4.9. Sweden[284]

Sweden's interest in M&D issues dates back to *2002*, when the government elaborated its Policy for Global Development. In 2008, migration was upgraded to one of the six global challenges that were considered crucial for Sweden's ability to contribute to development through coherent policies. The Swedish approach to M&D is dominated by *two issues: advocacy for the circular migration model*, considered a specific pattern of mobility, *and concerted efforts towards greater policy coherence*. Hence, contrary to other countries that focus primarily on diasporas or remittances Sweden has adopted an M&D perspective focusing on a comprehensive approach that includes measures within different fields such as labour regulations, human rights, and trade policies. There is however no specific government policy for migration guiding Sweden's international development cooperation.

On the international scene, Sweden is a *pioneer in pursuing Policy Coherence for Development (PCD)*, including M&D), as well as the way in which PCD is anchored in the formal government policy framework. The overall responsibility for M&D in the Swedish Government rests with the Ministry of Justice. However, Sweden applies a 'whole of government' approach that contributes to coherent policies on M&D. The approach adopted by Sweden's international cooperation agency, Sida, has been to highlight migration issues within each of its priority areas, rather than to set up a specific M&D unit. Migration issues are thus mainstreamed in two ways: in development policies (via remittances transfer, brain gain, diaspora cooperation), and in migration policies tackling development (via labour policy, circular migration, return and reinstallation). On the international scene, Sweden is an *important donor* and driver especially in eastern cooperation and dialogue frameworks, as well as within the GFMD. Finally, Sweden is a crucial actor in the European asylum process, which is also considered a development tool.

4.9.1. The Migration and Development concept

Sweden has *no specific M&D policy*, but within its 2008 policy for global development[285], migration has been identified as one of the six global challenges that are key to Sweden's effective contribution to the goal of equitable and sustainable global development. Hence, Sweden does not consider M&D to be a separate policy area, but argues that in

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284 *After the end of the data collection period for this study, the Government Offices of Sweden published a Programme document on "The Swedish Chairmanship of the Global Forum on Migration and Development (GFMD) 2013-2014 and Swedish participation in the UN high-level dialogue on international migration and development in autumn 2013". The programme document lays the foundation for the Swedish chairmanship of the GFMD and illustrates the involvement of the Swedish government in various international processes. Its results have neither been reflected in the country chapter on Sweden nor in the comparative part in order to have the same data collection cut-off date for all countries. The document can be accessed online at https://www.gfmd.org/en/docs/sweden-2013-2014.*

285 Government Offices of Sweden, *Government Communication 2005/06:204, Sweden's policy for global development,* Stockholm, 2005; viewed on 27 July 2012, http://www.sweden.gov.se/content/1/c6/07/01/68/3e990ee4.pdf.; *Government Offices of Sweden, Government Communication 2007/08:89, Sweden's Policy for Global Development, Stockholm, 2007,* viewed on 27 July 2012, http://www.sweden.gov.se/content/1/c6/11/32/83/778a0c48.pdf.

order to promote synergy linkages between M&D and to enhance the development effect of migration, *policy coherence is the entry point*. Therefore, Sweden perceives M&D as an issue that can only effectively be pursued through increasing the coherence and synergies between policies that have a positive impact on development, e.g. labour, migration, trade, social and development policies, as compared with a focus on the implementation of small-scale development projects that have a migration focus. Therefore, Sweden's *holistic approach to M&D* differs from the very hands-on approaches observed in other European countries.

The *1996 Government Bill "Swedish migration policy in a global perspective"*[286] represents Sweden's first attempt to deal with migration as a cross-cutting issue, highlighting that migration policy should be approached through a holistic perspective that includes refugee, immigration, control and return policies. The Bill also declares that migration should be seen as part of Sweden's foreign-, security-, trade- and development assistance policies.

The *2002 Government Bill "Shared Responsibility: Sweden's Policy for Global Development"*[287] provides a framework for mainstreaming migration into Sweden's overall development policy, although the document does not yet refer to the M&D concept. Instead, the Bill highlights different aspects of the migration-development nexus such as circular migration, productive investment of remittances and brain-gain. Hence, one can read: "Migration is a development issue. When

people cross borders to seek work, study or do research, this creates opportunities for development [...] Emigration can lead to a loss of human resources and waste of the investments made in education ('brain drain'). This problem should be addressed by development efforts that increase opportunities and make it more attractive for people to study and work in their country of origin. More effort is needed to improve opportunities for people in developing countries to study abroad and then return home with an education and professional qualifications. Measures must be taken to enhance the contribution to development made by migrants in their home countries in the form of business contacts and experience of other types of societies. In aggregate, the money sent home by migrants greatly exceeds expenditure on international development assistance. Sweden should seek to ensure that transaction costs are reduced, and that these resources enhance development effects."[288]

Two *Governmental communications[289] from 2005 and 2008* finally introduced the M&D concept into the Swedish political vocabulary. The 2005 communication stipulates that "The contribution of migration policy to equitable and sustainable global development is exemplified by … the development effects of the remittances – the money that migrants send home – and repatriation." The 2007 communication then provided action-oriented suggestions for Sweden's M&D policy, with migration flows defined as one of six key challenges in promoting equitable and sustainable global development. The Communication defines the Government's aim, which is "promoting the

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286   Government Bill 1996/97:25, Swedish migration policy in a global perspective, Stockholm, 1996.

287   Government Bill 2002/03:122, Shared Responsibility: Sweden's Policy for Global Development, Stockholm, 2002, viewed on 27 July 2012, http://www.sweden.gov.se/content/1/c6/02/45/20/c4527821.pdf.

288   Ibid.

289   Government Offices of Sweden, 2005, op. cit.; Government Offices of Sweden, 2007, op. cit.

integration of migration issues into developing countries' poverty reduction strategies and development plans, as well as into Swedish and EU development cooperation strategies." Indeed, Sweden wants to strengthen the positive links between migration and development through increased coherence between different policy areas, particularly with regard to labour immigration, remittances and knowledge transfer, as well as by offering protection to those who need it, for instance to refugees.

Sweden's perspective on M&D is dominated by the *concept of circular migration*. According to a high-level official within the Ministry of Justice, Sweden's understanding of circular migration differs from the widespread view according to which circular migration is equal to temporary labour programmes with a limited development impact. Instead, Sweden considers circular migration to be *a specific pattern of mobility* that should be encouraged by policy and legislation. In this perspective, labour market regulations are seen as an important tool for enhancing the migration-development nexus and the *2008 labour market reform* is considered a crucial step in facilitating circular labour migration from and towards Sweden. Most importantly, labour immigration now almost fully depends on the needs of Swedish employers; the controlling powers of government agencies are severely restricted and the labour market is open to workers of all skill levels.

The 2008 Government communication is based on the 2002 governmental bill but represents a new departure by concentrating on six global challenges that the Government has identified to be crucial for Sweden's potential to contribute to equitable and sustainable global development. Migration flows is one of the six global challenges. Three specific focus

areas have been identified for each global challenge. For migration flows, the focus areas are the following:[290]

1. Enhance the developmental effects of labour immigration to Sweden and the EU by:
   • Ensuring that the Swedish labour immigration policy reform helps to enhance the developmental effects of migration in developing countries, *inter alia* through circular migration;
   • Promoting productive employment, democracy, respect for human rights, and sustainable systems and institutions through development cooperation;
   • Promoting international exchanges of students, teachers and researchers.

2. Find sustainable solutions for refugees in need of protection by:
   • Supporting permanent and temporary return migration and return from Sweden;
   • Actively promoting a harmonised EU asylum and migration policy that will enhance Europe's ability to provide protection to those in need;

3. Promoting development and thereby help combat poverty, oppression, and prevent crises and conflicts that force people to flee, through effective foreign, development, security and defence policies.

4. Increase the development potential of remittances, as well as transfer of knowledge and skills to developing countries by:
   • Increasing knowledge about diasporas in Sweden and their contribution to development in countries of origin, as well as supporting activities

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290 Ibid.

that will encourage entrepreneur-ship among migrants in Sweden who want to contribute to development in their countries of origin;

- Promoting the transfer of knowledge from individual labour immigrants and diasporas to their countries of origin, through initiatives in private sector development, trade, development cooperation and other policy areas;

- Working for more secure and cheaper remittance transfers, *inter alia* by commissioning a website with the UK website Send Money Home as a model.

Through actions within these three focus areas, Sweden aims at both mainstreaming development issues in its migration policy (labour policy, circular migration, return and reinstallation) and mainstreaming migration issues in its development policy (remittances transfer, brain-gain, diaspora cooperation).

A concrete outcome of the Government's M&D approach was the Government's appointment in 2009 of an independent *Parliamentary Committee for circular migration and development*. The Committee's task was to map out circular migration and identify the factors that influence migrants' opportunities to circulate, i.e. to move from Sweden to their countries of origin as well as back to Sweden again. The final report "Circular migration and development - proposals and future perspectives" was presented on 31 March 2011 and contains concrete proposals in several policy areas aimed at facilitating circular migration and promoting its positive effects on development.[291] At the time of writing, the final report is being discussed by the government and will lead to concrete measures.

4.9.2. Institutional framework and policy coherence for Migration and Development

4.9.2.1 Ministerial responsibilities

The overall responsibility for M&D in the Swedish Government rests with the *Ministry of Justice* (Department for Migration and Asylum Policy) which is also responsible for Sweden's migration policy. There is, however, considerable cooperation on migration between the Ministry of Justice and the *Ministry for Foreign Affairs*. The Ministry for Foreign Affairs is responsible for coordinating Sweden's Policy for Global Development, through focal points in the ministries that contribute to the fulfilment of the PCD objective.

The Ministry of Foreign Affairs was reorganized on 1 September 2012. The Department for Development Policy was closed down. The Department was responsible for the day-to-day work on PCD and for drawing up and supervising the implementation of a number of specific policies for Sweden's international development cooperation. The policy work also included the Ministry's involvement in M&D. A small policy and analysis group with similar tasks has been established within the Department for Aid Management. This department has the responsibility for Sweden's bilateral development cooperation, for results management and methods development, and also for the coordination of PCD. Furthermore, there is a Department for Multilateral Development Co-operation. This department is also responsible for some policy areas, including M&D.

Within the Ministry of Justice, the Department for Migration and Asylum Policy deals with M&D

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291 Committee for Circular Migration and Development, *Final Report SOU 2011:28 - Cirkulär migration och utveckling – förslag och framåtblick,* Stockholm, 2011, viewed on 19 July 2012, http://www.regeringen.se/content/1/c6/16/51/52/8ab268ca.pdf.

related issues. The MOJ and the MFA hold regular joint consultation meetings. These meetings were more frequent in the past. In the wake of the chairmanship of the Global Forum on Migration and Development, from January 2013 to June 2014, Sweden also set up a *National Secretariat for the GFMD*. The Secretariat is hosted by the Ministry of Justice but reports both to the MOJ and the MFA and is equally funded by both ministries. In addition to the preparations for the Swedish chairmanship of the GFMD, the secretariat also assists in the preparation of position papers in view of this year's summit meeting of the GFMD in Mauritius, the discussions on the post-2015 development agenda and the 2013 UN High Level Dialogue.

The governmental structure and collective decision making procedures contribute to more coherent policies on M&D. This implies that the Minister for International Development Cooperation[292] can discuss migration concerns at equal level with the Minister for Migration and Asylum Policy. Also the secretariat established for Sweden's chairmanship of the Global Forum for Migration and Development contributes to more coherent migration and development policies.

Following the identification of migration flows as one of six focus areas for the new start of Sweden's Policy for Global Development, an *inter-institutional network group* was established which discussed M&D issues on a regular basis and which comprised the MOJ, MFA, the Ministry of Labour, the Ministry of Integration, the Ministry of Finance, as well as Sida and the Swedish Migration Board. An important outcome of the working group (no longer in operation) is that there are now well established and functioning informal working

methods for sharing information and for regular consultations among the different ministries as it provided the basis for common grounds and a common language.

In July 2009, a *parliamentary committee on circular migration and development* was appointed to discuss the M&D nexus in more depth, but after having handed in its report in 2011, the committee was dismantled.

4.9.2.2   Implementing agencies

Sida, which is under the responsibility of the Ministry of Foreign Affairs, manages 60% of Sweden's bilateral and multilateral aid and hence also projects which include M&D perspectives. Nevertheless, Sida has no official migration mandate, but efforts are made to integrate M&D perspectives into some of their projects and cooperation with partner countries.

The *Swedish Migration Board* also implements projects in the area of M&D. Sida and the Swedish Migration Board communicate and collaborate with each other and also implement joint projects in Eastern Europe.

Local authorities do not participate in the elaboration of Sweden´s global policy for development, but they play an important role in the reception of refugees, as this is managed at the local level.

4.9.2.3   Policy and institutional coherence

Sweden is among the most active states in the area 'Policy Coherence for Development' (PCD). In May *2003*, the *Government Bill "Shared Responsibility: Sweden's policy for Global Development"*[293] was handed over to the Swedish

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292 Within the MFA, three Ministers are appointed: The Minister for Foreign Affairs, Minister for Foreign Trade and the Minister for International Development Cooperation.

293 Government Bill 2002/03:122 (2002) *Shared Responsibility: Sweden's Policy for Global Development.*

parliament. The Bill presents an overall policy for global development with a common objective, i.e. to contribute to equitable and sustainable global development for all policy areas and to be achieved through coherent policies for development. Hence, Sweden has been in the forefront internationally to pursue PCD. Through applying a *'whole of government' approach* to policy coherence for development, the entire government rather than individual ministries are responsible for attaining the overall PCD goal. Annual reports on PCD, based on contributions from different ministries, are submitted to the Swedish parliament.

Concerning *Policy Coherence in Migration and Development, in 2007, the Government's communication*[294] officially introduced migration flows as one of the six main challenges to Sweden's policy for global development, and therefore migration issues are crucial to achieving the goal of contributing to equitable and sustainable global development.

In the Swedish *Working Paper* for the 2008 GFMD Roundtable Session 3.2 *'Policy and Institutional Coherence and Partners'*[295], Sweden outlines a definition for migration PCD: "Policy coherence refers to the systematic development of mutually reinforcing policies and decisions across government departments and agencies, as well as the promotion of synergies between different policy areas of relevance for migration and development, with the aim to maximize the impact on development. Policy coherence requires that development policy-makers recognize the importance of migration for achieving desired development outcomes and that migration policy-makers understand and consider the development

impacts of migration policies. Policy coherence necessitates close cooperation and coordination between relevant ministries, departments and/or agencies." Based on a survey, Sweden identifies three main elements which are essential in order to achieve policy coherence on M&D:

1. Political commitment;
2. Institutional capacity and forms of collaboration (formal and informal);
3. Financial, human and other resources.

According to a high-level official within the Ministry of Justice, coherence between M&D has been achieved on a policy level due to institutional arrangements and fruitful discussions, but the *challenge* remains to assure the *coherence of M&D objectives also within the projects* implemented. For instance, Sida has no official migration mandate up to now and the initiative to integrate M&D concerns therefore depends on individual initiatives. More generally, it was emphasised that *giving development agencies a migration mandate* would help to resolve this problem. The lack of an official mandate also partly explains why Sida staff is not aware of the objectives and challenges specific to the M&D approach. For instance, a study conducted within Sida showed that although some projects relating to remittances, diaspora engagement and local development in regions of origin, Sida staff responsible for these projects do not consider them as being M&D projects, as the concept remains blurry and relatively unknown.

4.9.3. Operationalising the Migration and Development policy

In general, projects and activities within M&D are *funded on an ad-hoc basis*, there is no spe-

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294 Government Offices of Sweden, 2007, op. cit.

295 Swedish Government, *Working Paper: Policy and Institutional Coherence within Government, Manila, Philippines, 29-30 October 2008, Stockholm, 2008,* viewed on 6 July 2012, http://www.gfmd.org/documents/manila/gfmd_manila08_contribution_to_rt3-2_sweden_background_paper.pdf.

cial budget line available. The funds generally stem from the budget of the *Ministry of Justice, Ministry of Employment and the Ministry for Foreign Affairs*, and also sometimes fall within the Swedish development aid portfolio. Sweden has a very transparent system of development aid attributions (Openaid), where all development projects are accessible and can be classified per countries, years, working areas and implementing partners. Given that Sweden´s development aid has no separate M&D sector or budget, but that migration is expected to be mainstreamed into all relevant development aid areas, there are no figures for an overall M&D budget. The Swedish government reports costs for asylum seekers and refugees for the first twelve months of their stay as Official Development Assistance (ODA) which accounts to 8.7 percent (2010) of the total net ODA.[296]

Since *2007*, in line with international reflections on development aid effectiveness, Sweden has adopted a *country focus approach*[297] in which development assistance is channelled to selected countries. Today, Sweden has 39 focus partner countries. Three categories of partner countries have been identified, with a strong regional focus on Africa and on Eastern Europe:

1. *Long-term partners (12)*: Burkina Faso, Ethiopia, Kenya, Mali, Mozambique, Rwanda, Tanzania, Uganda, Zambia, Bangladesh, Cambodia and Bolivia;

2. *Conflict or post-conflict partners (12)*: Burundi, Democratic Republic of the Congo, Liberia, Sierra Leone, Somalia, Sudan, South Sudan, Afghanistan, Iraq, West Bank-Gaza, Colombia and Guatemala;

3. *Eastern European reform partners (8)*: Albania, Bosnia and Herzegovina, Georgia, Kosovo, Moldova, Serbia, Turkey, Ukraine and Belarus.

In addition, Sweden has so-called partner-driven collaboration with seven countries.

Nevertheless, projects and activities that fall under M&D are not limited to Sweden's international development cooperation but also include other countries (e.g. through the Swedish Migration Board).

As far as Sweden's international development cooperation is concerned, a review of Sida's current regional and national cooperation strategies with third counties shows[298] that many mention migration and/or M&D, although few approaches contain any in-depth discussion around these issues. For instance, the Sida strategy for Cambodia addresses internal and regional migration and the question of irregular migration. Also, the Regional Strategy for the Middle East and North Africa involved the issue of remittances, the demographic pressure in the region, the need to take advantage of positive effects of migration and the establishment of circular migration programmes. Finally, the Strategy for Democratic Republic of Congo mentions the role of the diaspora role in development. Nevertheless, there is no overall, coherent approach that defines Sweden's M&D cooperation with third countries.

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296 OECD, *ODA Reporting of in-Donor Country Refugee Costs. Members' methodologies for calculating costs,* viewed on 22 November 2012, http://www.oecd.org/dac/aidstatistics/RefugeeCostsMethodologicalNote.pdf.

297 Ministry of Foreign Affairs, *Focused bilateral development cooperation,* Stockholm, 2007, viewed on 27 July 2012, http://www.regeringen.se/content/1/c6/08/65/95/c70b05d5.pdf.

298 Sida, *Underlag till policy om migrationsfrågor inom svenskt utvecklingsamarbete,* Stockholm, 2010, viewed on 6 July 2012, http://www.sida.se/Global/Development%20and%20cooperation/Underlag%20till%20policy%20om%20Migrationsfr%C3%A5gor.pdf.

There are a series of actions which are more or less clearly linked to internal mobility and international migration, for instance:

1. Projects in rural and urban development;

2. Projects aiming at preventing and mitigating the effects of environmental and climate change;

3. Projects on health (HIV), education and other social services;

4. Projects on counter trafficking.

Annex IIII.viii. presents some examples of development projects within M&D.[299] Swedish development cooperation is also channelling assistance to *multi-national agencies*with migration related issues and activities, including to UNHCR, IOM, ILO and UNODC. Overall, Sweden prefers to participate in larger projects rather than implementing smaller projects on its own.

Concerning lessons learnt from projects, it can be concluded that, from a Swedish perspective, the success criteria for projects conducted with an M&D objective is to consider policy coherence as the main entry point for the project.

4.9.4. Involvement in international fora on Migration and Development

On the international scene[300], Sweden is an *important donor country* and especially highlights the need to resolve protracted refugee situations, and to enhance circular migration models as development tools. The Swedish Migration Board, as well as Sida, wishes to establish partnerships with other stakeholders, both at the governmental and the development agency level.

Sweden participates in a *variety of regional migration dialogues and processes* (Nordic High-Level Working Group on Refugee Issues, MTM, MME, Rabat Process, ACP-EU, IGC, Budapest Process and Prague Process). Also, during 2007 and 2008, Sweden chaired the *IGC* with the main theme being 'Circular Migration'. One priority is directed towards the eastern dimension of the EU Global Approach to Migration and Mobility and the participation in the *Prague Process* Targeted Initiative through a pilot project within the area of asylum and international protection. Sweden is also an important donor to the *Budapest Process*, especially of the Silk Road Project ("Fostering Cooperation in the Area of Migration with and in the Silk Routes Region") which is funded conjointly with the Netherlands, Norway, Switzerland and Turkey. In 2001, Sweden, together with IOM and UNHCR, launched the *Söderköping Process* as a cross-border cooperation initiative on asylum and migration in order to respond to new challenges due to EU's enlargement towards the East. Sweden held the chairmanship of the Process in 2011, which was funded by the Swedish Ministry for Foreign Affairs between October 2010 and 31 March 2012. Throughout 2011 Sweden was the driving force behind the integration of the Process into the Eastern Partnership, and at the High Level Meeting of the Söderköping Process on 8 December 2011. The Söderköping Process activities have been handed over to the Eastern Partnership's newly established Panel on Migration and Asylum. In the southern dimension, with particular focus on East Africa, priority is directed towards the implementation of the EU Global Approach to Migration and Mobility through the MME-partnership.

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299 http://www.openaid.se/

300 Swedish Migration Board, The Swedish Migration Board´s International Strategy, Stockholm, 2011, viewed on 6 July 2012, http://www.migrationsverket.se/download/18.57c92aec130eb7a09cf800020982/internationellstrategi2011_en.pdf.

Within the European framework, Sweden is very much engaged in the European visa policy, with the *Stockholm Programme* by providing a five-year programme for EU's migration and asylum policy, adopted in December 2009. A separate section deals with M&D. Also, an important contribution to the implementation of the EU Global Approach to Migration and Mobility is the Swedish *participation in the Mobility Partnerships* with Moldova, Georgia and Armenia. Sweden participates, along with 14 other EU Member States, in the pilot mobility partnership with *Moldova,* which was formalized in early 2009. The Moldova project, which is headed by the Swedish Public Employment Service, seeks to promote voluntary return and the reintegration of Moldovan citizens, to collect and disseminate information on legal channels of immigration to Europe, and to boost the positive developmental impact of migration for Moldova. In *Georgia*, Sweden participates in the Czech lead project 'Supporting Reintegration of Georgian Returning Migrants', and in *Armenia*, Sweden participates in a new Twinning project with Poland, focusing on capacity building in the area of migration and asylum management[301]. In addition, Sweden is planning to participate in the future Mobility Partnership with *Tunisia*, with projects focusing on labour market issues and labour migration.

On the international scene, Sweden, together with Switzerland, chaired the core group of 33 governments during the *GCIM*, which took place between 2003 and 2005. Sweden also plays an active role in the *GFMD* and is a member of the Steering Group. The Swedish government chaired two round tables and participated in country teams. The government also provided financial resources for the organization of the GFMD. Sweden has been particularly active with regard to the issue of policy coherence. In *2013*, Sweden takes over the *chairmanship of the GFMD* and in May 2014, the GFMD global meeting will be held in Sweden. Hence, Swedish engagement on this topic ranges particularly high on the policy agenda. Sweden's Chairmanship of the GFMD is jointly led by the Minister for International Development Cooperation, Ms. Gunilla Carlsson, and the Minister for Migration and Asylum Policy, Mr. Tobias Billström. The budget for this Chairmanship is also shared equally between the Ministry for Foreign Affairs and the Ministry of Justice.

The Minister for International Development Cooperation, Ms. Gunilla Carlsson, is a member of the UN Secretary-General's High-level Panel on the Post 2015 Development Agenda. At the time of writing, a position paper for the Swedish GFMD chairmanship is being drafted on M&D, and Sweden convened a meeting with different stakeholders in Stockholm in to explore more thoroughly how migration could be integrated in the future global development agenda. No information was accessible on whether the link between migration and development should be addressed in the Rio+20 discussions.

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301 European Migration Network (EMN), EMN Policy Report 2011, Sweden, Stockholm, 2011, viewed on 23 November 2012, http://www.emnsweden.se/download/18.61f88692136ef87596180002866/SE+Policy+report+2011+-+Final+and+approved.pdf.

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