

## Om gruppen

Kristina Persson, Minister för Strategi och framtidsfrågor samt nordiskt samarbete har inrättat tre analysgrupper med uppgift att bistå kansliet för strategi och framtidsfrågor i dess arbete med regeringens framtidsarbete. De tre analysgrupperna är Arbetet i framtiden, Grön omställning & konkurrenskraft samt Global samverkan. Varje grupp arbetar i frihet under ledning av två ordföranden. Resultaten ska kommuniceras löpande med regeringen som i sin tur kan föra in förslagen i det löpande arbetet inom Regeringskansliet.

Grupperna arbetar självständigt och dess förslag representerar inte nödvändigtvis regeringens syn eller ställning. Denna PM har tagits fram för att diskutera och utveckla framtidens policy. Ordförande för gruppen är Loa Brynjulfsdottir och Thomas Hammarberg.

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## Sweden and the Migration Aspects of the 2030 Agenda for Sustainable Development

### 1. Introduction

The 2030 Agenda for Sustainable Development was adopted by the UN General Assembly in September 2015. The Agenda includes 17 goals and 169 targets and is the result of three years of negotiations between states and broad consultations with civil society actors and the corporate sector. The goals should be implemented by all states and cover environmental, economic and social sustainability. For the first time in a global action plan of this kind, migration is explicitly addressed and there are goals and targets related to migration.

The aim of this paper is to outline how Sweden could contribute to the fulfilment of the migration related goals and targets of the 2030 Agenda for Sustainable Development.

It is a proposal on how Sweden could work **to harness the current global focus on migration** issues by putting in place a concrete long-term strategy that can pave the way for a world where people can move legally and safely, realising their full potential to contribute to human development.

This paper is the result of the work of an expert group on global cooperation, which was appointed by the Swedish Minister for Strategy, Future Issues and Nordic cooperation Kristina Persson in 2015. The expert group has been asked to identify how innovative approaches and working methods can make Sweden's efforts to meet the Agenda 2030 goals more efficient, and if and in what areas there might be a particular need for Swedish initiatives. The paper has been drafted by Lisa Pelling.

## 2. Background

### *2.1 A world on the move*

Today, there are more than 250 million international migrants in the world, **the highest number** ever recorded (World Bank 2015). Around half of them (48 per cent) are women. International migrants only make up a small share of the global population (3.2 per cent in 2013), but if the world's migrants all lived in one country, it would be the fourth largest on the planet, with a population larger than that of Brazil. In the past, many migrants have moved from the South to the North. In high income regions of the world, migrants now make up more than 10 per cent of the population. The North still hosts almost 60 per cent of all migrants, but the stock of migrants is growing more rapidly in the South than in the North. (UNDESA 2013). In fact, there is now more South-South migration than South-North. (World Bank 2015).

In addition to international migrants, there are more than 730 million internal migrants. (IOM 2015). Hundreds of millions of them have migrated within the world's largest countries like China or India. Even though they have not crossed international borders, many of them have moved across great geographic distances, and across linguistic and cultural boundaries.

Adding internal migrants to international migrants, one in every seven human being is a migrant (IOM 2015).

A number of factors will contribute to further increase the share of migrants in the future. One factor is demographic developments, not least the rapid increase of the African population. Migration will also be influenced by technological developments: increased access to information impacts on people's dreams and aspirations across the globe. Rapid urbanisation will increase internal migration.

Today, more people than ever before have moved to reach safety. In 2015, the UN High Commissioner on Refugees entitled its annual Global Trends report "World at War". At the end of 2014, almost 60 million people were forcibly displaced by persecution, conflict, generalized violence, or human rights violations. (UNHCR 2015). This is more people than at any time since the Second World War. During the course of 2015, the number of forcibly displaced people has increased even further, and has reached a new tragic all-time-high. Protracted conflicts, particularly in the Middle East as well as on the Horn of Africa risk to keep up the number of refugees and internally displaced people.

The majority of the world's migrants are labour migrants. They often belong to the most vulnerable workers on the labour market, particularly those migrant workers who have not had access to legal channels to migration.

Today's migrants move in a world shaped by huge and growing inequalities in the distribution of resources and opportunities. When migrants send money home, their remittances help bridge gigantic income gaps, and make decisive contributions to poverty eradication and development. Estimated at more than 435 billion US dollar in 2015, the sum of remittances to developing countries is more than three times larger than the sum of the world's total official aid. Knowledge and know-how transmitted by migrants, so-called social remittances, also make tangible differences for families and societies.

Too many potential migrants cannot realise their dream of providing for their loved ones by crossing a border, too many people cannot put their talents, ambitions and efforts into more productive use abroad. Those that are able to move, often have to do so in a costly and risky way. Paying excessive fees for passports and visas, shouldering recruitment costs of many months of income, sometimes having to pay large sums of money to unscrupulous human smugglers. The fact that migration is costly and risky shape migrants' conditions in their countries of destination: burdened by debt, unwilling or unable to repeat a dangerous journey, migrants are vulnerable to discrimination and exploitation and often forced to accept non-decent work.

Obstacles to migration have a high human price, but also an enormous economic cost. According to an often-quoted estimation, if only 5 per cent of the population of poor regions were allowed to migrate, this would bring "global gains exceeding the gains from total elimination of all policy barriers to merchandise trade and all barriers to capital flows." (Clemens 2011). While global trade has been facilitated by global rules and institutions such as the World Trade Organisation and the General Agreement on Trade and Services (GATS), there is nothing like that to facilitate human movement across borders.

The overarching goal of the 2030 Agenda on Sustainable Development is to eradicate extreme poverty by 2030. This goal cannot be reached if the particular needs of migrants are not taken into account. Moreover, the world cannot afford to forego migration's enormous potential to contribute to development.

## *2.2 The 2030 Agenda for Sustainable Development*

With the support of a number of low- and middle income countries, Sweden and the EU played an active role in making sure that migration related issues were explicitly included in the 2030 Agenda. The Agenda 2030 replaces the Millennium Development Goals, which did not mention migration. The Agenda 2030 includes an important passage on migration, recognising the positive contributions of migration to growth and sustainable development. Through the 2030 Agenda, states agree to "cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons." In the 2030 Agenda, states also agree to give migrants access to lifelong learning opportunities and to eradicate trafficking in human beings. Migrants, refugees and internally displaced people are identified as vulnerable groups.

The following migration specific goals (SDGs) are included in the Agenda:

- 8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
- 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies
- 10.c By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent

It is important to note that the goals and targets set in the 2030 Agenda **concern all states**, high-income as well as low-income states, whether predominantly an immigration, emigration or transit country. The implementation of the Agenda 2030 will have **implications for Swedish policy on the national, EU as well as the global level**. Different measures will be needed at all different levels.

### *2.3 The Addis Ababa Action Agenda*

An important part of the Agenda 2030 is the Addis Ababa Action Agenda (AAAA). The AAAA was adopted on the 15th of July 2015, and is essential for the fulfilment of the sustainable development goals (SDGs). The AAAA is broader than the 2030 Agenda, and includes more undertakings related to migration. For instance, through the AAAA states have agreed to ensure that the average transaction cost of migrant remittances by 2030 is reduced to less than 3 per cent of the amount transferred, including by promoting competitive and transparent market conditions, exploiting new technologies, promoting financial literacy and inclusion and improving data collection. States will also increase cooperation on access to and portability of earned benefits, lower the costs of recruitment for migrants and combat unscrupulous recruiters.

## 3. Guiding Principles

Human mobility and migration is as old as humanity itself, and **should be managed** to the benefit of migrants, their countries of origin and countries of residence.

Migration creates potentials **for sustainable development**. This insight inspires Sweden's efforts to fulfil the 2030 Agenda for Sustainable Development. Migration's potential to contribute to sustainable development and the fulfilment of the Sustainable Development Goals is largely tied to the living conditions of the migrant herself. **Therefore, a human-centred, rights-based approach** is needed to unlock the potential of migration to contribute to sustainable development.

## 4. Building Blocks

### *4.1 Building on Sweden's positive experiences of openness*

Having lost one fourth of its population to emigration in the 19th century, in the 20th century Sweden turned into **a country of immigration**. Today, Sweden's population is more mobile and more interconnected than ever before, with high and raising levels of immigration as well as emigration. 17 per cent of the Swedish population is born abroad and 21 per cent of the population have at least one parent who was born abroad (Statistics Sweden 2015), which is well above the OECD average.

As many other countries, Sweden has made **positive experiences of increasing mobility and migration within the framework of regulated migration**. In 1952, Sweden and its Nordic neighbours created the Nordic Passport Union enabling Nordic citizens to travel without travel documentation between the five countries of the Nordic region (including the Faroe Islands). During the entire after-war period, **Sweden has welcomed labour immigration**, though permanent labour migration has often been restricted to branches of the economy with a documented demand for labour. (Bevelander et al 2014). In 2004, Sweden refrained from using transitional rules in connection with the enlargement of the EU, and together with Ireland and the UK, **Sweden gave full access to its labour market for citizens of the ten new EU member states**.<sup>1</sup> In 2008, Sweden introduced what the OECD has termed **the most liberal legislation for labour immigration among the OECD countries**. Contrary to systems targeted at highly qualified labour immigration, Sweden's labour immigration legislation provides a legal channel for labour immigration to all sectors of the economy and for all skills levels. Though a first time permit can be issued for a maximum period of two years, labour immigrants who renew their permits for a total period of four years within a time frame of seven years, can be granted permanent residence and—eventually—citizenship.

In 2015, Sweden received the largest per capita share of asylum seekers of all EU member states. Numbers dwindle in comparison with those of major refugee receiving countries in the world's conflict zones, but the 163 000 asylum seekers received by Sweden in 2015 represent – with the words of Prime Minister Löfven – the largest humanitarian effort of Sweden since the second World War. Sweden signed the Convention on the Status of Refugees in 1951, and has actively supported the efforts to create a common European

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<sup>1</sup> Tamas & Münz 2006 and Doyle, Hughes & Wadensjö 2006

asylum system from the Tampere European Council in 1999 until today. Over time, Sweden has introduced additional grounds for protection into our national asylum legislation.<sup>2</sup>

In 2006, a major reform was made to enhance the rule of law and the legal certainty in the handling of asylum application appeals. First instance decisions on asylum applications are taken in an administrative procedure by the Migration Agency (Migrationsverket), an agency that is subordinate to but independent from the government. Since 2006, appeals are dealt with in the administrative courts. A first appeal can be done before one of the four Migration Courts (Migrationsdomstolen) and a final appeal before by the Migration Court of Appeal (Migrationsöverdomstolen). The government cannot influence asylum decisions other than by proposing new legislation to the parliament.<sup>3</sup>

Sweden has made important and **largely positive experiences of integrating immigrants** during the last few decades. Swedish policies in areas such as anti-discrimination legislation and citizenship laws, are regularly ranked as best-practice among the OECD countries.<sup>4</sup> Sweden's relatively successful integration of immigrants is also and importantly built on an economy with comparatively high levels of employment, **highlighting the importance of inclusive growth for successful integration of immigrants.**

Despite the fact that a relatively large share of the foreign born population have come to Sweden as asylum seekers, **the level of employment of the foreign born population is higher than the EU average.** In fact, the level of employment of the foreign born population in Sweden is higher than the level of employment of entire population in countries like Ireland, Poland and France. However, in Sweden the differences in employment levels between the native population and the foreign born population is larger than in other OECD countries, and this gap in employment levels is an important policy challenge.

It is also problematic that **foreign born are much more often over-qualified for their jobs than natives.** This is a waste of human capital, it is discriminatory and undemocratic, and it leads to losses for migrants as well as employers and the economy as a whole. **Skills recognition must be swift and easily available.**

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<sup>2</sup> On November 24, 2015 the Swedish government proposed to temporarily remove these additional, national grounds for protection. <http://www.regeringen.se/artiklar/2015/11/regeringen-foreslar-atgarder-for-att-skapa-andrum-for-svenskt-flyktingmottagande/>

<sup>3</sup> New legal procedures in the handling of appeals in asylum cases (*Ny instans- och processordning i utlännings- och medborgarskapsärenden*) were introduced in July 2006. A short overview in English of the Swedish asylum procedure can be found at the Asylum Information Database, [asylumineurope.com](http://asylumineurope.com)

<sup>4</sup> See for instance MIPEX 2015, OECD 2015.

Crucial for the integrative strength of Sweden has also been **strong re-distributive mechanisms that have been used to make investments in the human resources of newly arrived immigrants**, such as language courses (now also subsidised for asylum seekers whose application decision is still pending), and vocational training.

#### *4.2 Building on Sweden's global credibility*

Sweden has been a **strong supporter of efforts to strengthen the links between migration and development at the global level**. Since 2003, Sweden's migration policy is subject to the ambition that all government policies should contribute to "just and sustainable global development"<sup>5</sup>, including national migration policies. Today, **the promotion of the positive development effects of migration is one of four explicit targets of Swedish migration policy**. Jan O Karlsson, a former minister for development, migration and asylum policy, **co-chaired the Global Commission on International Migration** that reported to the UN Secretary General in 2005. Between 2013 and 2014, Sweden successfully **chaired the Global Forum for Migration and Development (GFMD)**.

Sweden is **one of the world's largest contributors to Official Development Assistance**, both in absolute numbers and in relation to the size of our economy. Already in 1962, Sweden set the target of contributing one per cent (1%) of the GDP to development aid. This target has not been met every year, but only Norway has reached the same share of development assistance over time. One of the most important challenges in relation to Sweden's contribution to the fulfilment of the 2030 Agenda is to make sure that the issue of migration is better integrated into Swedish development aid policy and practice.

Sweden is **an important global actor in humanitarian assistance**. Humanitarian crises almost invariably led to displacement of people, which has implications for humanitarian assistance policy.

Sweden's ambition to **conduct a feminist foreign policy raises hopes and expectations**. A feminist perspective highlights power structures, and strives to empower the powerless and vulnerable. This is an excellent platform also for policies that aim at the protection of migrant rights.

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<sup>5</sup> Government proposition 2002/03:122.

## Policy Priorities

In the 2030 Agenda, goals and targets related to migration primarily concern three areas:

1. Facilitating legal channels for migration (eg. 10.7 “Facilitate orderly, safe, regular and responsible migration and mobility of people”.)
2. Respecting migrant workers’ rights (eg. 8.8 “Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants”)
3. Enhancing the development impact of migration (eg. 10.c “By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent”.)

Below are proposals on how Sweden can contribute within these three areas.

## 5. Facilitating Orderly, Safe, Regular and Responsible Migration

The creation of more and broader legal channels for migration must be seen as **an indispensable tool for the management of migration**. Mobility through modernized and adequate migration policies should be promoted for both forced migrants (asylum seekers and refugees) and others types of migrants (labour migrants, students, business travellers, etc.).

It is important to note that migration cannot be a target in itself. It is just as important to facilitate migration as **securing the right to local development**. Migration should be a choice, not a necessity.

### *5.1 More and broader legal channels for forced migrants*

**Increased financial support for the UNHCR and respect for its norms and advice** is key to ensure that an increasing share of forced migrants can have access to legal channels to protection.

The right to asylum is enshrined in the Universal Declaration of Human Rights and its Article 14: “Everyone has the right to seek and to enjoy in other countries asylum from persecution.” The rights of refugees are protected by the UN Refugee Convention from

1951 and the 1967 Protocol to the convention. **These instruments enjoy global legitimacy, and it is of vital importance that they are defended and respected.**

It is important to recognise that support and respect for the UNHCR cannot be achieved unless its norms are widely accepted. The recent surge of support for xenophobic parties both in the global North and in countries such as Bangladesh and Kenya is a serious threat. There is an urgent need for international leadership for tolerant, open societies. **Sweden can play an important role both in the EU and globally in promoting public understanding of the mutual benefits of migration for migrants as well as hosting societies, and how these benefits can be increased by facilitating ‘orderly, safe, regular and responsible migration and mobility of people’.**

In Sweden, the public understanding of the benefits of managed migration could be strengthened in a number of ways. Educational measures [*folkbildning*] are key. The government should consider the creation of **a museum on migration**, to act as a national focus point for research and dissemination of knowledge on migration.

In theory, there is a chronological and geographical hierarchy of the different tools and mechanisms presently at the disposal of the international community to manage forced migration.

Forced migration due to violent conflict often first result in people being displaced within their country. During the last decade, significant progress has been made in clarifying the international community’s responsibility to act to protect internally displaced people (IDPs). If the violent conflict continues, people might need to seek protection in a neighbouring safe state and thereby come under the mandate of the UNHCR, in a refugee camp or in private accommodation. The next step is for the UNHCR to try to find durable solutions. Voluntary repatriation (return to the country of origin) is generally the first option for a durable solution, followed by resettlement to another country and, thirdly, local integration in the host country.

In reality, all responses often have to operate simultaneously. In a given crisis, the international community simultaneously gives humanitarian assistance to IDPs, assists refugees, organises resettlement and prepares refugee-hosting states for the eventual permanent settlement of at least some of the refugees. At the same time, some people will move on to seek asylum in non-neighbouring countries.

**It is clear that all responses are needed for protection to be effective, and that failures in parts of this response chain will invariably have effects on other parts.** A long-term strategy to enhance the protection of the right to asylum and the management of forced migration must look at each response and the challenges to its implementation.

Sweden should support a massive **upgrade of UNHCR's capacity to support refugees.** The UNHCR needs increased capacities to provide shelter, food and schooling, both to the minority of refugees who live in planned/managed or self-settled camps, and to the majority of refugees who lives outside of camps. Though this is not their primary function, refugee camps should increasingly be turned into **centres for education and training.** The UNHCR and hosting states should be given resources to provide schooling for refugees both in camps and in private accommodation, in-situ and on-line, and vocational training for both children and adults. Investments in refugees' education increases refugees' capacities to cater for themselves, eases voluntary repatriation and facilitates local integration. At the same time, it helps prevent irregular onward movement. Education is hope. Parents will move on if their children cannot go to school.

Refugees and displaced people should also be given increased possibility to create jobs by starting and running businesses. Through public-private partnerships, companies could be encouraged to place production where it can create employment for refugees. Both local and international companies should be encouraged to offer jobs to refugees as a part of their social responsibility.

The present European 'refugee crisis' illustrates the need to enhance the UNHCR's capacity to support refugees also in high and middle-income countries of transit, for example along the so-called Balkan route through South Eastern Europe.

As chair of the Working Group on Resettlement and the Annual Tripartite Consultations on Resettlement, Sweden negotiated a significant increase in resettlement places. In particular, as the chair of the Core Group Syria from 2013 to 2014, Sweden contributed decisively to increase the number of resettled refugees from 7.000 to 66.000 (Swedish Migration Agency 2014-12-11). The experiences and working methods of this success should be used to further help increase the number of resettled refugees in all middle- and high-income countries. Sweden must continue to support the resettlement programme of the UNHCR, but also encourage other actors to contribute to resettle vulnerable refugees.

It also clear that return, resettlement and local integration need to be completed by **other permanent solutions.** For instance, there is a need to explore how more refugees could be

given access to legal labour migration. There is a need for avenues to legal labour migration that include some measure of protection, such as the principle of *non-refoulement* to **protect refugee labour migrants from being sent back to countries they have fled from.**

**Humanitarian visa must be part of a long-term global strategy to manage forced migration.** The possibility to issue visa for humanitarian reasons is foreseen in the EU visa codex, and a number of EU member states already have legislative provisions for issuing humanitarian visa. Sweden could initiate a **sharing of experiences on national humanitarian visa issuing procedures and legislation among EU members to promote the use of this tool,** by EU countries and by other countries.

In order to handle large-scale refugee situations, it should be possible to coordinate the issuing of humanitarian visa at the regional level. Within the EU, Sweden could **develop common criteria for the issuing of humanitarian visa** with a number of like-minded countries, and **propose a model for the application and issuing procedures of humanitarian visas.** This could entail an **electronic application procedure,** so that the processing of the application would not burden the embassies of EU member states.

The development of reception centres around the Mediterranean as proposed by the EU Commission should be closely monitored. Sweden should give its support to **reception centres that fulfil humanitarian needs to providing migrants with advice on legal channels for migration and other kinds of assistance.** It is imperative that reception centres are not used as a control mechanism. Reception centres must not replace the possibility of applying for asylum in the EU or in other countries of asylum.

Sweden should increase its support to the global university network “Scholars at risk”, and **initiate a “students at risk”** programme to provide refugee students with scholarships and visas.

The unfolding of the so-called refugee crisis in 2015 clearly shows that **the current protection system is dysfunctional.** Instead of focusing on responsibility-sharing, countries that could actually afford to receive and host asylum seekers and refugees have focused on burden-shifting, either by preventing asylum seekers to reach their borders, or by waiving refugees through to other countries.

Because of lack of responsibility-sharing, and because of the enormous challenges created by simultaneous movements of refugees and asylum seekers from Syria, Afghanistan, Iraq and the Horn of Africa, in 2015 Sweden felt forced to restrict its asylum legislation, re-introduce border controls and ID-controls enforced by carrier sanctions. The restrictions of the asylum

legislation suspend decades of humanitarian achievements. By restricting the right to family reunification, cancelling several grounds for asylum, and making most permits temporary, **legal channels to protection in Sweden will become less numerous, and much more narrow.**

Sweden's actions have already triggered the introduction of more restrictive policies towards asylum seekers and strengthened border controls in Denmark other European countries.

To protect legal avenues to protection in the EU, this tragic chain reaction must be stopped. **It is imperative that Sweden as soon as possible creates the conditions necessary to cancel the temporary restrictions introduced in 2015, and re-open the legal avenues to protection closed by these restrictions.**

It is a major challenge for the years to come to **try to stop the current burden-shifting trend, and reintroduce a focus on constructing a system of global responsibility-sharing, based on international co-operation and co-ordination.**

### *5.2 Legal channels for people displaced by climate change*

It is important to take into account that it is often difficult to distinguish refugees with a legal right to protection from non-refugees. Many migrants have mixed motivations, and their status might shift over time and on route, there is "mixed migration" (van Hear 2011). People who flee from persecution might also need to migrate to be able to work and support themselves (Long 2015), and labour migrants can turn into refugees if the situation in their country of origin deteriorates. **Clearly, also non-refugees have a need for protection, and refugees have needs that go beyond mere protection from persecution.**

There is a need for more protection instruments alongside the Refugee Convention. Not least because **we know climate change will produce large displacements of people within countries and across borders.** Some of these people, such as inhabitants of small island states that risk disappearing under rising sea levels, will never be able to return home. They will need other kinds of protection solutions than those that today are offered to people who flee persecution. **Sweden could contribute to building a protection agenda for people displaced across borders by disasters or climate change by supporting the Nansen Initiative.**<sup>6</sup>

### *5.3 Legal channels between Africa and the EU*

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<sup>6</sup> The Nansen Initiative is a consultative process currently funded by the governments of Norway and Switzerland as well as the European Commission, Germany, and the MacArthur Foundation.

In the coming decades, Europe will experience demographic ageing and a decrease in the native labour force. At the same time, Africa's population will continue to grow, and migration within and from Africa to other parts of the world will increase. It is particularly important to create more and broader legal channels for migration from Africa, the poorest continent of the world, to the EU, the richest region. For this purpose, Sweden should initiate a **EU-Africa Commission on Migration**. The work of the commission could build on the successful work of the Global Commission on International Migration that Sweden co-chaired from 2003 to 2005. In particular, the commission was successful in **combining the spreading of knowledge and relevant research, with the formulation of concrete proposals**. Possibly, the commission could be linked to the Global Forum on Migration and Development (GFMD).

Just as the GFMD receives important input from its Civil Society Forum, a EU-Africa Commission on Migration should be combined with a **Civil Forum on Euro-African Migration** to gather the experiences and knowledge of non-governmental organisations and movements, trade unions and corporations on both continents.

In order to promote and advance the efforts to create more legal channels for migration to the EU, Sweden should gather like-minded EU member states in an **"Agenda Open Europe", an initiative for the gradual introduction of more and broader legal channels for migration across the Mediterranean and to the EU**.

Sweden should also explore the use of **bi-lateral agreements to further safe and legal human mobility to Sweden**. Such bi-lateral agreement could include agreements on student and academic exchanges, skills recognition and skills partnerships, twinning projects, tourism- and business visa, etc.

It would be particularly important to make such **bi-lateral mobility agreements with Sweden's transnational neighbours**, that is the countries of origin of important migrant communities in Sweden.

#### *5.4 Strengthening the institutional framework for legal channels*

Today, there is no UN agency on migration. The fact that the International Organisation on Migration (IOM) is not a UN organ reduces its possibility to act as the norm setting institution the issues of migration so desperately need. A UN organ on migration issues would also greatly contribute to system wide migration policy coherence by representing migration issues at the influential UN System Chief Executives Board for Coordination.

The International Organisation on Migration (IOM) is already recognised as the global lead agency on migration. **Sweden should actively support the transformation of the IOM**

into UN organ on migration with a broad mandate.<sup>7</sup>

It is imperative to **make sure that the IOM is given enough funding to support its current work, and to support a gradual expansion of its competences and mandate.** Increased core-funding is particularly important.

The Global Migration Group, the inter-agency group that currently brings together the heads of a number of UN agencies and the IOM, will continue to play an important role in promoting more ‘coherent, comprehensive and better coordinated approaches to the issue of international migration’ and should be supported.

#### *5.5 Saving lives: a humanitarian strategy to deal with the absence of sufficient legal channels*

Increasing mobility will put increased pressure on existing legal channels of migration. Tragically, we must assume that in the short and medium term, legal channels for migration will not be numerous or broad enough to provide safe pathways for most migrants. **In order to prevent migrant deaths from increasing, Sweden should propose an enhanced humanitarian focus on migration routes.** This could entail supporting livelihood opportunities in important migration route hubs, particularly for women.

This is consistent with the Agenda 2030’s focus on the most vulnerable people. Among the world’s migrants, the most vulnerable are clearly those that are compelled to move along the most dangerous routes.

In 2014, following the tragic event when 360 migrants lost their lives off the coast of Lampedusa, the IOM issued the report “Fatal Journeys Tracking Lives Lost during Migration”.<sup>8</sup> The report contains a number of proposals that could form part of a humanitarian approach.

At the least, a humanitarian approach to migration routes should entail:

An international organisation, as for example the IOM, should be given an international **mandate to compile and publish statistics on migrant deaths.** An independent monitoring body consisting of representatives of governments, civil society and international organizations should supervise its work. The aim would be to promote the collection, harmonization and analysis of data on migrant deaths globally, as recommended by the IOM (IOM 2014). **The IOM Missing Migrants Project is an important initiative in this direction, and should be supported.**

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<sup>7</sup> The IOM Policy on Protection, adopted on 7 September 2015, provides a good basis.

<sup>8</sup> IOM 2014. Edited by Tara Brian and Frank Laczko.

This would contribute to efforts to **set regional and international standards** (definitions, etc.) so that migration data can be compared. Better data would make it easier to adopt evidence-based policies.

**The EU should be encouraged to** make it compulsory for all border and coastal guards, military, policemen, and other civil servants who guard the border in the name of EU citizens to report migrant deaths to the compiling organisation. This obligation should also include courts, coroners, civil registrars and cemeteries.

All states where migrant deaths occur should make **systematic and concerted efforts to identify victims and inform their families** about the fate of their relatives.

More efforts must be made to give voice to the most vulnerable migrants, including by **interviews with victims of trafficking and survivors of risky smuggling operations**. Survivors as well as relatives of the deceased should be encouraged to speak out and share information, and be able to do so without fear of sanctions.

**The laws of the sea must be revised and updated.** Anchored in thousands of years of seafarers' customs, the laws of the sea need to be updated to clarify the responsibility of all vessels to assist boats in distress. Today, private vessels may hesitate to assist migrant boats in distress not only because of the lack of efficient compensation mechanisms (which make rescue potentially very costly), but also because of fear of being prosecuted for assisting irregular/undocumented immigration.

Contrary to situations when deaths happen on land, there are presently no **international conventions regulating the responsibility for dead bodies at sea**.

The four Geneva Conventions and their Additional Protocols of 1977 provide legal protection to persons not or no longer participating directly in hostilities, including shipwrecked.<sup>9</sup> It should be possible to adopt similar norms for persons who are shipwrecked outside of conflicts.

## 6. Respecting Migrant Workers' Rights

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<sup>9</sup> In a study on customary international humanitarian law published by the International Committee of the Red Cross in 2005, this is listed as Rule 109: "Whenever circumstances permit, and particularly after an engagement, each party to the conflict must, without delay, take all possible measures to search for, collect and evacuate the wounded, sick and shipwrecked without adverse distinction. The San Remo Manual on International Law Applicable to Armed Conflicts at Sea adopted in 1995 (a non-binding manual) provides further guidance on this.

## *6.1 Ratification of the Convention on the rights of migrant workers*

An important instrument for the protection of migrant's human rights is the UN Convention on the rights of migrant workers<sup>10</sup>. Sweden is one of the predominantly receiving states that have not ratified the convention.<sup>11</sup> Even though it can be argued that Sweden already fulfils the demands of the convention, Sweden could make an important contribution to strengthening the convention by ratifying it and encouraging other states to do the same.

**Sweden could also explore if countries hesitant to ratify the entire convention might consider ratifying while using the possibility of filing reservation on some aspect.** If some provisions in the convention appear problematic the possibility to suggest amendments according to the procedure outlined in the Convention itself could also be considered. Such flexibility in this convention makes it possible to achieve broad international support for this very important treaty.

## *6.2 A particular focus on women migrant workers*

In line with its feminist foreign policy, in helping to fulfil the 2030 Agenda Sweden should develop **a particular focus on women migrant rights.**

The recently adopted ILO Domestic Workers Convention<sup>12</sup> addresses the rights women working in private homes, some of the most vulnerable migrant workers. **Sweden should follow Germany's example and swiftly ratify the Domestic Workers Convention, and encourage other European countries to follow suit.** The global economy would not work without the global care chain that these migrant women workers sustain. It is high time to make sure the global economy works for them.

Migration can be a means of accessing protection or better economic prospects, or both. It is important to **ensure that women have access to migration**, and to safe and legal migration channels. Crucially, this involves **facilitating women's access to identity documents, including passports.** In many countries, women have no individual right to have a passport issued, and may women need the permission of a male guardian (father, brother, husband) to migrate.

Proud over having one of the oldest and most complete population registers in the world, Sweden could play an important role in **supporting civil registry programmes**

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<sup>10</sup> International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), adopted by General Assembly resolution 45/158 of 18 December 1990.

<sup>11</sup> The ICRMW has not been ratified by any EU member state or by any of the traditionally receiving countries outside the EU.

<sup>12</sup> Convention No. 189, Convention concerning decent work for domestic workers. The convention was adopted in 2011 and entered into force on 5 September 2013.

[folkbokföring] in dysfunctional states and for people in displacement, including birth registration. Women whose children have not been registered might not be able to risk to move across international borders.

### *6.3 Legal channels for labour migrants at all skills levels*

Many countries have schemes for the legal entry of highly qualified labour immigrants. Low-skilled migrants, who often have the most to gain from international migration, are largely confined to temporary programmes open only to a very limited number of immigrants, or to risky irregular migration to meet a real or perceived demand on the labour market in the region or country of destination.

While highly skilled immigrants are often given access to permanent residence, low-skilled labour migrants tend to be offered only temporary visas and seasonal work programmes, with no or little possibility of regularising their stay on a permanent basis. The Swedish labour immigration legislation introduced in 2008 is quite unique in applying largely the same conditions for all work permits, regardless of the qualifications of the labour migrant or type of work to be carried out. This includes the possibility to obtain a permanent residence permit after two plus two years of holding a work permit within a time period of 7 years. This possibility is open to migrants at all skills levels and in all branches of the labour market. Often, labour migrants' vulnerability is increased by the fact that their work permit is tied to a single employer. This creates a relationship of dependency that increases the risks of exploitation. Ideally, **labour immigration visas should be renewable in the host country, and allow for periods of unemployment so that the labour migrant has an opportunity to change employers.**

It is clear that regions of the world with shrinking or stagnating populations will need to recruit labour migrants at all skills levels. Programmes and legislation for **labour immigrants at all skills levels should include avenues to permanency.** It is imperative for the protection of the human rights of migrants, that migrants at all skills levels are given the possibility to gain the safety and protection offered by a permanent residence permit.

Concretely, Sweden could initiate a review of the EU Blue Card Directive, with the view of extending it to all skills levels, **a EU Skills Card.**

Efforts to create more and broader legal channels for labour migrants must be accompanied by measures to **protect the human rights of irregular labour migrants**, including by regularisations. The right to health care (not just emergency care) would be important. A particular focus should be to protect the rights of children of irregular migrants, including the right to education and health care. Every child has the right to a citizenship, **no child should**

## **grow up state-less.**

Employers are responsible for the working conditions of their employees. More efforts must be made to **control conditions on the labour market**, shifting a myopic focus on border controls to efforts to secure well-functioning labour markets built on legally employed workers.

Reform of Sweden's labour immigration system must continue, for instance by introducing legally binding job offers as a basis for work permits to increase transparency and predictability. Sweden's embassies should play a more proactive role in matching needs of Swedish employers with potential employees abroad.

### *6.4 Protection of the rights of migrant workers in the process of recruitment*

Often, labour migrant exploitation starts with the recruitment. A lot can be done to reduce migrant recruitment costs, and thereby make migrants less vulnerable to exploitation.<sup>13</sup> Through the Addis Ababa Action Agenda, states have committed to **lower the costs of recruitment for migrants and combat unscrupulous recruiters (§ 111)**.

To lower the costs of recruitment can potentially increase migration's contribution to development even more than the reduction of remittance transfer costs.

Sweden should **continue to support to the IOM initiative on ethical recruitment IRIS**. Sweden should establish **a national public-private partnership for ethical recruitment** and encourage other countries to do the same.

**Sweden should also consider to support FAIR (Integrated Programme on Fair Recruitment), a project recently launched by the ILO** with the aim of contributing to the promotion of fair recruitment initiatives across several migration corridors, including by providing migrants with "access to reliable information and improved services" and by "disseminating knowledge on ethical recruitment".

Crucial for the protection of the rights of migrant workers in the process of recruitment is **access to information**. It is important that migrants are able to make well-informed choices about their migration.

### *6.5 Immigrant integration policies that promote increased equality*

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<sup>13</sup> See Martin, 2013.

In a world of enormous inequalities in incomes and living conditions, migration is clearly a way of leveraging incomes. A migrant who moves from a low-income country to a high-income society can increase his or her income manifold, and will often be able to put his or her education, talents, skills and efforts into more productive use.

People in hosting societies are often concerned that immigrants will contribute to decreasing wages. There is hardly any empirical evidence that immigration significantly impacts the wages of natives or long-term residents or reduces them.<sup>14</sup> Indeed, in many contexts immigration creates a “bumping-up” effect whereby locals move up the wage ladder as lower paid jobs are taken up by newly arrived immigrants. However, there might be negative effects on wages and working conditions due to immigration in some parts of the labour market. (In the European context, normally only in low-skilled and low-paid occupations which are mainly held by migrants). **The best way of ensuring vulnerable migrants do not put a downward pressure on wages is to make sure migrants have access to legal channels** to migration and do not have to work in the shadow economy. Legal migrants are in a much better position to negotiate decent wages and working conditions than undocumented labourers.

Labour market access restrictions might thus prove counterproductive. **If there is an economic demand, restrictions might not succeed in reducing immigration but only to push immigrants towards illegal employment** and foster informal labour markets.

However, there is also an urgent need to **shape immigrant integration policies that promote increased equality**. Those should be embedded in **overall policies strengthening social cohesion**, i.e. fostering equality in economic, educational and social opportunities for all members of the population, regardless of whether they are immigrants or not. General policies that aim at **improving living conditions for all poor and vulnerable people in the population** will probably particularly benefit immigrants, and are more likely to enjoy public support than policies targeted exclusively at immigrants. Equality promoting integration policies should include access to education and life long learning, affordable housing, and – decisively– employment opportunities.

In the fight against growing inequality, **education is key**. It is imperative that newly arrived immigrants with low levels of education are given possibilities to improve their skills and qualifications. Immigrants who arrive with skills and qualifications should have access to swift validation and recognition. However, research shows that the country of graduation is sometimes more important than the country of origin. That is, an immigrant with a degree

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<sup>14</sup> See for instance Long, 2014.

from the hosting country stands a much better chance of being employed at his or her skills level than an immigrant with the equivalent degree from another country. This is a strong case for **bridging courses**, or shorter complementary courses that allows the immigrant to get a degree/qualification from the host country.

There is a big risk of de-skilling and “brain waste” (waste of human development potential and waste of an education) when immigrants end up working below their skills levels. This is a loss to the individual migrant, but also to both countries of origin (who loses the investment made in the education of the migrant) and countries of destination.

A country’s capacity to reap the maximum benefits of migration crucially depends on its ability to **redistribute the long-term gains of migration to cover the short-term costs**. While efforts must be made to shorten the time span between initial costs and potential gains of migration, immigration should be seen as an investment to be optimised, rather than a cost that should be minimised. In the absence of such redistribution, there is a risk that too little is invested in migrants’ language learning and in adopting their skills to the labour market needs of the host country.

In order to enjoy popular support, this redistribution must be made in a socially just way. Today, the short-term costs of immigration are too often unfairly carried by people who have relatively little resources, such as natives or long-term resident immigrants working in low-skilled sectors of the labour market, living in low-cost housing areas, attending underprivileged schools. This creates popular resistance to immigration.

All countries must prepare themselves for increased mobility and migration. All countries have to enhance their capacities to received refugees, as well as their capacities to protect the rights of labour migrants and to absorb long-term immigrants into society. Ranked number one in integration policies among 38 industrialised countries (MIPEX 2015) Sweden should initiate **increased sharing of experiences and best practices in the area of integration policies**. This is important, as the vast majority of states, even many EU member states, are only in early stages of the development and/or implementation of well-tested and functioning integration policies.

Nationally, ministries and government authorities working with integration, such as presently the Swedish Ministry for Labour, the Ministry of Education, the Swedish Migration Agency (*Migrationsverket*), the Swedish Public Employment Service (*Arbetsförmedlingen*) and others should be given the explicit task to further increase international contacts and twinning projects with their counterparts abroad with the aim of exchanging experiences on

integration policies. Swedish agencies should also be asked to increase their inter-agency co-operation on migration.

## *6.6 Creation of a Labour Migration Facilitation Platform*

There are a number of international institutions that work on issues related to the protection of migrant workers, including notably the ILO, the IOM, and several UN agencies. Even though access to legal channels for labour migration is fundamental for the protection of migrant workers' rights, **there is currently no institution with a mandate to work for freer labour migration.** It is imperative to fill this gap.

Sweden should therefore **propose the creation of a Labour Migration Facilitation Platform.** The platform could be hosted by one of the existing institutions (for instance the ILO). The aim of the Labour Migration Facilitation Platform would be to **facilitate human mobility and protect migrant rights.**

A priority for the Labour Migration Facilitation Platform would be to develop **common standards for bilateral and regional agreements on labour migration.** Standard agreements should balance the interests of workers, employers, receiving societies and sending countries. They should also include provisions to secure workers' rights (including the right to organise and to bargain collectively), non-discrimination, gender sensitivity, etc.

Today, there is a plethora of bi-lateral and regional labour migration agreements. Different agreements often have different provisions and standards, which is cumbersome for national authorities, and might lead to discrimination between different groups of migrants in the same country.

The Labour Migration Facilitation Platform should **go beyond crafting standard agreements,** and also help governments with **the implementation, monitoring and follow-up** of agreements, and help **solve conflicts** between parties to labour migration agreements. **Bi-lateral and regional agreements on labour mobility should be public, and be open to the scrutiny of the social partners.**

The platform could also promote the **exchange of experiences and best practices,** and function as a global "think tank" on freer labour migration, by collecting data and conducting research.

It is imperative that the platform is set up and run in close co-operation with the partners of the labour market.

## *6.7 Initiative to facilitate the portability of earned benefits*

The Agenda 2030 includes a number of targets on social protection. Target 1.3: “implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”, and target 10.4: “adopt policies, especially, fiscal, wage and social protection policies, and progressively achieve greater equality.”

The possibility to bring home benefits earned in the country of destination, such as pension benefits – portability of earned benefits – is an important part of the social protection of migrants.

The Addis Ababa Action Agenda includes a commitment to increasing cooperation on access to and portability of earned benefits for migrants.

Sweden could initiate **a project to explore the pros and cons of different types of social security/welfare regimes in terms of sustainability, migrants’ access and portability** in a more mobile world. This could include an inventory of existing models, exploration of new models (both from a country of origin and country of destination perspective), potentially with new partners, and ideally piloting of new methods of enabling access to social security for migrants.

#### *6.8 A Global Deal: Enhanced social dialogue for decent work and inclusive growth*

According to the ILO (2015), every year more than 2.3 million people die as a result of occupational accidents or work-related diseases. Many of those that are killed by their work are migrant workers. These deaths are the top on an iceberg of dangerous and unworthy working conditions, of underpaid jobs and precarious employment.

Stopping death at work, and making all work decent, is ultimately a question of strengthening the respect for workers’ rights. It is particularly important to protect the rights of the most vulnerable workers. Often, the most vulnerable workers are migrants.

Tragically, these deaths occur even though decent work is a win-win opportunity for workers as well as for employers and society at large. Better respect for fundamental union and workers’ rights increases productivity, enhances economic stability, promotes fair competition and strengthens economic growth.

The Swedish Prime Minister Stefan Löfven has suggested the concept of **a Global Deal to rally stakeholders around the idea of “joining forces to promote joint solutions, while**

**still representing their different interests”,<sup>15</sup>** a kind of global partnership for decent work.

Social dialogue in the labour market and quality industrial relations can reduce possible inequalities arising from globalization, increase productivity, economic growth and contribute to sustainable development. Sweden is committed to a new and better understanding and dialogue between labour and capital, on the basis of the Global Deal concept. Sweden will take action to enhance social dialogue in the labour market as a means to achieve decent work and steadily improving job quality, thus contributing to inclusive growth and shared prosperity.

- For States, the Global Deal means ratifying or making sustained efforts towards ratifying and respecting the ILO’s fundamental conventions. States should recognize social dialogue as part of the democratic form of government, facilitate structures for social dialogue and encourage concrete agreements through collective negotiations.
- For employers, the Global Deal means respecting these rights in practice, operating with social responsibility and being prepared to negotiate agreements locally, regionally or globally. Operating responsibly and being prepared to negotiate agreements locally, regionally or globally. Operating with social responsibility also means that businesses should exercise due diligence in seeking responsible supply chains according to international standards.
- For trade unions, the Global Deal means bearing in mind their social responsibilities when they negotiate, but also contributing to the overall development of the company or the organization.
- For States, employers, businesses, and unions, the Global Deal is a means of moving forward together on shared objectives for inclusive growth and sustainable development

**The promotion of a Global Deal should be an important part of Sweden’s contribution to fulfilling the goals and targets of the 2030 Agenda for Sustainable Development, not least goals and targets related to migrant workers.**

## 7. Enhancing the Development Impact of Migration

Development aid and development policy are important parts of Sweden’s contribution to the fulfilment of the migration aspects of the 2030 Sustainable Development Agenda. However, what is needed is a coherent strategy that involves a number of policy areas. One

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<sup>15</sup> Speech a seminar on “Financing for Development through Decent Work” on 13-15 July 2015 in connection with the at the third World Conference on Development Financing at Addis Ababa.  
<http://www.regeringen.se/tal/2015/07/seminarium-financing-for-development-through-decent-work/>

crucial area is obviously Sweden's national and European migration policy. Other policy areas that need to be mobilised are trade and foreign investment policy, as well as labour market and integration policy.

### *7.1 Using development aid to strengthen the development impact of migration*

It must be recognised that migration can be **an important part of a development strategy** both for individual households as well as for countries. In order to reap the potential benefits of migration, ensuring people have access to safe and orderly migration should be part of all development planning.

It is important to **increase countries' resilience and ability to cope** with internal displacement or the arrival of refugees. Existing refugee populations or immigrant communities should be involved and consulted in the efforts to enhance countries' capacities to deal with the integration of immigrants.

## *7.2 Integrating migration into the new Swedish Framework for Development Aid Policy*

Sweden is currently making an ambitious reassessment of its development policy, with the aim of adopted a new Framework for Development Aid Policy (*Biståndspolitiskt ramverk*). As has been noted above, Sweden enjoys global credibility for its large and steady financial contributions to development, and is an important voice in the global policy formulation on development issues. **It is imperative that migration issues are thoroughly integrated into the new framework.** Both because Sweden can inspire other donors to follow suit, and because Sweden's contributions in themselves can make an important difference for migrants in countries that are receivers of Swedish development assistance. Below are concrete proposals on topics and aspects that should be included.

The Swedish International Development Agency (SIDA) should be given instructions to put **priority on the migration related aspects of the Agenda 2030**, in accordance with this paper.

**A migration and development perspective should be included in bi-lateral and regional result strategies** [*resultatstrategier*]. This should entail making a thorough analysis of the migration situation when such strategies are developed. For instance by asking

- Is the country/region in question a major receiver of remittances? As a share of GDP?
- Does the country/region have a large diaspora in other countries?
- Does the country/region experience large immigration or emigration?
- Does the country/region host refugees? Are there refugee camps/protracted refugee situations?
- Does the country/region have important transnational ties with Sweden, is there migration to/from this country to Sweden?

## *7.3 Enhancing the development impact of financial and social migrant remittances*

When migrants send money home to improve living conditions for their loved ones, they make an important contribution to development. Research shows that remittances are often invested in human resources: remittances are used to pay for school fees, they are invested in medical treatments or in housing that enables people to stay healthy and safe.

The impact of remittances on development can be improved in a number of ways.

- Sweden should look at ways of **enabling investment in health insurances schemes.** There is evidence that the amount remitted is larger if the sender can have better influence over how it is used. Regular payments into a health insurance scheme lifts the burden of

sudden, high expenses and can contribute to finance a health insurance system also for people who do not receive remittances.

- Enabling **remittances to be used as collateral for loans**. This can be useful for governments who can get better access to international credit, as well as to households.
- Promoting **micro-lending schemes** based on remittances.
- **Strengthening financial infrastructure** (particularly in rural areas) and **increasing financial literacy**, particularly among women
- **Promote access to mobile telecom services and the Internet** to enable more people to send and transfer remittances digitally. This can be done through public-private partnerships. Public-private partnerships can be used to adopt technologies developed for commercial use to technologies that can be used in development efforts.
- Develop mobile financial services.
- There is a need to **public investment to promote technological innovation with a development focus**, to complement research and development carried out for commercial or military reasons.

The sum of migrant remittances reaching developing countries could also be **increased by increasing migrants' income levels in the countries of destination**. For this reason, the creation of more and broader legal channels for migration must be an integral part of any effort to enhance the development impact of migrant remittances.

#### *7.4 Lower transaction cost of remittances from Sweden*

According to both the World Bank and IFAD statistics, transaction costs for migrant remittances from Sweden are above the OECD average, and well above the 2030 Agenda target of three per cent. The online platform for price comparison “Money from Sweden” has been successful in reducing transaction costs. However, more must be done. Sweden should adopt a **concrete plan of action to reduce transaction costs for remittances from Sweden**. This action plan should include measures to **increase competition between transfer agents, and ease red tape on the transfer of small funds**.

A particular focus should be placed on remittances-sending in important migration corridors that link Sweden with the major countries of origin of the Swedish foreign-born population. As a pressing priority, **a task force should be set up to see what can be done to facilitate remittances from Syrians in Sweden** to their families and relatives in Syria and in

displacement in Lebanon, Turkey and Jordan.

On both the EU and the global level, Sweden should make sure that efforts to combat financing of terrorism and measures to counter tax evasion does not unnecessarily make remittances sending more expensive. Countries should be encouraged to make widely used alternative transfer methods, such as the Hawala-system, legal.

### *7.5 Developing a diaspora policy*

As a country of immigration, Sweden possesses large transnational resources. These resources should be better used to support development. **Diasporas must be given a more important role within Sweden's development aid.**

This can be done in a number of ways:

- Supporting **diaspora projects**, by levering remittances with development aid
- Actively **involving diaspora groups in the development of country strategies** for bi-lateral development co-operation
- Actively engaging with **diaspora entrepreneurs** and diaspora led businesses in the private sector.
- Actively involving diaspora in peace processes, reconciliation and reconstruction.

### *7.6 Protecting the right to local development*

**No one should be forced to migrate to enjoy a dignified life.** Addressing the root causes of forced migration must remain on the agenda. Crucially, this includes preventing war and armed conflict, making sure all states have the capacity to protect and respect the human rights of their citizens, building resilience in all states against natural disasters and shocks created by climate change, and creating a global economic system that promotes inclusive, sustainable economic development everywhere.

It is particularly important to ensure that **young people are actors of their own development**, and that young people are empowered to choose other options than migration. **Job creation** is essential.

It is important to underline that it is the task and responsibility of each state to provide for its citizens. Aid and international co-operation can only play a complementary role.

Development aid can be used to **enhance knowledge about the motivations behind migration**, and the conditions that would enable people to stay.

Development aid can also be used strategically to **address the root causes of forced migration**.

## 8. Implications for Sweden's Foreign Policy

It is important to recognise that migration concerns for **all aspects of foreign policy**.

**Bi-lateral relations:** visa policies, agreements on the return of asylum applicants, labour migration, information about Sweden as an immigration country, etc.

**Multilateral co-operation:** the UN system, IOM, ILO, structures such as the GFMD, ICMPD, etc.

**Trade policy:** visas for business travellers and investors, the role of diaspora for trade and investment promotion, etc.

**Humanitarian actions:** support for and co-operation with the UNHCR, IOM, etc. Humanitarian crises, whether natural catastrophes or man-made violence, invariably entails the displacement of people.

**Financing for development:** the AAAA confirms the important role of the World Bank and the IMF in contributing to sustainable development. Members of the diaspora and migrant community can be and would like to also be part of those efforts that target new forms of private sector partnerships.

**Development co-operation:** enhancing the development impact of remittances, addressing root causes of forced migration, protecting access to migration as a development strategy, tapping into the contacts and resources of the diaspora, etc. (More on this below).

It is imperative that the Swedish government administration reflects this, by making sure that there is a **focal point for migration issues** [ansvarig handläggare] in all ministries and in departments [avdelningar/enheter] dealing with Sweden's bi-lateral foreign relations, multilateral co-operation, trade policy, humanitarian action, financing for development and development co-operation.

There is a particular need for a **focal point for the links between migration and development**, since development issues and migration issues are divided between two

different ministries: the Ministry of Justice with its responsibility for migration, and the Foreign Ministry, that handles Swedish development co-operation.

In order for Sweden to take a leading role in the efforts to fulfil the migration related goals and targets of the Agenda 2030, **migration must become a much more important part of both development- and foreign policy.**

Concretely, this calls for the links between migration and development to become an integral feature of the following processes:

- the development of a new policy framework for Sweden's policy for global development [nystart för PGU]
- Sweden's candidacy to the UN Security Council

In addition, the Foreign Ministry should increase its involvement in the adoption of

- Resolutions in the UN General Assembly, in particular on the rights of migrants in the Second and Third Committee
- Resolutions in the UN Population Committee

It is also vital that the Foreign Ministry continues to support the Global Forum on Migration and Development, including by providing financial support for the operation of the GFMD, making sure that the GFMD includes all relevant actors in its work, not least representatives for trade unions and migrants themselves.

It is important that geographic departments within the ministry are given the explicit task of following and contributing to migration dialogues and regional processes relevant for their geographic area. Today, a number of such processes are on-going, such as the Euro-African Partnership for migration and development (the Rabat Process) and the Budapest Process.

One of the most promising ways of increasing poor people's access to migration is regional areas of free mobility (such as Mercosur) and regional citizenship programmes (such as within the EU and in the Economic Community Of West African States ECOWAS).

**Sweden should contribute to such regional processes to facilitate orderly migration whenever possible**, including by promoting exchange of experiences and best practices between regions. Free movement of people within the EU is truly a great achievement, and should be defended.

It is clear that when it comes to creating more and broader channels for legal migration, there is no one-time, one-size-fits-all solution. Instead, different measures will be more or less

adequate and more or less feasible in different contexts. In order to move forward on an agenda for freer migration, **these issues need to be present whenever Sweden deals with others states, whether in closing trade deals or agreeing on visa regimes.**

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## Appendix I References to migration in the 2030 Agenda for Sustainable Development

Most important wording:<sup>16</sup>

35. We recognize the positive contribution of migrants for inclusive growth and sustainable development. We also recognize that international migration is a multi-dimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses. We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries. We underline the right of migrants to return to their country of citizenship, and recall that States must ensure that their returning nationals are duly received.

Paragraphs relating to migration

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<sup>16</sup> Thanks to Elisabeth Svenningsson for making this compilation in October 2015.

14. We are meeting at a time of immense challenges to sustainable development. Billions of our citizens continue to live in poverty and are denied a life of dignity. There are rising inequalities within and among countries. There are enormous disparities of opportunity, wealth and power. Gender inequality remains a key challenge. Unemployment, particularly youth unemployment, is a major concern. Global health threats, more frequent and intense natural disasters, spiralling conflict, violent extremism, terrorism and related humanitarian crises and forced displacement of people threaten to reverse much of the development progress made in recent decades.

23. People who are vulnerable must be empowered. Those whose needs are reflected in the Agenda include all children, youth, persons with disabilities (of whom more than 80% live in poverty), people living with HIV/AIDS, older persons, indigenous peoples, refugees and internally displaced persons and migrants. We resolve to take further effective measures and actions, in conformity with international law, to remove obstacles and constraints, strengthen support and meet the special needs of people living in areas affected by complex humanitarian emergencies and in areas affected by terrorism.

25. We commit to providing inclusive and equitable quality education at all levels – early childhood, primary, secondary, tertiary, technical and vocational training. All people, irrespective of sex, age, race, ethnicity, and persons with disabilities, migrants, indigenous peoples, children and youth, especially those in vulnerable situations, should have access to life-long learning opportunities that help them acquire the knowledge and skills needed to exploit opportunities and to participate fully in society. We will strive to provide children and youth with a nurturing environment for the full realization of their rights and capabilities, helping our countries to reap the demographic dividend including through safe schools and cohesive communities and families.

27. We will seek to build strong economic foundations for all our countries. Sustained, inclusive and sustainable economic growth is essential for prosperity. This will only be possible if wealth is shared and income inequality is addressed. We will work to build dynamic, sustainable, innovative and people-centred economies, promoting youth employment and women's economic empowerment, in particular, and decent work for all. We will eradicate forced labour and human trafficking and end child labour in all its forms. All countries stand to benefit from having a healthy and well-educated workforce with the knowledge and skills needed for productive and fulfilling work and full participation in society. We will strengthen the productive capacities of least-developed countries in all sectors, including through structural transformation. We will adopt policies which increase

productive capacities, productivity and productive employment; financial inclusion; sustainable agriculture, pastoralist and fisheries development; sustainable industrial development; universal access to affordable, reliable, sustainable and modern energy services; sustainable transport systems; and quality and resilient infrastructure.

74.g Follow-up and review processes at all levels will be guided by the following principles [...] They will be rigorous and based on evidence, informed by country-led evaluations and data which is high- quality, accessible, timely, reliable and disaggregated by income, sex, age, race, ethnicity, migration status, disability and geographic location and other characteristics relevant in national contexts.

### *Migration-related targets*

- 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
- 8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms
- 8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
- 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.
- 10.c By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent
- 16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children
- 17.18 By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts

## *Targets with migration related references*

- 4.b By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries
- 1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
- 11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations
- 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

## *Targets that focus on “all/everyone” or “vulnerable groups” groups”)*

- SDG 1: End poverty in all its forms everywhere
- SDG 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- SDG 3: Ensure health lives and promote well-being for all at all ages
- SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- SDG 5: Achieve gender equality and empower all women and girls
- SDG 6: Ensure availability and sustainability of water and sanitation for all
- SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all
- SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- SDG 10: Reduce inequality within and among countries
- SDG 11: Make cities and human settlements inclusive, safe, resilient and sustainable
- SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

## Appendix II References to migration in the Addis Ababa Action Agenda

40. We recognize the positive contribution of migrants for inclusive growth and sustainable development in countries of origin and transit and destination countries. Remittances from migrant workers, half of whom are women, are typically wages transferred to families, primarily to meet part of the needs of the recipient households. They cannot be equated to other international financial flows, such as foreign direct investment, ODA or other public sources of financing for development. We will work to ensure that adequate and affordable financial services are available to migrants and their families in both home and host countries. We will work towards reducing the average transaction cost of migrant remittances by 2030 to less than 3 per cent of the amount transferred. We are particularly concerned with the cost of remittances in certain low-volume and high-cost corridors. We will work to ensure that no remittance corridor requires charges higher than 5 per cent by 2030, mindful of the need to maintain adequate service coverage, especially for those most in need. We will support national authorities to address the most significant obstacles to the continued flow of remittances, such as the trend of banks withdrawing services, to work towards access to remittance transfer services across borders. We will increase coordination among national regulatory authorities to remove obstacles to non-bank remittance service providers accessing payment system infrastructure and promote conditions for cheaper, faster and safer transfer of remittances in both source and recipient countries, including by promoting competitive and transparent market conditions. We will exploit new technologies, promote financial literacy and inclusion and improve data collection.
78. We recognize the importance for achieving sustainable development of delivering quality education to all girls and boys. This will require reaching children living in extreme poverty, children with disabilities, migrant and refugee children, and those in conflict and post-conflict situations, and providing safe, non-violent, inclusive and effective learning environments for all. We will scale up investments and international cooperation to allow all children to complete free, equitable, inclusive and quality early childhood, primary and secondary education, including through scaling up and strengthening initiatives, such as the Global Partnership for Education. We commit to upgrading education facilities that are child, disability and gender sensitive and increasing the percentage of qualified teachers in developing countries, including through international cooperation, especially in least developed countries and small island developing States.

111. We recognize that international migration is a multidimensional reality of major relevance for the development of origin, transit and destination countries that must be addressed in a coherent, comprehensive and balanced manner. We will cooperate internationally to ensure safe, orderly and regular migration, with full respect for human rights. We endeavour to increase cooperation on access to and portability of earned benefits, enhance the recognition of foreign qualifications, education and skills, lower the costs of recruitment for migrants and combat unscrupulous recruiters, in accordance with national circumstances and legislation. We further endeavour to implement effective social communication strategies on the contribution of migrants to sustainable development in all its dimensions, in particular in countries of destination, in order to combat xenophobia, facilitate social integration and protect migrants' human rights through national frameworks. We reaffirm the need to promote and protect effectively the human rights and fundamental freedoms of all migrants, especially those of women and children, regardless of their migration status.
112. We will strengthen regional, national and subnational institutions to prevent all forms of violence, combat terrorism and crime and end human trafficking and exploitation of persons, in particular women and children, in accordance with international human rights law. We will effectively strengthen national institutions to combat money-laundering, corruption and the financing of terrorism, which have serious implications for economic development and social cohesion. We will enhance international cooperation for capacity-building in these areas at all levels, in particular in developing countries. We commit to ensuring the effective implementation of the United Nations Convention against Transnational Organized Crime.
119. We resolve to adopt science, technology and innovation strategies as integral elements of our national sustainable development strategies to help to strengthen knowledge-sharing and collaboration. We will scale up investment in science, technology, engineering and mathematics education and enhance technical, vocational and tertiary education and training, ensuring equal access for women and girls and encouraging their participation therein. We will increase the number of scholarships available to students in developing countries to enrol in higher education. We will enhance cooperation to strengthen tertiary education systems and aim to increase access to online education in areas related to sustainable development.

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