via international trade. Efforts to preserve genetic resources for agriculture and food production are another example. It is important in the context of global development and global food security to make sure that sufficient genetic resources are available in the right places so that production can be located where the need is greatest.

### *Fisheries policy and trade in fishery products*

Responsible global fisheries management is essential for sustainable use of maritime resources. Since fish is a transboundary resource, national and regional measures are very important in both global and local terms. Therefore Sweden argues in the EU for sustainable fisheries, important elements of which include elimination of overcapacity in fishing fleets, the development of selective fishing gear and the adoption of action plans to restore overfished stocks to safe biological levels.

The EU has concluded fisheries agreements with several developing countries. These are based on the principle that fisheries resources that cannot be used by the domestic fishing industry are made available to other states so as to ensure that no available resources, within the constraints of sustainable fisheries, remain unexploited. These agreements can provide substantial revenues for states that do not have the capacity to fish the stocks (for example, fisheries agreements contribute 30% of Guinea-Bissau's total budget). Bilateral agreements can also provide better guarantees for responsible fisheries than private agreements. It may be difficult, due to the lack of scientific data, to assess the accuracy of the offers of purchases of fishery rights that are made by some developing countries. Several of the bilateral agreements have rightly been criticized for not paying enough attention to the development assistance situation. The situation may deteriorate as a result of insufficient or non-existent national resource management and fisheries control in developing countries. The increased pressure on stocks can lead to reduced fishing opportunities in the developing countries' own coastal waters, where consumption fishing takes place to meet local needs. Another aspect of this issue is that the agreements may impede the development of a national fleet and domestic processing industries in developing countries. One of Sweden's positions in negotiations on fisheries agreements is that the EU should ensure that unexploited resources remain and that fishing operations are based on scientific data.

Sweden also seeks to strengthen the position of developing countries in fishery negotiations in regional fisheries organizations and international organizations such as the UN, the Food and Agriculture Organization (FAO), the WTO and the OECD.

The developing countries' increasing fish exports are of crucial importance for employment and incomes. Tariffs in the fisheries sector are relatively low, but there is considerable escalation of tariffs on processed products, and imports from developing countries are therefore affected largely with the help of tariff suspensions and quotas. Sweden therefore recommends that the EU should make binding undertakings in the WTO in order to improve export predictability and stability with

respect to developing countries, both in the short and long term. Sweden's position in the ongoing WTO negotiations is that the EU should argue for increased liberalization of trade in general and elimination/reduction of all types of aids that distort trade or are an obstacle to sustainable fisheries. This includes subsidies to the EU fleet that are granted under bilateral fisheries agreements.

### *Production and consumption*

Our consumption affects the developing countries' prospects of selling their products in the Swedish market and is therefore highly relevant to global development policy.

*Consumer policy:* The government's aim in the consumer policy area is to persuade people to develop consumption patterns that cause as little adverse impacts on people, society and the environment as possible, both locally and globally. One aim of these efforts is to enable consumers to make well-informed choices. One way of doing this is by promoting various kinds of positive labelling, e.g. ethical or environmental labelling. The advantage of labelling is that a label can simply convey complicated information. Measures must be taken to ensure that positive labelling does not affect competition or development. This means that criteria and producer licensing must be based on transparent rules and routines that ensure full access to information for all stakeholders. Starting this year, the government supports the efforts of the Swedish Fairtrade Organization to raise awareness of ethical labelling among Swedish consumers.

Efforts to promote sustainable development in consumer policy have so far mostly consisted in promoting ecologically sustainable development, and consequently ecologically sustainable consumption patterns. Work is under way in the Government Offices on the drafting of a new strategy for consumer policy, the purpose of which is to demonstrate clearly how more effective consumer policy can contribute to increased welfare and development that is both socially and economically sustainable.

An important step forward in efforts towards sustainable consumption is the commission of inquiry that has been appointed to define the concept 'sustainable consumption' with respect to households and to propose an action plan for the achievement of environmentally, socially and economically sustainable consumption.

*Safe food production:* There are enormous differences in the food industry in different parts of the world when it comes to production methods, inspection and tolerance of infection and substances that are harmful to health. The fact that safe food products contribute to improved public health and increased productivity is increasingly being recognized, and the issue is receiving increasing attention in developing countries too. Under the provisions of the WTO Agreement on the way rules protecting the life and health of humans, animals and plants should be formulated so as not to constitute barriers to trade, all countries have a right to such protection. The Swedish position is to support these principles, but also to formulate the rules in such a way as not to constitute barriers to trade. Sweden is also in favour of giving these

issues high international priority to facilitate increased world trade and contribute to reducing poverty. However, some objectives of Sweden's consumer and food policy can, if they are not modified, prevent developing countries from fully benefiting from the opportunities for exporting to the Swedish market. Development cooperation could play an important role by helping developing countries to meet the food safety standards in the importing countries.

Sweden takes an active part in the work on the UN-based international rules on food and makes financial contributions to enable developing countries to participate. There are also international rules on animal health, and animal health in connection with animal production is very important in the context of food safety. The purpose of Community Law is to prevent the spread of infectious diseases, but such efforts may also restrict the developing countries' export opportunities. Both with regard to the developing countries' domestic consumption and in order to increase their export opportunities it is important to support their efforts to formulate national rules and build institutions in the food sector.

## 2.9 Cultural and media policy

Cultural work in various forms creates visions, manifestations, debates and meeting-places that represent powerful triggers of social change. Equal meetings between people from different parts of the world can help to bridge cultural differences and improve mutual understanding between peoples and countries. In this sense cultural policy has an obvious role in global development policy. Media policy is an important element of cultural policy and crucial to democratic development. Freedom of expression, diversity and free and independent media are essential conditions for democracy. It is also important that women's and men's experiences, knowledge and values are given a voice and documented.

Well-developed cultural exchanges and partnerships are very important in the context of cooperation on bringing about change and development in developing countries, both in their own right and as an element of poverty reduction and democratization.

A consultation structure has been set up in the Government Offices, and one of its purposes is to improve the coordination of measures in the fields of culture, foreign policy and development policy. The integrated approach that comes with an increased emphasis on consultations makes it possible to take developing countries' interests into account at an early stage and is consistent with the aims of global development policy.

As regards cultural policy at the international level, Sweden is an active member of the International Network for Cultural Policy (INCP). In this framework Sweden has been involved in drawing attention to the specific problems of developing countries. In the United Nations Educational Scientific and Cultural Organization (Unesco) Sweden is taking part in the drafting of an international convention for cultural diversity, which focuses in particular on the developing countries' capacity for developing and maintaining national cultural and media policies.

To a large extent, the purpose of Sweden's efforts in Unesco, in which the Ministry of Culture is involved, has to do with support for developing countries. An International Convention on the Preservation of Intangible Cultural Heritage was adopted in October 2003. Apart from protecting intangible cultural assets the Convention also actively supports the developing countries' efforts to preserve their intangible cultural heritage. The use of a broader concept of cultural heritage thus benefits both developing countries and richer countries.

Sweden is also involved in active efforts in the Council of Europe relating to European developing countries, for example by participating in conferences and training programmes in the media sector. Swedish experts are also participating in the Council's drafting of a new framework convention on cultural heritage.

Mention may also be made of the Swedish African Museum Programme (SAMP), a network of museums that was set up in 1984. The purpose of the network is to support exchanges between and the development of African and Swedish museums.

Together with Sida, the Swedish National Council for Cultural Affairs is responsible for cultural cooperation with South Africa, for which funds have been allocated for joint cultural projects during a five-year period. The programme represents a new form of cooperation between Sweden and developing countries in the cultural sector. Both parties contribute financially to the programme and jointly select the projects to be supported. Sida is also involved in close cooperation between cultural institutions and associations. Culture and media issues are also a feature of international development cooperation and are normally included in the strategies that are elaborated for cooperation with individual developing countries.

Culture and media issues are an important area of global development policy. Future work on the following issues is particularly important in this context:

- Improving coordination between cultural and foreign policy with a view to developing long-standing international cultural activities.
- Improving cultural cooperation with poor countries and continuing to provide support for independent media.
- Identifying developing countries' needs as regards cultural and media issues in the INCP and in connection with Unesco's elaboration of an international convention for cultural diversity.
- Active participation in the work of the Council of Europe, in particular with respect to media and cultural heritage.

## 2.10 Environmental policy

Activities in the environmental sector, both at national and international levels, are very important for global development. Environmental policy is directly and indirectly linked to the overall global development policy goal, i.e. to contribute to equitable and sustainable global development. Many environmental problems are global and affect the lives of poor people.

Environment policy is also closely linked to several other policy areas in which coherence must be improved. A priority issue for Sweden is the work being done on sustainable patterns of production and consumption, which was initiated at the UN Conference on Environment and Development in Rio de Janeiro in 1992 and consolidated at the World Summit in Johannesburg in 2002. In the long term this work could help to lay the foundation for appropriate management of the earth's resources and combat over consumption and resource-consuming and polluting production patterns. The responsibility for breaking the link between economic growth and adverse environmental impacts rests mainly on the industrialized countries. Sweden continues to play an active part in the long-term process on the issue of sustainable consumption and production, i.e. the Marrakech process, which is the result of a decision taken in Johannesburg. Sweden also has a say in developments in this area in other international forums.

Rapid growth can make adverse environmental impacts on natural resources and the environment at both the local and global levels. Some countries where economic growth is currently very fast do not have the capacity to resolve environmental problems on their own. It is important for Sweden to contribute know-how about achieving environmentally and socially sustainable economic growth. For example, Sweden cooperates with China on sustainable urban development in the Sustainable City project. The government has carried out dedicated environmental technology projects, mainly in countries in Central and Eastern Europe and Asia. The main experience of these exchanges is that the obstacles to absorbing and using modern environmental technology are usually a lack of funding, lack of information about what technologies are available and a lack of institutional capacity. In addition, in many countries Western technology cannot always be used without modification due to local conditions.

Special attention needs to be paid to the connection between the environment, poverty and the situation of women. The main theme planned for the next meeting of the world's environment ministers in the Global Ministerial Environment Forum in February 2005 will, at Sweden's proposal, be Women and the Environment. Sweden is pursuing issues related to sustainable development that are linked to the situation of women in developing countries, e.g. water and sanitation conditions, in an international network for female environment ministers.

The linkages between international environmental conventions and trade agreements are another important global development issue. The international rules on trade and the environment must be mutually reinforcing. The link between economic growth and adverse environmental impacts must be broken. WHO Europe and the UN Economic Commission for Europe (UN/ECE) held a conference for environmental and health ministers in Budapest in June 2004, at which the participants undertook to improve children's environment and health in Europe. The conference decided to draft national action plans for children's environment and health, and these cover areas such as water and sanitation, the indoor environment and chemicals.

Bilateral cooperation with Eastern Europe includes cross-sectoral development issues. Multilateral regional cooperation on the

environment and sustainable development is aimed at ensuring integration and coherence between different policy areas.

In the OECD Sweden has actively pursued its proposal, which has now been adopted, that the overall efforts towards achievement of sustainable development should continue. At their conference in April 2004 the environment ministers proposed cross-sectoral meetings, one of finance ministers and one of development ministers, in order to increase the agreement between the groups of ministers. The government wishes to draw attention to climate change, the loss of biological diversity and faulty chemicals handling as important global environmental problems that have a major impact on the lives of the poor.

### *The climate issue*

The climate issue is crucial to global development and continues to be given high priority. The poorest countries account for a far lower percentage of emissions per capita than the developed countries, but they suffer most from climate change. Several island states are vulnerable to flooding. The question of justice is therefore a strong justification for efforts to combat climate change. The adoption of the Emissions Trading Directive signalled the start of the EU's efforts to comply with the Kyoto Protocol with respect to flexible mechanisms, i.e. emissions trading, joint implementation and clean development. These mechanisms make it possible to reduce emissions cost-effectively by giving countries credit for the reductions of emissions that they achieve in another country at relatively low cost. Investment can also generate favourable development in the developing countries concerned.

It is even more important that the Kyoto Protocol stipulates that the industrialized countries must take a significant percentage of measures at home. This 'supplementarity principle' is also taken into account in the 'Link Directive'. Some developing countries are worried that the West will not take sufficient responsibility for reducing their high per capita emissions and will instead buy themselves free by implementing projects in poor countries with aid funds. Sweden's national efforts in this area will begin with a presentation of a climate bill in the autumn of 2004. This will, among other things, discuss the extent to which Sweden must take further measures to reduce emissions in order to achieve international and national targets. Combating climate change will also call for increased use of renewable energy sources and continuing energy efficiency measures.

The government's climate policy in the coming year will concentrate on:

Regeringens klimatarbete inriktas det kommande året på att:

- Implementing the Emissions Trading Directive and advocating that when the clean development mechanism is applied it should also generate sustainable development in developing countries.
- Fulfilling Sweden's international obligations and also achieving the more ambitious national target of reducing emissions by 4% by 2008-2012.
- Seeking to ensure that the Kyoto Protocol enters into force.

- Working towards reinforcement of the relevant international agreements after 2012 in cooperation with developing countries. Comm. 2004/05:4

### *Biological diversity*

Most of the world's 1.3 billion people who live in extreme poverty are to be found in countries that are poor but possess rich biological diversity. This represents a potential source of sustainable supply systems and poverty reduction. Control of and access to biological diversity are linked to major development issues such as poverty, human rights, food security, health, trade and the risk of conflict. A major issue in connection with the Convention on Biological Diversity is that of access to and fair distribution of the benefits of genetic resources, an issue that is also being dealt with, for example, by the WTO and FAO. Negotiations in different forums require consultation and consistency between several policy areas, which has been facilitated by Sweden's global development policy. During the last Conference of the Parties to the Convention Sweden played a part in the EU's successful actions with respect to poverty and justice, in particular in the field of genetic policy, and to promotion of the rights of indigenous and local peoples. The Cartagena Protocol on Biosafety also helps developing countries to protect their biological diversity. The Protocol, which regulates international trade in GMOs, protects countries against the potential risks of uncontrolled imports of GMOs. This is particularly important in the case of states that are countries of origin for certain crops.

Sweden acts in accordance with the precautionary principle and has, for instance, opposed to the Commission's decision to approve paraquat, a pesticide with unacceptable health effects. This is a signal from Sweden to the EU and other countries that pesticides like that should not be used.

The government's efforts in the field of biological diversity will in the coming year concentrate on:

- Fulfilling the international commitment to reducing the depletion of biological diversity by 2010, inter alia, by setting time-bound targets for the preservation of biological diversity.
- Intensifying national and regional efforts to strengthen protection of the marine environment.
- Intensifying its efforts to develop an international regime for access to a fair share of the benefits arising from the use of genetic resources and management of traditional knowledge and the rights of indigenous and local peoples in relation to biological diversity.

### *Chemicals*

As a rule, the handling of chemicals in most developing countries is highly inadequate in terms of the risks involved and far from satisfactory in countries undergoing transition. People and environments in other countries are exposed to risks from exported products. It is especially important to establish preventive controls before chemicals are released to the market for use. Supporting the development of chemical control in



countries where this is currently inadequate will help to reduce health and environmental hazards in Sweden's partner countries. Appropriate chemical control will also enable partner countries to comply with international chemicals conventions and achieve cleaner products and production, which will reduce health and environmental risks in all countries, both rich and poor. At the World Summit on Sustainable Development in Johannesburg in 2002 the heads of state and government agreed on a global chemicals strategy to be in place by 2005. A generational goal was also adopted, i.e. to ban the use and production of chemicals that lead to serious environmental and health effects by 2020. A decision was also taken to establish a global harmonized system for classification and labelling of chemicals by 2008 and to reduce the risks of heavy metals that are harmful to human health and the environment.

Effective chemical control increases competitiveness in international trade and is necessary for the development of sustainable patterns of production and consumption. The purpose of Swedish measures in this field has primarily been to raise awareness of the importance of legal and institutional infrastructure in the partner countries and to support the building of such an infrastructure. Furthermore, Sweden has supported institutional capacity-building by means of training programmes, for example.

Within the framework of global development policy the government has focused, in the field of chemicals, especially on:

- Supporting and developing the best way of improving capacity in developing countries in order to ensure satisfactory chemical control within the framework of negotiations on a global chemical strategy.
- Finding solutions within the framework of ongoing international efforts to the question of how developing countries should deal with heavy metals in order to address serious effects on health and the environment.
- Supporting and expediting efforts to phase out the use of persistent organic compounds such as DDT by means of preventive measures and transition to alternative pest control methods.

#### *Institutional issues in the environmental sector*

The government prioritizes measures to help build and consolidate institutions and societal structures. Disseminating knowledge relating to environmental technology is one important Swedish contribution to reducing the adverse impacts on the global environment. As regards capacity-building, the Swedish environmental agencies have a key role and the importance of their task has been increasingly emphasized by the new global development policy. The Swedish Environmental Protection Agency has been commissioned by Sida to cooperate with Sweden's partner countries in strengthening their environmental protection structures and supporting them in the implementation of international obligations in the environmental sector. A review is also in progress of the agreements between Sida and the Agency on the establishment of deeper long-term cooperation. Several other agencies have the potential

to reinforce the contributions to capacity-building in developing countries.

Apart from inter-agency cooperation, there is also a need for direct financial support to enable developing countries to take part in the development of the international environmental agreements that they have signed. Sweden helps to support the least developed countries' participation in Conferences of the Parties. Sweden also provides support through international organizations for measures related to follow-up of Agenda 21 and the World Summit in Johannesburg in 2002.

Multilateral regional cooperation in Europe on the environment and sustainable development focuses on integrating the different policy areas and ensuring coherence between them.

Sweden plays an active part in the OECD to make sure that the work towards the achievement of sustainable development continues.

The United Nations Environment Programme (UNEP) is the leading global environmental body, and its tasks include setting the global environmental agenda and promoting collective implementation of the environmental dimension of sustainable development. For some years now UNEP has observed the motto Environment for Development. Natural resources are regarded as the assets of the poor. Sweden has for many years been one of UNEP's top ten financiers. Priorities and positions have been adopted in a strategy for Sweden's policy in relation to UNEP in order to make it clear how Sweden would like global environmental cooperation to develop and how Sweden can best contribute to that end. One important element of the strategy is closer cooperation in the UN system so that UNEP makes full use of its mandate as a catalyst for environmental protection in the UNDP, the World Bank and other bodies engaged in the fight against poverty.

## 2.11 Industrial, labour market and transport policy

The objective of industrial policy is to promote economic growth in Sweden through the activities of more, and more dynamic, enterprises. The measures undertaken in this context include information about entrepreneurship, advisory services, financing and simplification of rules in order to reduce enterprises' administrative burden. In addition, the private sector has been identified as a key player, whose knowledge, participation and commitment are needed in order to achieve the Millennium Development Goals and the objectives of global development policy. The major multinational development conferences of recent years have agreed on the importance of creating better conditions for business to contribute to equitable and sustainable global development.

Poverty reduction is only possible in the presence of economic growth and business and industry development in the partner countries, not least for small and medium-sized businesses run by both women and men. Enterprises in richer countries can play a very important part for the development of poor countries in the course of their regular activities by means of investment and operations in developing countries and by imports from them. An environment that stimulates development of the

private sector is essential for investment. Development cooperation can play a catalytic role in this connection by helping to create the right conditions.

*Promotion of Swedish trade with developing countries*

Sweden's development cooperation and its business sector have, although for somewhat different reasons, a common interest in the development of Sweden's partner countries. A vital private sector is a key player, and its knowledge, participation and commitment are needed in order to achieve development.

Swedish enterprises are developing more and more new business models for operations in developing countries. These business models are often based on proactive knowledge transfer as a means of creating new markets and cooperation partners. It is important to make the most of the capacity of the Swedish resource infrastructure for providing innovative solutions that can prove useful in connection with the developing countries' efforts to improve the conditions of poor people. Active involvement and close dialogue between Swedish enterprises and Sweden's foreign representation is very important in the context of business ventures that are relevant to global development. To mention one example, a loose alliance has been formed between several large Swedish enterprises in order to develop and apply business models that can help to achieve the Millennium Development Goals. The enterprises have opened a dialogue with the government on this matter. It is often necessary to reduce commercial and political risks to secure useful investments.

The private sector can also contribute to development in terms of a rights and gender equality perspective. Swedish enterprises are well aware of their social and environmental responsibilities and the importance of respect for human rights. Many enterprises are involved in practical efforts to implement these principles and voluntary, market-driven efforts in this area are growing dynamically.

The Sustainable City project is a concrete example of how Sweden's export promotion policy contributes to equitable and sustainable global development. The concept is the result of cooperation between the Government Offices and the Swedish Trade Council in consultation with a large number of the enterprises concerned. It presents in an integrated manner the broad expertise in the field of urban infrastructure that exists in the private sector and among local authorities in Sweden. The concept also disseminates knowledge about models and solutions that could contribute to sustainable development. While Sustainable City demonstrates innovative Swedish solutions in areas such as water supply, wastewater treatment, transports, energy and waste disposal, the concept helps to improve the lives of poor people in urban areas. The concept was launched at the World Summit on Sustainable Development in Johannesburg in 2002 in the form of a Swedish-Chinese partnership with the aim of addressing rapid urban development in China.

Sweden also supports the work of UN Habitat of promoting sustainable urbanization.

The government's desire to promote corporate social and environmental responsibility represents a significant link between an active trade policy aiming at increased transparency and freer trade and a foreign policy that forcefully emphasizes the importance of human rights and sustainable development.

Many developing countries are concerned that the demands for corporate social and environmental responsibility are motivated solely by protectionism. Since the aim of corporate responsibility is to promote development and not to affect the developing countries' opportunities for participation in the world markets, it is extremely important that Sweden's policy in this area should be based on international conventions such as the ILO's core conventions, which establish a global 'minimum level of decency'.

In order to encourage Swedish enterprises to assume social and environmental responsibility, including measures to combat corruption, the Prime Minister launched the Global Responsibility Initiative in March 2002. The initiative is based on the OECD's Guidelines for Multinational Enterprises and the principles laid down in the UN's Global Compact Initiative. Under this initiative a dialogue is pursued, at both the national and international levels, with enterprises, NGOs, trade unions and popular movements on ways and means of reinforcing the private sector's contribution to equitable and sustainable development and poverty reduction in the world by increased social and environmental responsibility. At present, a review is being carried out of instruments that are available to the government for the purpose of promoting corporate social and environmental responsibility, e.g. state ownership policy, state-aided export funding, public procurement, gender equality programmes, promotion activities and activities in various agencies. The government will also increasingly instruct the competent authorities to review the linkages between their activities and the issue of corporate responsibility.

The state should set a good example by promoting social and environmental responsibility. An important feature of state ownership policy is that state-owned companies must have a well-considered strategy for addressing these issues. The government's ambition is also that the promotion of gender equality in Sweden will set a good international example. Environmental concerns, social issues and ethics should be obvious parameters for assessments of management decisions in state-owned companies.

#### *Labour market and working life issues*

OECD studies indicate that there is a positive correlation between core labour standards and economic development. The ILO recently published the report *The Social Dimension of Globalization*, which emphasizes that employment is the key to creating development and reducing poverty. The World Bank has launched a research agenda for integrating labour market policy into its development programmes. The government is also keeping track of the progress being made on the ILO's Decent Work

Agenda. Sweden is in favour of the ILO intensifying its work in employment and cooperating with other international bodies on these issues.

The government's view is that an effective distribution system based on full employment and effective social welfare mechanisms for both women and men is a key factor for a fair globalization process. In the ILO framework Sweden emphasizes the need to base development and globalization on democracy, transparency, good governance at all levels of society and respect for human rights and basic working conditions.

The EU member states formulated national action plans against poverty and social exclusion in the first half of 2003. The ambition is now to focus on the gender perspective and on the risk of immigrants falling victim to poverty and social exclusion. It is important from Sweden's point of view to be successful in integrating immigrants into the labour market without relaxing the rules on employment security. The aim of improving working conditions is considered an element of the social dimension in the EU and it is one of the main aims of EU cooperation. This ambition, like the balance that must be struck between the perspectives of the poor and their right to seek to improve their lives, on the one hand, and, on the other, the possibility of protecting immigrants from exploitation in the Swedish labour market and the developing countries from losing skilled labour are major challenges for Sweden's industrial and migration policies.

### *Transport*

Transport volumes are increasing in response to growing world trade. This also applies to developing countries, whose trade with other countries is an important factor for their development. Increasing transport volumes also entail new global and national challenges. Unsafe transports are a security risk entailing environmental, health and financial consequences. Pollution is a transboundary phenomenon, but like financial instability and dangerous work it tends to affect poor people most. Sweden's transport policy therefore contributes to achievement of the objectives of global development policy by promoting global know-how transfer in the transport sector.

Swedavia, a subsidiary of the Civil Aviation Administration, develops, produces and exports aviation know-how. Its international development projects focus to a large extent on strengthening the institutional capacity of the civil aviation authorities in the countries concerned.

The Swedish Maritime Administration takes active part in convention activities within the framework of the International Maritime Organization, which traditionally include preventive marine safety and environmental protection.

SweRoad, a fully state-owned company managed by the Swedish National Road Administration, is involved in activities abroad whose purpose is to make Swedish road and traffic safety know-how available to other countries. These services are provided on commercial terms and paid for directly by the customer or through national and multilateral development cooperation. In 2003 it operated in about 20 countries in Eastern Europe, Central America, Africa, the Middle East and Asia.

All countries share responsibility for the world's forests. They constitute an important industry that supplies the world's growing population and is important to the global environment. The need to husband natural resources and preserve biological diversity to ensure efficient ecosystems is essential for forestry both at home and in developing countries. Sweden contributes to sustainable forestry by setting ambitious goals in the Swedish forestry sector and by its measures within the framework of development cooperation.

Sweden is engaged at the national and EU levels in efforts to prevent the trade in illegally logged wood. Illegal logging is a problem in many countries, and corruption, which diverts substantial revenues from the state, is even more common.

The government has decided that Sweden will pioneer the shift to economically, environmentally and socially sustainable development.

### *Energy policy*

Sufficient energy supplies are essential for development. The World Summit on Sustainable Development in Johannesburg in 2002 emphasized the importance of providing access to reliable, affordable and environment-friendly energy services to combat global poverty. Rising oil prices are not only an obstacle to growth in rich countries, they also hamper global efforts to fight poverty. It is therefore very important to diversify resources of energy and thus reduce dependency on oil.

The global conference on renewable energy in Bonn in 2004 focused on renewable energy as a way of increasing diversification and meeting the need for sustainable energy systems. In order to increase the proportion of renewable energy in developing countries there must be energy markets that include renewable energy, as well as research and development, institution-building and technology and know-how transfer.

An important aspect of the discussion on energy in developing countries is the need to raise awareness of the situation of women. In many parts of the world women are responsible for energy use in households, and the energy supply has a major impact on women's daily lives. There is therefore a need to apply a gender equality perspective to decisions in the energy sector.

Sweden has long experience of efficient energy use and the use of renewable energy sources and can therefore contribute both technological and institutional know-how in this area.

Sweden also plays a leading international role when it comes to improving the environmental characteristics and efficiency of energy systems and ensuring that they are sustainable. This applies both in multilateral and bilateral contexts. For more than 10 years Sweden has worked on projects in Central and Eastern Europe the purpose of which was to implement a shift from fossil fuels to biofuels. More recently, Sweden has also supported restructuring entire electricity systems in several Eastern European countries, one aspect of which is to help build institutional capacity for managing new energy systems.

A number of important sectors, which through their own activities promote global development were presented in the previous sections. These sectors, as well as many others, play an important part in creating development opportunities for poor countries and people. The above sectors have long been important in the context of development cooperation too, and its role in this connection is to create the necessary conditions for poor countries and people to benefit from the opportunities provided by progress in other policy areas. The main objective of global development policy – to contribute to equitable and sustainable global development – applies to Sweden’s development cooperation, as it does to other policy areas. The specific objective of development cooperation is to help to make it possible for poor people to improve their living conditions and the main focus of Sweden’s development cooperation is the poorest countries.

Development cooperation is one of many instruments of Sweden’s general global development policy. International development cooperation will continue to be very important for many poor countries. The principle of international development cooperation is to support national policies, not to replace them. The partner countries’ ownership of and responsibility for the development process is crucial. Cooperation is based on the countries’ own national development strategies and the countries are helped to develop the capacity they need to formulate their own strategies. The partner countries’ own measures and policies are the most important development factor, but development cooperation can be an important complement.

The role of development cooperation is to contribute to processes that pave the way for reduced poverty. Important elements are capacity-building and institutional development. For many years Sweden has been involved in rather extensive cooperation with developing countries on administrative capacity-building. The efforts made by authorities such as the Swedish Tax Agency, the Financial Management Authority and Statistics Sweden are examples of this. Cooperation takes place both bilaterally and within the framework of the EU’s development assistance (EU twinning). The government regards the authorities’ programmes in the partner countries as an important and effective tool for development.

Development cooperation may also have a catalytic effect with regard to measures in other policy areas and can help partner countries to benefit from the opportunities created by coherent policies.

This chapter contains a description of what can be done in development cooperation to contribute to the objectives of global development policy. Coherence issues are discussed in the light of the role of global development cooperation and in relation to other policy areas at the national level. The activities now under way as a result of the government bill on global development are also described. Reports on objectives and their achievement are essential to make it possible to improve policies. Such reports are submitted annually in the Budget Bill.

Sweden aims for coherence between development cooperation and other policy areas within the framework of equitable and sustainable global development at the national level, in the EU, the OECD, the UN and the international financing institutions.

Sweden's policy in the multilateral organizations is expressed in strategy documents. In a dialogue with the multilateral organizations and in the organizations' normative activities Sweden vigorously pursues the issue of harmonization and coordination between various UN agencies, the World Bank, the IMF and the regional development banks. Other issues that are emphasized include the need of a distinct poverty focus, increased gender equality and environmental considerations.

At the international level, the consensus within the framework of development cooperation has increased as a result of several important international conferences and the Millennium Declaration and the Millennium Development Goals. There is nowadays an internationally agreed agenda for global development. At the policy level Sweden's development cooperation is well in line with that conducted by the UN organizations, the World Bank and the regional development banks. The prioritization of various issues differs, but this is also a result of the differences in the mandates.

There are people in central government, the private sector and NGOs who have substantial knowledge about conditions and the state of development in poor countries, and they are therefore important informants on development and poverty issues within the framework of Sweden's efforts to improve the coherence of policy on equitable and sustainable global development. Sida, with its in-depth knowledge of development issues, has an important task in this connection. Sida also has an important role when it comes to supplying contacts between the players in other policy areas and in developing countries. Bilateral development cooperation thus supports broader relations due to its principal task of reducing poverty.

There are many areas where knowledge support and strong links between international development cooperation and other policy areas have contributed to positive interaction and development. Migration and development, which in recent years have been high on the international agenda, is one example. The dialogue between Sida, the Government Offices and the Swedish Migration Board on migration and development has intensified in the past year. Other examples are trade, wider cooperation between Sida and the National Board of Trade has improved, both as a result of the authorities' initiatives and of explicit instructions concerning cooperation in the appropriation instrument from the government, and the environment, where similar relations have been developed between Sida and the Swedish Environmental Protection Agency.

Development cooperation players support other policy areas to contribute to equitable and sustainable global development in their regular activities by passing on information or supplying contacts. Development cooperation can also help developing countries to take



advantage of the opportunities created by the trend towards increasingly coherent policies in other areas.

An example may be mentioned from trade and agriculture policy. Wider access to other countries' markets and elimination of the rich countries' trade-distorting agricultural subsidies would make it possible for developing countries to generate growth, which is essential for lasting poverty reduction. Richer countries would immediately be able to benefit from these opportunities. But poor developing countries often lack production capacity and trade-related infrastructure, such as quality assurance systems. Their capacity for taking immediate advantage of trade opportunities on their own is limited. This may explain why the broad market access to the EU enjoyed by the least developed countries has made so little difference. Another example has to do with measures to promote the developing countries' participation in multilateral negotiations on the environment and fulfilment of their obligations in that connection. Compliance with agreements is essential for the credibility of the multilateral system and for the environmental sustainability of global development.

Development cooperation can bridge the gap between the opportunities created by coherent policy and real-life conditions in the partner countries. It is important, in connection with development cooperation strategies, to carry out careful analyses of the opportunities that exist or can be created by coherent policy and how they can be followed up.

*More effective development cooperation, cooperation strategies and an independent evaluation structure*

Sweden's global development policy emphasizes that Sweden should seek to make international development cooperation more effective by means of untying, better coordination, simpler procedures and more scrupulous monitoring and evaluation.

One method used by Sweden to improve the effectiveness of international development cooperation is harmonization and untying. Untied aid is generally considered a better option for the use of aid funds, as well as leading to the assumption of more responsibility by the partner countries. Nevertheless, decisions to untie aid must not distort competition between donors. A discussion is in progress in the OECD/DAC and the EU on what to do next as regards untying. There is an international agenda for simplifying aid procedures. The aim is to reduce the administrative burden for the partner countries. The OECD/DAC plays a key role in efforts to define aid and improve its effectiveness. Sweden co-chairs an OECD/DAC group on harmonization of aid procedures together with the World Bank. The aid donors have agreed to draft plans on implementation of their harmonization. All the donors will report on the progress they have made at a conference that is scheduled for March 2005 in Paris.

Developing countries often receive aid from several different quarters. The diversity of aid measures makes great but necessary demands on the developing countries. An important task that must be faced by the donors is therefore to help developing countries by means of coordination, devising similar procedures and supporting capacity-building. Sida has,

in particular, pursued harmonization efforts in cooperation with the Nordic+ Group, which includes the Nordic countries and the Netherlands, the United Kingdom and Ireland. A joint action plan has been adopted to accelerate harmonization measures. A relatively new form of cooperation between donors has been developed, i.e. 'delegated cooperation'. This makes it possible for donors to cofinance projects where another donor administers foreign aid for the project.

The poverty strategies that have been adopted in the countries concerned with popular participation are currently the best tools for reducing poverty and form a platform for more effective and coordinated development cooperation. It is important to adjust and gradually shift to using the partner countries' own systems. In Zambia, for example, several countries have elaborated a plan for implementation of such a process together with the Zambian authorities.

Humanitarian operations differ from long-term development cooperation. Actions are taken entirely in accordance with basic humanitarian principles – impartiality, neutrality and independence – and are based on humanitarian law. The parliamentary resolution on global development policy emphasizes that humanitarian actions should be strengthened. Sweden has therefore continued to play a leading role in international action on good donorship for the purpose of increasing the effectiveness and coherence of the donors' efforts and to improve coordination between the different humanitarian players. It is still important to promote respect for international humanitarian law, to seek to strengthen the protection of civilians, to improve coordination and promote UN-led actions and operations, to strengthen the management and financing of transitional phases between crisis and recovery and to strengthen funding in general. Sweden does what it can to ensure that the EU's humanitarian activities develop on the same lines as those of the UN.

The bill on Sweden's global development policy proposes that a new planning instrument should be designed to give a larger picture of development, including the measures that Sweden intends to take in other policy areas in cooperation with various countries. They should reflect the measures that Sweden intends to take in various policy areas. New guidelines are being drafted for the elaboration of cooperation strategies for developing and transition countries. These guidelines are scheduled to enter into force in January 2005. They are also expected to deal with the administration of budgetary support.

The bill also proposes setting up an independent structure for evaluation of Sweden's international development cooperation. This matter is being considered in the Government Offices, and the government intends to report back to Parliament in connection with the 2005 Budget Bill.

### 3 The Millennium Development Goals

The Millennium Summit was held in the UN headquarters in New York in 2000. Heads of state and government from 189 nations participated,

including Sweden's prime minister. The summit agreed on a Millennium Declaration that was subsequently adopted by the UN General Assembly. The Millennium Declaration declares that global development calls for a coordinated approach, common security, poverty reduction, health, education, environment, human rights and democracy. The Millennium Development Goals were formulated on the basis of the Millennium Declaration.

The eight Millennium Development Goals are:

Goal 1: Eradicate extreme poverty and hunger

Goal 2: Achieve universal primary education

Goal 3: Promote gender equality and empower women

Goal 4: Reduce child mortality

Goal 5: Improve maternal health

Goal 6: Combat HIV/AIDS, malaria and other diseases

Goal 7: Ensure environmental sustainability

Goal 8: Develop a Global Partnership for Development

The developing countries themselves have the main responsibility for achieving the Millennium Development Goals at the national level. But in order to achieve decisive results great changes will also have to be made in the policies of the rich countries, including their policies on agriculture, debt management, trade terms and investments. These may make a greater impact on developing countries than development cooperation, which must also be expanded. The rich countries' obligations are basically summarized under Goal 8 on global partnership.

The results of the International Conference on Financing for Development in Monterrey and the World Summit in Johannesburg, both in 2002, are also important in this connection. The Monterrey Consensus introduced a new kind of partnership between developing countries and rich countries in order to attain the Millennium Development Goals and sustainable global development. The developing countries undertook, among other things, to create favourable national conditions for development, including democratic development, sound economic policy and abolition of corruption. The rich countries undertook to support these efforts, inter alia, by increasing appropriations for development cooperation and improving the effectiveness of aid measures. The Johannesburg summit recognized sustainable development as a guiding principle for the work of the UN and adopted the fight against poverty, sustainable patterns of consumption and production and the preservation of the national resource base for economic and social development as three essential conditions for sustainable development.

Progress towards the Millennium Development Goals is monitored at both global and national levels. The UN Secretary-General submits an annual report to the UN General Assembly on implementation of the Millennium Declaration and on progress towards achievement of the Millennium Development Goals. A comprehensive report is to be submitted every five years. The next comprehensive report is scheduled for 2005, five years after the Millennium Summit, and a new summit will be arranged by the UN the same year. The 2005 summit will bring together heads of state and government from all over the world and will be an important checkpoint for future efforts towards achievement of the

Millennium Development Goals and also for evaluation of progress towards the goals adopted at Johannesburg. Sweden is involved in efforts to make the 2005 summit a constructive and forward-looking event during which an integrated approach is adopted to development issues.

So far 67 developing countries have submitted country reports on the goals. It should be possible to use these reports for the purposes of national and local campaigns as instruments to engage politicians, decision makers, civil society and the media in efforts to achieve the goals.

The government has proposed that both rich countries and developing countries should report and be scrutinized regarding their political choices and implementation of their commitments to achievement of the Millennium Development Goals. This is a question of joint responsibility and transparency. Sweden has pursued the issue of creating an institutional framework for the rich countries' reports on the Millennium Development Goals, especially Goal 8. A format for the Millennium Development Goals reports has been produced by the OECD/DAC. The format is a model for rich countries' reports on these goals and includes indicators under Goal 7 and Goal 8, as well as some indicators on other resource flows from rich countries to developing countries.

Sweden has written its first millennium goal report with special reference to Goal 8. A draft of the report was presented at the UN Economic and Social Council (ECOSOC) at the end of June 2004. The report declares that the promotion of gender equality and an improvement in the situation of women are essential conditions for achievement of the Millennium Development Goals.

In Sweden's view more indicators should be developed for Goal 8. No time limits are specified, for example. Furthermore, indicators should be developed for policy coherence in the rich countries. The appropriation instrument for Sida contained instructions to take part in the further elaboration of indicators on achievement of the goals, especially Goal 8.

The European Commission will prepare a summary EU report on the Millennium Development Goals, in particular measures taken with reference to Goal 8, as a contribution to the 2005 summit. The EU report will focus on the progress made by the Community and the individual member states in integrating the Millennium Development Goals into their development policies, what the member states have done so far to contribute to progress towards achievement of the goals and what future measures can be identified.

Sweden has also launched a millennium campaign called the World's Chance Project, which is being conducted in close cooperation between the Government Offices and organizations and enterprises in Sweden. The purpose of the campaign is to make sure that there is a strong Swedish opinion in favour of the Millennium Development Goals.

## 4 Organization, information and opinion formation

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The bill *Shared Responsibility: Sweden's Global Development Policy* (Gov. Bill 2002/03:122) does not propose any concrete measures as regards the organization of overall conduct of the new policy. Instead, it emphasizes that implementation of the policy calls for better coordination between the ministries and that all policy areas must share responsibility for implementation. In its resolution Parliament declared that the government should make it clear where the coordinating responsibility for global development should lie and ensure that any conflicts of interest that arise can be settled at the political level. Parliament drew attention to:

- The importance of an integrating, coordinating and proactive structure for global development policy to be successful.
- The need of strategies for facilitating implementation of the policy.
- The importance of operational goals for each policy area with respect to the objective of equitable and sustainable global development.

The key to implementation of the policy is that each policy area is responsible for identifying where and how the policy can be integrated. However, successful conduct of the policy depends on the existence of structures to meet the need of coordination and information support that the new policy generates between the policy areas.

Some changes have been made in the Ministry for Foreign Affairs during the spring to facilitate implementation of the new development policy.

### *The Budget Bill and appropriation instruments*

The national budget and the appropriation instruments addressed to government agencies are important steering instruments for the work of the government. A start was made in 2003 on integrating the goals of global development policy into these instruments. As other policy areas familiarize themselves with development policy, this work will be perfected and simplified.

### *Information and communication*

Global development policy calls for broad participation from all players in society. Information, communication and opinion formation are important tools for raising awareness and creating debate about the policy that is pursued. Participation by many different parties in the process of disseminating information about the implications of the policy for various sectors will strengthen the policy. The government proposed in the Global Development Policy Bill that a citizens' forum consisting of representatives of the parliamentary parties, organizations, business, the government and public authorities should be set up in order to promote a broad social dialogue. This was approved by Parliament. The

intention is to set up a citizens' forum and to let it adopt on its working arrangements in the autumn of 2004 and the following year. Its activities will be determined by the various players and stakeholders in the forum. Suggestions have been made that the forum should encourage discussions on conflicts of interest in Swedish policy and promote cooperation between various players by means of exchanges of experience and mutual learning.

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## Explanation of abbreviations

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Annex 1

Cards	Community Assistance for Reconstruction, Development and Stability in the Balkans
CBD	Convention on Biological Diversity
CBSS	Council of the Baltic Sea States
DAC	Development Assistance Committee
EAPC	Euroatlantic Partnership Council
EBRD	European Bank for Reconstruction and Development
ECOSOC	Economic and Social Council
EEA	European Economic Area
EC	European Community
EGDI	Expert Group on Development Issues
EIB	European Investment Bank
EPA	Economic Partnership Agreement
EU	European Union
FAO	Food and Agriculture Organization
GAERC	General Affairs and External Relations Council
GDN	Global Development Network
GMO	Genetically modified organism
HIPC	Heavily Indebted Poor Countries
ILO	International Labour Organization
IMF	International Monetary Fund
INCP	International Network for Cultural Policy
IOM	International Organization for Migration
IPPC	International Plant Protection Convention
ISAF	International Security Assistance Force
JMC	Joint Military Commission
KFOR	Kosovo Force
MFS	Minor Field Study
MONUC	United Nations Observer Mission in the Democratic Republic of Congo
NIS	New Independent States of the former Soviet Union
NNSC	Neutral Nations Supervisory Commission
OECD	Organization for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PFP	Partnership for Peace
Phare	Poland and Hungary Action for the Restructuring of the Economy
SAMP	The Swedish African Museum Programme
SAREC	Research Cooperation (Sida)
Sida	Swedish International Development Cooperation Agency
SDT	Special and Differential Treatment
SFOR	Stabilization Force Bosnia-Herzegovina
SRSA	Swedish Rescue Services Agency
Tacis	Technical Assistance to the Commonwealth of Independent States
TB	Tuberculosis
UN	United Nations

UNAIDS	United Nations Programme on HIV/AIDS	Comm. 2004/05:4
UNCTAD	United Nations Conference on Trade and Development	Annex 1
UNDP	United Nations Development Programme	
UNEP	United Nations Environment Programme	
Unesco	United Nations Educational, Scientific and Cultural Organization	
UNFPA	United Nations Population Fund	
UNHCHR	United Nations High Commissioner for Human Rights	
UNHCR	United Nations High Commissioner for Refugees	
UNMIL	United Nations Mission in Liberia	
WHO	World Health Organization	
WSSD	World Summit on Sustainable Development	
WTO	World Trade Organization	



## Ministry for Foreign Affairs

Extract of the minutes of the Cabinet Meeting of 9 September 2004

Present: Prime Minister Persson, Chair, and Ministers Engqvist, Ulvskog, Sahlin, Pagrotsky, Östros, Messing, Lövdén, Ringholm, Bodström, Sommestad, Karlsson, Lund, Nykvist, Andnor, Nuder, Hallengren, Björklund, Holmberg, Jämtin

Rapporteur: Carin Jämtin

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The Government adopts Communication 2004/05:4, *Sweden's Global Development Policy*