

# EMN Policy Report 2010

## Sweden

---

Executive Summary .....	5
1. INTRODUCTION: PURPOSE AND METHODOLOGY FOLLOWED.....	7
1.1 Methodology .....	7
1.2 Terms and Definitions .....	8
2. GENERAL STRUCTURE OF POLITICAL AND LEGAL SYSTEM IN SWEDEN .....	8
2.1 General structure of the political system and institutional context .....	8
2.2 General structure of the legal system .....	9
3. GENERAL DEVELOPMENTS RELEVANT TO ASYLUM AND MIGRATION .....	9
3.1 General political developments .....	9
3.2 Main policy and/or legislative debates .....	10
3.3 Broader developments in asylum and migration .....	12
3.4 Institutional developments .....	12
4. LEGAL IMMIGRATION AND INTEGRATION .....	12
4.1. Economic migration .....	12
4.1.1 Specific context .....	12
4.1.2 Developments within the national perspective .....	12
4.1.3 Developments from the EU perspective .....	14
4.2 Family Reunification.....	14
4.2.1 Specific context .....	14
4.2.2 Developments within the national perspective .....	14
4.2.3 Developments from the EU perspective .....	15
4.3 Other legal migration.....	15
4.3.1 Specific context .....	15
4.3.2 Developments within the national perspective .....	15
4.3.3 Developments from the EU perspective .....	15
4.4 Integration .....	15
4.4.1 Specific context .....	15
4.4.2 Developments within the national perspective .....	15
4.4.3 Developments from the EU perspective .....	16
4.5 Citizenship and Naturalisation .....	17
4.5.1 Specific context .....	17
4.5.2 Developments within the national perspective .....	17
4.5.3 Developments from the EU perspective .....	17
5 ILLEGAL IMMIGRATION AND RETURN.....	17

5.1 Illegal Immigration.....	17
5.1.1 Specific context .....	17
5.1.2 Developments within the national perspective .....	18
5.1.3 Developments from the EU perspective .....	18
5.2 Return Migration .....	18
5.2.1 Specific context .....	18
5.2.2 Developments within the national perspective .....	18
5.2.3 Developments from the EU perspective .....	19
5.3 Actions against human trafficking .....	20
5.3.1 Specific context .....	20
5.3.2 Developments within the national perspective .....	20
5.3.3 Developments from the EU perspective .....	20
6. BORDER CONTROL.....	20
6.1 Control and surveillance at external borders .....	20
6.1.1 Specific context .....	20
6.1.2 Developments within the national perspective .....	20
6.1.3 Developments from the EU perspective .....	21
6.2 Cooperation with respect to border control .....	21
6.2.1 Specific context .....	21
6.2.2 Developments within the national perspective .....	21
6.2.3 Developments from the EU perspective .....	21
7. ASYLUM .....	22
7.1.1 International Protection .....	22
7.1.1 Specific context .....	22
7.1.2 Developments within the national perspective .....	22
7.1.3 Developments from the EU perspective .....	23
8. Unaccompanied Minors (and other vulnerable groups) .....	24
8.1 Specific context .....	24
8.2 Developments within the national perspective.....	24
8.3 Developments from the EU perspective.....	25
9. GLOBAL APPROACH TO MIGRATION .....	26
9.1 External cooperation / global approach to migration .....	26
9.1.1 Specific context .....	26
9.1.2 Developments within the national perspective .....	26

9.1.3 Developments from the EU perspective ..... 27

10. IMPLEMENTATION OF EU LEGISLATION..... 27

10.1 Transposition of EU legislation 2010..... 27

10.2 Experiences, debates in the (non-) implementation of EU legislation ..... 28

## SWEDEN

### ANNUAL POLICY REPORT 2010

#### Executive Summary

In the elections this autumn 2010, the nationalist party, the Sweden Democrats, were elected into the Swedish parliament. Even in the municipal elections the party made progress. The party wants to restrict immigration to Sweden.

A number of issues related to migration have been debated during the year. One such issue is the maintenance requirement that has been introduced for families requesting reunification. The requirement means that the relative in Sweden must have sufficient income to meet their own upkeep and living costs. Several groups of relatives are however excluded and are not subject to the requirement which was introduced on 15 April 2010.

Another issue that was discussed were the new rules which were introduced on 1 July 2010 aimed at counteracting some cases of family separation. The new rules mean that parents who are already in Sweden may to a greater extent be granted a residence permit without first having to leave the country.

Another issue that has attracted attention is the asylum seekers' right to work. Since 1 August 2010, they are allowed to work from the first day they arrive in Sweden if they prove their identity. The aim is to make it easier for asylum seekers to enter the job market after their application have been granted.

The development of praxis within the area of family reunification has also been discussed. The highest body, the Migration Court of Appeal, has taken a decision which serves as guidance and which means that applications will be refused for those that have no passport and who cannot prove their identity. The requirements in particular affect Somali nationals because they are generally unable to obtain acceptable identification documents.

During the autumn, returning to Iraq was the focus of debate. In October, the European Court of Human Rights requested that Sweden suspend the expulsion of those Iraqis who have had their asylum application denied and who had referred the matter to a court of law. The court later explained that Sweden was able to continue with the usual individual assessments. Earlier this year, the vulnerability of Iraqi minorities was the subject of debate. There were particular protests in support of Iraqi Christians who had had their applications for asylum rejected.

Many unaccompanied children have continued to arrive in Sweden and the need for places in the country's municipalities, responsible for their reception, is still great. The debate on the municipalities' willingness to accept the children has continued. In order to increase the number of places, different measures have been taken.

In the case of the work with unaccompanied children in Europe, Sweden welcomes the action plan for unaccompanied children which the EU Commission presented during the spring 2010.

An important change in the area of integration is the reform for the establishment of new

arrivals in working and social life, which came into force on 1 December 2010. A faster assimilation will be achieved by strengthening, among other things, the incentive to work or to participate in initiatives that prepare them for work. The reform is described as the biggest change of integration policy in several decades. Sweden is also working actively with integration issues within the framework of EU cooperation, among other things by contributing to an exchange of knowledge and experience.

In 2008, Sweden adopted new regulations as regards labour immigration. It has increased the possibilities for companies to recruit workers from outside the EU. The amount of people who were granted residence permit under the new regulations was 13,612 in 2010, which is about the same amount as the previous year. Computer experts and restaurant staff are among the most common occupational groups. The single largest category is seasonal workers who come to Sweden to pick wild berries in the summer. Their working conditions have long been discussed and the 2010 season introduced new rules requiring the introduction of a minimum wage. As a result of the new requirements, the number of temporary berry pickers decreased.

The number of asylum seekers in Sweden increased sharply in 2010. During the year, 31,819 people sought asylum, this compares with 24,194 the previous year. In particular, there was an increase in the number of asylum seekers from the Western Balkans. The increase was primarily due to the fact that the visa requirement was abolished for citizens from, for example, Serbia.

The government has continued to give priority to voluntary return of asylum seekers who have received a final rejection of their application. In line with the Stockholm programme, during the year the authorities concerned received an increase in their budget for this purpose. One important tool is the reestablishment support which can be given to people who intend to return voluntarily to a country where it is difficult to reestablish due to the prevailing situation.

Reports of unacceptable conditions for asylum seekers in Greece have resulted in Sweden suspending the transfer of asylum seekers there. According to a leading judgement in December by the Migration Court of Appeal it is not consistent with the Swedish Aliens Act in these circumstances to apply the Dublin Regulation in relation to Greece. Instead, the case will be determined in Sweden.

An important objective for the government is to shorten the waiting time for asylum seekers. As the responsible administrative authority, the Swedish Migration Board has continued to carry out successful development work in order to achieve this. In two years, the waiting time in the first instance has been shortened by several months using a new method of working. Simultaneously, a comprehensive effort is being made to develop and improve management efficiency in the field of migration, for example through e-administration. During the year, the Migration Board made it possible for people to submit an electronic application when applying for citizenship.

A change in the existing legislative framework in the asylum area is that the Asylum Procedures Directive and the Qualification Directive have been implemented in Swedish law. The legislative amendments came into force on 1 January 2010. In addition to a harmonisation of the regulations, the practical cooperation within the EU has become more important. Sweden regards it important that the European Asylum Support Office (EASO) can become operative as soon as possible.

International development cooperation has a prominent place on the agenda. It is conducted on the basis of the EU's Global Approach to Migration. From a national perspective, the Parliamentary Commission on circular migration and development forms a part of these activities, with the final proposal being presented in March 2011. As an example of the development of cooperation with other countries it may be mentioned that the so-called Söderköping process has taken a step towards integration in the Eastern Partnership's multilateral cooperation.

Sweden has also continued to take great responsibility for the resettlement of people who are displaced outside their country. In total, Sweden offers a resettlement quota of 1,900 refugees per year from refugee camps all over the world, more than any other country in Europe. During the year Sweden in cooperation with the, UNHCR, has prioritized selections from the region around the Horn of Africa.

With regard to the work with border controls, it may be mentioned that Sweden has increased its participation in various Frontex activities. Furthermore, Sweden reports that all necessary preparations have been made prior to the implementation of the European visa system VIS.

Regarding human trafficking, it may be mentioned that Sweden has made legislative changes during the year which have strengthened the penal sanctions against human trafficking in order to streamline law enforcement.

As regards illegal immigration, Sweden can report that the government has started an investigation into how the European Parliament and the Council Directive on sanctions against employers of third country nationals residing illegally in the EU will be implemented in Swedish law. A report was submitted on 30 September.

## **1. INTRODUCTION: PURPOSE AND METHODOLOGY FOLLOWED**

In accordance with Article 9(1) of Council Decision 2008/381/EC establishing the EMN, each EMN NCP is required to provide every year a report describing the migration and asylum situation in the Member State, which shall include policy developments and statistical data.

The EMN Annual Policy Report 2010 shall contribute to the report to be prepared by the Commission and presented to the Council in June 2011.

The EMN's report will continue to provide an insight into the most significant political and legislative (including EU) developments, as well as public debates, in the area of migration and asylum. In order to meet the requirements of the *méthode de suivi*, the format of the Annual Policy Report has been adapted, to enable reporting on “general” EU and national developments in the Member States in the main body of the report, and specific reporting on the commitments of both the Pact and in the Stockholm Programme in a separate Annex. This will facilitate the production of the Commission's Annual Report, as well as the production of more coherent and user-friendly National Reports.

The EMN Annual Policy Report 2010 will cover the period 1<sup>st</sup> January 2010 to 31<sup>st</sup> December 2010 and will be the seventh in a series of such reports.

### **1.1 Methodology**

This policy report has been drawn up in a process of close collaboration between the Swedish Migration Board, the Ministry of Justice, and the Ministry of Integration and Gender Equality. Within the Migration Board, the different divisions have contributed expertise relating to their respective area. The report is based on available statistics and other data, and also on the fund of knowledge represented by the organisations involved.

## **1.2 Terms and Definitions**

As far as possible, the terminology and definitions used correspond to the EMN Glossary.

## **2. GENERAL STRUCTURE OF POLITICAL AND LEGAL SYSTEM IN SWEDEN**

### **2.1 General structure of the political system and institutional context**

The Government sets out the general guidelines for migration policy by proposing bills. It is the responsibility of the Riksdag (Swedish Parliament) to pass or reject proposed bills and amendments. The Swedish Government also supplements the laws with ordinances. The Ministry of Justice is the Government body responsible for migration policy.

The Swedish Migration Board and the Swedish Police report to the Ministry of Justice and there is considerable cooperation at various levels between the ministries and the authorities. However, the authorities are formally subordinated the Government as a whole and not the Ministry of Justice.

The Swedish system is based on independent administrative authorities. No public authority or minister may determine how an administrative authority is to decide in a particular case involving the exercise of public authority vis-à-vis a private subject or a local authority, or the application of law.

The Swedish Migration Board is the responsible administrative agency within the area of migration – for issues concerning residence permits, work permits, visas, reception of asylum seekers, return, citizenship and repatriation. Also active in the area of migration are the migration courts, the Migration Court of Appeal, the police authorities, the Swedish Prison and Probation Service and Swedish diplomatic missions abroad. In addition, the County Administrative Boards negotiate with the municipalities on the reception of individuals in need of protection and other aliens.

Legal provisions pertaining to the Swedish Migration Board are found primarily in the Aliens Act and the Ordinance with Instructions for the Swedish Migration Board. The Government also manages the Swedish Migration Board by means of annual budget appropriation directives that specify the operational budget and objectives.

The Swedish Migration Board has the main responsibility for the reception of asylum seekers, from the date on which an application for asylum has been submitted until the person has been received by a municipality after being granted a residence permit or has left the country, if notified that the application has been rejected. This applies on the condition that the person does not go into hiding to avoid enforcement of a refusal-of-entry or expulsion order.

The Swedish Police is the main responsible authority in Sweden for border control (Aliens Act 2005:716). The Swedish Customs and the Swedish Coast Guard are required to assist the

police in the control of third country nationals entry and exit and the Swedish Coast Guard shall control the vessel traffic at sea borders. According to the instruction for the Swedish National Police Board (1989:773), the Board is the national contact point for the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex).

The Ministry of Integration and Gender Equality was during 2010 responsible for the integration policy.

*For further and more detailed information please see the 2008 EMN study "[The Organisation of Asylum and Migration Policies in Sweden](#)"*

## **2.2 General structure of the legal system**

The migration system in Sweden is governed by the Aliens Act (Statute 2005:716), which was enacted by the Parliament, and emanating from that law, the Aliens' Ordinance (Statute 2006:97), which is decided by the Swedish Government. The current Aliens Act took effect 31 March 2006. The Administrative Judicial Procedure Act (Statute 1971:291) also governs with regard to appeals. The Administrative Procedure Act (Statute 1986:223) also contains certain general statutes that govern all administrative agencies.

The Swedish migration system and asylum procedures are also regulated by the Reception of Asylum Seekers and Others Act (Statute 1994:137) and the Reception of Asylum Seekers and Others Ordinance (Statute 1994:361).

The border control is governed by the Regulation (EC) No 562/2006 of the European Parliament and of the Council of 15 March 2006 establishing a Community Code on the rules governing the movement of persons across borders (Schengen Borders Code).

The agencies with mandates in this area are the Swedish Migration Board, the Migration Courts, the Migration Court of Appeal, the Swedish Police, the Swedish Customs, the Swedish Coast Guard, the Prison and Probation Service (Transport Service), Swedish missions abroad, and the County Administrative Boards. Municipalities and County Councils also participate in these activities. The Board and the Courts independently examine and handle applications for asylum and all other applications related to immigration. Thus, many public agencies are involved in the migration process, which encompasses all activities from the time an application for a residence permit is lodged until settlement or return.

*For further and more detailed information please see the 2008 EMN study "[The Organisation of Asylum and Migration Policies in Sweden](#)"*

## **3. GENERAL DEVELOPMENTS RELEVANT TO ASYLUM AND MIGRATION**

### **3.1 General political developments**

A general parliamentary election was held in September; as a result of the voting a new party

was elected into the Parliament – the "Sweden Democrats" (in Swedish, Sverigedemokraterna), whose political programme is calling for a limitation of immigration to Sweden. The Sweden Democrats are with their twenty of the 349 seats in the Parliament a potential holder of balance of power between the two political blocs in the Parliament. The incumbent centre-right coalition Government – made up of the Moderate Party, Folkpartiet (the Liberal Party of Sweden), the Centre Party and the Christian Democrats – has remained in office, but following the election it is now a minority Government.

Tobias Billström, from the Moderate Party, has continued as Minister for Migration and Asylum Policy, and similarly, Beatrice Ask, also from the Moderate Party, continues in the position of Minister for Justice. Formally speaking, responsibility for migration and border control issues lies with the Ministry of Justice. After the election it was decided that the Ministry of Integration and Gender Equality would be wound up as of 1 January 2011, with responsibility for integration issues being transferred to the Ministry of Employment. The minister with responsibility for these issues is the Minister for Integration, currently Erik Ullenhag from the Liberal Party.

Local and regional elections (to the municipal and regional authorities, respectively) were held concurrently with the general election. The Sweden Democrats are now represented in some 250 of the country's 291 municipal authorities, and in approximately 15 of Sweden's 20 regional authorities.

### **3.2 Main policy and/or legislative debates**

#### **Legislative debates**

Changes to laws and regulations which aroused debate during the year included the new rules governing immigration for family members; a maintenance requirement has now been introduced as a condition for the granting of a residence permit on grounds of family ties with a person already residing in Sweden. What this condition stipulates is that the sponsor (the family member residing in Sweden) must be able to provide for him/herself, and must live in accommodation which is large enough and of a suitable standard for both the sponsor and the person who wishes to come to Sweden. There are however a number of situations in which exemptions are made to the maintenance requirement.

A further legislative change that has been introduced is that it is now possible, in certain cases concerning immigration on grounds of family ties where children are involved, to make exemptions from the requirement that a residence permit must have been granted prior to travelling to Sweden. The aim of this change is to prevent families from being separated.

Sweden decided to change, as of 1 August 2010, the regulations governing exemptions from the requirement for asylum-seekers to hold a work permit. Previously, asylum-seekers could be granted exemption from the requirement to have a work permit, if they cooperated with the authorities in connection with the establishment of their identity, and if the processing of their asylum application was estimated to take at least four months. This four-month rule has been removed, meaning that asylum-seekers, if they have established their identity, now are entitled to work in Sweden from the day on which they apply for asylum.

In two rulings – one from November 2009, and one from January 2010 – the Migration Court of Appeal has clarified the passport requirements relating to persons who apply for a

residence permit on grounds of close family ties with someone already residing in Sweden. A passport is generally required even in the case of persons from countries where it is very difficult or impossible to obtain a passport that is valid in Sweden. This led to the Swedish Migration Board issuing, in March, a statement of legal position regarding the requirements, vis-à-vis passports and proof of identity, which are to apply in cases relating to residence permits for family members. This has in turn made it difficult for Somalian citizens to obtain permission for family members to join them in Sweden, since Somalian passports are not, as a rule, valid in Sweden.

The European Court of Human Rights announced on October 22 that it intended to instruct Sweden to suspend the deportation orders for all those Iraqis who had submitted a complaint to the Court. In its communication, the Court highlighted the fact that the security situation had deteriorated in Baghdad and other locations. In line with the request of the European Court, the Swedish Migration Board suspended the enforcement of deportation orders relating to a total of 600 cases involving 814 complainants. In a new communication dated November 23, the Court explained that there had now been a reversion to normal procedure, with each case being examined on its individual merits.

## Policy Debates

"Aktion 2010", a grouping consisting of several Christian churches and committed individual citizens and having the support of the Christian Council of Sweden, put forward a demand in early 2010 that the Swedish Migration Board should alter its assessment of Iraqi minorities' need for protection. In early April, "Aktion 2010" submitted 2 600 applications for a suspension of the enforcement of deportation orders relating to Iraqi citizens, with just over half of these relating to members of the Iraqi Christian minority. In conjunction with this there were demonstrations outside the Swedish Migration Board's detention centres.

In comparison with previous years, in 2010 significantly more asylum-seekers came to Sweden from the Balkan region, especially Serbia. As a result of this increase the Swedish Migration Board had to rent temporary accommodation solutions at short notice in different locations around the country – for example at camp sites. It is assumed that the fact that so many Serbian citizens made their way to Sweden during the year is due to the removal of the visa requirement in December 2009. The majority of the asylum-seekers from the Balkans have given ethnic discrimination relating to their Roma background as the reason for their application for asylum. The situation of these asylum-seekers has received considerable attention, not least in local media in areas where they have been housed in temporary accommodation.

The Swedish Migration Board, Save the Children Sweden and the Office of the Children's Ombudsman sent a joint letter to the county governors of Sweden, asking for their help in persuading municipal authorities to create more places for unaccompanied refugee children. In 2010, 2 393 unaccompanied children sought asylum in Sweden. During the year a large number of municipal authorities signed agreements with the Swedish Migration Board, undertaking to provide places for unaccompanied children, but there is still a great need for more places.

Sweden held the EU Presidency the second half of 2009. Among the main priorities in the area of migration and asylum were the establishment of a European Asylum Support Office,

the question of unaccompanied minors, the initiative to establish a common EU resettlement scheme, and continued efforts to implement and further develop the EU Global Approach on Migration. Sweden focused during its presidency also on the connection between migration and development and organised a ministerial conference on the theme "*Labour Migration and its Development Potential in the Age of Mobility*". During the Swedish presidency the decision was taken on lifting the visa requirement for citizens of FYRoM, Montenegro and Serbia. The visa liberalization entered into force on 19 December 2009.

### **3.3 Broader developments in asylum and migration**

Nothing special to report.

### **3.4 Institutional developments**

There were no changes in the institutional structure in respect to ministries, institutions, agencies, or other actors dealing with migration, asylum, border control, refugee protection or integration issues in Sweden during 2010. The decision was however taken to close down the Ministry of Integration and Gender Equality on 31 December 2010. Responsibility for integration issues was moved to the Ministry of Employment, under a separate Minister for Integration.

## **4. LEGAL IMMIGRATION AND INTEGRATION**

### **4.1. Economic migration**

#### **4.1.1 Specific context**

A new law on labour immigration came into force December 2008 in order to increase the opportunities for foreign nationals outside the EU/EEA to come to work in Sweden.

The legislation was previously much more restrictive and only allowed employers to hire people outside the EU. The agency-based labour market test had been phased out and the point of departure is that it is the individual employer who best knows the recruitment needs of his or her business. With the new legislation the possibility to recruit foreign workers has been significantly facilitated. Provided that the working conditions are in line with Swedish collective agreements or practice the employer can with the new rules, recruit anyone, regardless of nationality and profession. The rules also present an opportunity for the migrant to get a permanent residence permit in Sweden after four years.

#### **4.1.2 Developments within the national perspective**

In 2010, 13 612 work permits were granted (first-time applications) consistent with the regulations for labour immigration. This amount is just about the same as in the year 2009. However, in comparison with 2009 approximately 2 500 fewer permits were granted for berry pickers in 2010. Yet if the permits approved for *helpers within farming, gardening, forestry and fisheries* (berry pickers) are disregarded, an increase of the amount of residence permits granted may instead be noticed.

The Swedish wild-berry business' berry picking activities has been a subject of debate during several years, especially with regard to the allocation of responsibilities and monitoring of companies using workforce from third-countries via foreign staffing agencies. When the new rules for labour migration were introduced in Sweden 2008, the previous ground for seasonal work was abolished. As a consequence, the Swedish Migration Board introduced new procedures for handling applications from workers who will pick wild berries. The procedures imply strict application of the general rules for work permits – including requiring, for example, wages in accordance with collective agreements. Despite more stringent procedures as well as increased information efforts some cases nevertheless failed. Against this background, the Migration Board has intensified the work of quality-assessing applications for work permits of all employment categories.

Even though the category berry pickers has decreased, the occupational group *labourers in agriculture, forestry and fishery* (4 508) was still the largest in 2010, followed by the occupational groups *computer specialists* (2 208), and *Catering and restaurant staff* (1 049). See table 1 below.

<b>Employment category</b>	<b>No</b>	<b>%</b>
Labourers in agriculture, horticulture, forestry and fishery	4508	33
Computer specialists	2208	16
Catering and restaurant staff	1049	8
Catering and restaurant assistants	548	4
Civil engineers, architects, etc.	525	4
Others	4774	35
<b>Total</b>	<b>13612</b>	<b>100</b>

**Table 1:** Number and proportion of permits granted to workers from abroad by the Migration Board, in the five largest employment categories in 2010.

The most common nationalities in employment market-related applications were citizens from *Thailand* (3 520) *India* (1 853), and *China* (1 518). See table 2 below.

	<b>No.</b>	<b>%</b>
Thailand	3520	26
India	1853	14
China	1518	11
Turkey	744	5
Ukraine	551	4
Others	5426	40
<b>Total</b>	<b>13612</b>	<b>100</b>

**Table 2:** Number and proportion of permits granted to workers from abroad by the Migration Board, for the five largest countries of origin in 2010.

The reform on labour immigration in 2008 aimed at creating an efficient and flexible system for labour immigration. The Swedish Migration Board's development work is moving towards

a greater emphasis on electronic processing of cases. Certain groups can already apply for permits electronically. In the aim of increasing the proportion of electronic applications, the Swedish Migration Board promises faster decisions for applications received electronically.

#### **4.1.3 Developments from the EU perspective**

Nothing special to report.

### **4.2 Family Reunification**

#### **4.2.1 Specific context**

#### **4.2.2 Developments within the national perspective**

Sweden has introduced a financial support requirement in the Aliens Act as a condition for family reunification. The new legislation entered into force on 15 April 2010. According to the requirement the sponsor must have sufficient income to support himself or herself and cover his or her own housing costs. The sponsor must also have suitable accommodation for himself or herself and the family member. Family members of minors, refugees, quota refugees, persons enjoying international protection and persons who have a residence permit and have spent four years in Sweden with a residence permit are exempted from the requirement. A minor is exempted from the requirement when applying for family reunification to his or her parent or if the other parent of the child is applying for residence permit together with the child. Family members of Swedish citizens, EU and EEA citizens and Swiss citizens are also exempted. Finally, exemptions are possible in cases where there are exceptional grounds. In reality, the number of sponsors covered by this maintenance requirement is relatively small, since there are such a large number of situations in which exemptions apply. In total, the financial support requirement was applied in assessing 479 cases, of which 104 resulted in the application being granted.

As a rule, an alien who wants a residence permit in Sweden must have applied for and been granted such a permit before entering the country. With regard to the risk of family separation for parents and children, an amendment to the Aliens Act entered into force on 1 July 2010. The amendment makes it easier to apply for a residence permit on grounds of family ties after having entered Sweden.

An application for a residence permit on grounds of family reunification must be made at a Swedish diplomatic mission. During the year 44 934 first-time applications invoking family ties were received; as in previous years, the most heavily represented nationalities were Somalians, Iraqis and individuals from Thailand. 55 per cent of applications were granted, which is a drop of 16 per cent compared to 2009. One major contributory factor in the fall in the number of applications granted is the sharpened requirements relating to passports and proof of identity which the Migration Court of Appeal has articulated in a number of decisions. Two of these decisions concerned Somalian citizens, and according to the rulings, the Swedish Migration Board may not make any exemption to the passport requirement to accommodate the fact that citizens of Somalia do not normally have any opportunity to obtain passports that would be valid in Sweden.

The stricter requirements apply to all nationalities, even where the situation in the home

country is such that there are no authorities with the power to issue passports and no properly functioning civil registration of the population – i.e. a situation where it is not possible to obtain valid passports or other identity documents. This is what circumstances are like in Somalia, for instance, and as a result most applications from Somalia were rejected. At the end of the year, one of the three Migration Courts returned a number of cases concerning family reunification to the Swedish Migration Board as the court ruled that other means of investigation (e.g. DNA tests) should be used to prove family ties.

#### **4.2.3 Developments from the EU perspective**

Nothing special to report.

### **4.3 Other legal migration**

#### **4.3.1 Specific context**

#### **4.3.2 Developments within the national perspective**

##### **Students**

Approximately 16 000 new applications for residence permits for purposes of study from citizens of countries outside the EU/EEA were granted during 2010. The highest numbers of applications came from citizens of China, Pakistan, Iran, India, Bangladesh and Nigeria.

Sweden has decided to introduce tuition fees for students from third countries during 2011. The fees are to be set by each individual university/institute of higher education. It is not yet clear exactly what effect this measure will have on the volume of students coming to Sweden from third countries, but all the indications are that there will be a significant drop in numbers.

#### **4.3.3 Developments from the EU perspective**

Nothing special to report.

### **4.4 Integration**

#### **4.4.1 Specific context**

#### **4.4.2 Developments within the national perspective**

On 14 April 2010 the Swedish Government concluded an agreement with a number of NGO:s and the Swedish Association of Local Authorities and Regions in order to increase political and civic participation, and strengthen the dialogue on integration.

On 1 September 2010, Sweden introduced a law enabling municipalities to pay a performance-based bonus to newly arrived immigrants who complete their studies in Swedish for Immigrants with a pass grade within 12 months.

On 7 October 2010, a new law on civic orientation for new arrivals was introduced,

guaranteeing a minimum of 60 hours of civic orientation. The municipalities are responsible for delivering civic orientation which aims to give the participants knowledge of human rights and basic democratic values, individual rights and responsibilities, how society is organised, and practical aspects of everyday life. Civic orientation shall be delivered in a language that the new arrival understands.

On 1 December 2010, the new law on introduction of newly arrived immigrants entered into force. The reform aims to speed up the introduction of immigrants by strengthening personal incentives to find a job and to participate in employment preparation activities. On the basis of a personal introduction plan, each new arrival should be given professional support to quickly learn Swedish, find work, and to become acquainted with the rights and obligations that apply in Sweden. The Public Employment Service has central responsibility and a coordinating role. A new independent actor – the introduction guide – will be set up to support the new arrival during the introduction period. New arrivals who actively participate in introduction activities will receive an introduction benefit. Special labour market schemes continue to promote the integration of newly arrived immigrants in the labour market.

Regarding anti-discrimination policy, three investigations have recently been carried out. One of them proposes that inadequate accessibility for people with disabilities shall be regarded as discrimination. The provision covers situations in which a person is disadvantaged through failure to take reasonable accessibility measures to put people with disabilities in a situation comparable to that of people without such disabilities. Another investigation proposes increased protection against age discrimination in areas such as social services and access to goods and services. Protection against discrimination based on age is today limited to areas of working life and education. The last investigation concerns positive actions to promote equal rights and opportunities. The investigator proposes that positive actions shall apply to all grounds of discrimination in the Discrimination Act as well as three areas of society namely working life, education and national military service and civilian service.

#### **4.4.3 Developments from the EU perspective**

Within the framework of the Swedish Government's cohesive strategy for integration, 2008-2010, integration policy objectives are to be achieved primarily within the framework of general policy. In addition, specific measures are taken to facilitate the introduction of newly arrived immigrants during their first years in Sweden. The insertion of an integration perspective in other relevant policy areas mirrors the mainstreaming approach that was confirmed at the European Ministerial Conference on Integration in Zaragoza.

In 2010, the Government reported to Parliament on the implementation of the integration strategy. The possibility of evidence-based policy development has increased through monitoring based on the use of 27 indicators in key areas. The use of indicators in key areas at the EU level, as agreed at the Zaragoza meeting, is paramount in order to facilitate comparisons and enhance the European process of learning.

The Swedish Government actively participates in the European Commission led network of National Contact Points on Integration and continues to facilitate an information- and knowledge exchange through various dialogue initiatives.

Swedish NGOs have actively participated in the European Integration Forum meetings throughout 2010, and the Red Cross has been chosen to act as Swedish editor on the European

Website on Integration.

## **4.5 Citizenship and Naturalisation**

### **4.5.1 Specific context**

### **4.5.2 Developments within the national perspective**

There have been no significant changes with regard to citizenship law and practice in 2010. However, Parliament approved constitutional changes in December 2010, including a removal of the requirement for Ministers to have held Swedish citizenship for at least 10 years prior to taking office. In addition, the requirement for Swedish citizenship in certain types of public employment must now be stipulated in law, apart from judges, the Chancellor of Justice, the National Audit Officers, and Parliamentary Ombudsmen.

The Government Declaration published in October sets out policy priorities for the coming four years. The Declaration emphasises the important practical and symbolic value of citizenship and signals the Swedish Government's intention to look into the issue of developing citizenship ceremonies.

The number of applications for citizenship received during the year was 32 184, which represents an increase from previous years. For citizenship to be granted, the applicant must hold a permanent residence permit for Sweden; among the other requirements, the applicant is to have resided in Sweden for a specified period of time, which in most cases is five years. The large rise in the number of citizenship cases is a result of the increased number of residence permits that were awarded during the period 2003 – 2006. The most prevalent nationality among the citizenship applications were Iraqi citizens, who accounted for 5 313 cases.

The year's most notable new development as regards applications for citizenship was the introduction of the facility for applying via the Internet. Electronic application for citizenship is the first e-service to be launched by the Swedish Migration Board; it represents a major improvement for applicants, who can now submit their application and pay the registration fee over the internet.

### **4.5.3 Developments from the EU perspective**

Nothing special to report.

## **5 ILLEGAL IMMIGRATION AND RETURN**

### **5.1 Illegal Immigration**

#### **5.1.1 Specific context**

Nothing special to report.

### **5.1.2 Developments within the national perspective**

There have been no significant changes with regard to law and practice in 2010, nor any other policy changes within the area. Preventing illegal immigration is primarily the subject of the border control. However, within the regular process for handling applications for visas and residence permits, there are measures in place in order to prevent misuse of the system and to avoid the situation of individuals being granted residence permits on false premises.

### **5.1.3 Developments from the EU perspective**

In June 2009, the Swedish Government appointed a committee that has been tasked with examining how the “Sanctions against Employers Directive” should be transposed into Swedish law. The directive will permit further measures and sanctions to be imposed on employers who exploit illegal immigrants. The committee presented its final report on 30 September 2010<sup>1</sup>. Necessary amendments in national legislation are estimated to enter into force during 2011.

A number of immigration liaison officers have been stationed at the consular departments of Swedish embassies abroad. These are, as from 1 January 2011, under the control of the Swedish Migration Board. Immigration liaison officers have been placed in the following cities: Bangkok, Damascus, Islamabad, Kiev, Moscow, Nairobi, Beijing, and Teheran.

Sweden has no regularisation programme.

## **5.2 Return Migration**

### **5.2.1 Specific context**

### **5.2.2 Developments within the national perspective**

In order to ensure the sustainability of the Swedish asylum system, those who, following an examination, are found not to be in need of protection must return to their countries of origin. A rejection of an application for a residence permit is usually accompanied by a refusal-of-entry or expulsion order. People should ideally return on a voluntary basis, with the support of the Swedish Migration Board. In cases where the obligation to return to one’s country of origin is not respected, the police service is responsible for implementing the refusal-of-entry or expulsion order. People must always be returned under humane and dignified conditions.

In order to facilitate return under dignified conditions and to strengthen the incentives for voluntary return, the Swedish Government has introduced economic reestablishment support for people who have received a non-appealable refusal-of-entry or expulsion order and choose to return voluntarily to a country with very limited opportunities for reestablishment due to severe conflicts.

2010 saw 8 433 persons returning to their home countries voluntarily with the support of the Swedish Migration Board, with the police being called on to enforce the return of a further 1 430 persons to their home countries. The countries to which the largest number of people were returned were Serbia, Iraq and Kosovo. 1 814 persons were returned voluntarily under

<sup>1</sup> [www.regeringen.se/sb/d/108/a/152681](http://www.regeringen.se/sb/d/108/a/152681)

the Dublin Regulation, while 582 persons were forcibly returned to a third country by the police, under the terms of the Dublin Regulation.

Sweden's court of last instance in migration cases, the Migration Court of Appeal, announced on 10 December 2010 that the asylum process in Greece is so inadequate that the transfer of persons in accordance with the Dublin Regulation is not possible, since it would contravene both the provisions of the Aliens Act relating to absolute enforcement obstacles, and also Article 3 of the European Convention on Human Rights. The Court also found that reception conditions in Greece were sub-standard.

Sweden's expulsions of persons to Baghdad attracted considerable attention in autumn 2010. The European Court of Human Rights requested Sweden to suspend all expulsion orders against which appeals had been lodged. Sweden's stance was to make a ruling in each individual case, but not issue a general suspension of expulsion orders. The European Court subsequently abandoned its general assessment and decided to make individual assessments of whether or not to request non-enforcement of expulsion orders.

### **5.2.3 Developments from the EU perspective**

The Swedish Government is continuing to prioritise return. In line with the Stockholm Programme, more funds have been allocated in the national competent authorities' budgets for return related measures. The Swedish Migration Board has been given a renewed task to shorten the time-span between the issuance of return decisions and the enforcement of these decisions. The Government has further requested the Swedish Migration Board, the National Police Board and the Swedish Prison and Probation Service to step up their co-operation in order to achieve a higher degree of enforced return decisions. Also this year, numerous measures have been taken and identified by the authorities in order to ensure more effective returns.

The Swedish Migration Board, being the national responsible authority for the implementation of the Return Fund, continues to implement the current multiannual programme 2008-2013, both through the granting of funds to several projects developed by external bodies, as well as by projects implemented by the Board.

The already existing reintegration allowance for returnees has been made available to a larger group of beneficiaries. Nationals from 20 countries or part of countries are now eligible to receive the allowance. The allowance amounts to 30,000 SEK per adult, 15,000 SEK per child and a maximum of 75,000 SEK (approximately 8 000 Euro) per family. During 2010, approximately 1 500 individuals, mainly Iraqi nationals, were granted the allowance.

The Swedish Police continues to use chartered flights in order to carry out returns. In addition, more frequent joint return flights have been organised by the Swedish Police together with other Member States, and in cooperation with Frontex.

No bilateral readmission agreements were concluded during the reference period. Sweden took part in all of the EU-agreements that have entered into force.

## **5.3 Actions against human trafficking**

### **5.3.1 Specific context**

The Swedish Government adopted a national action plan to combat prostitution and trafficking in human beings for sexual purposes in July 2008. The plan covers the period 2008-2010 and includes 36 measures to fight prostitution and trafficking for sexual purposes.

### **5.3.2 Developments within the national perspective**

The Swedish penal legislation against trafficking in human beings was amended during 2010 in order to make it more effective. The double criminality requirement should no longer apply to trafficking offences conducted abroad.

The new amended legislation entered into force on 1 July 2010.

In addition, Sweden ratified the Council of Europe Convention on Action against Trafficking in Human Beings in May 2010.

### **5.3.3 Developments from the EU perspective**

The Stockholm Programme puts emphasis on trafficking and states among other things that the Action Oriented Paper (AOP), adopted by the Council on 30 November 2009, should be used to its fullest extent. The AOP includes a series of actions that coincides well with the above described efforts of the Swedish Government. A first follow-up is expected in June 2011. The AOP is based on three pillars:

1. Strengthening partnerships with third countries.
2. Strengthening and improving coordination at the EU level. The Swedish Presidency was also proposing the establishment of an EU Anti Trafficking Coordinator in the context of the Stockholm Programme. There is need to establish such a structure if the EU is to significantly enhance its role and contribution to the international community against trafficking.
3. Delivering on the three P's: prevention, protection and prosecution. For instance, Sweden would like to see a stronger prevention response that addresses root causes. Clearly, the protection of victims must be at the forefront and continuous action must be taken and structures such as NGOs supported. Cross-border investigations must increase in number and should particularly include more extensive exchange of information and formation of joint investigations.

## **6. BORDER CONTROL**

### **6.1 Control and surveillance at external borders**

#### **6.1.1 Specific context**

#### **6.1.2 Developments within the national perspective**

Since February 2010, Sweden issues visas in accordance with the VISA Code (regulation 810/2009).

### **6.1.3 Developments from the EU perspective**

Sweden has made the necessary preparations for the implementation of VIS. At national level the IT-platform Wilma is presently used for the registration of visas. Wilma also serves as an entry/exit control for third country nationals who require a visa. Wilma is managed by the Swedish Migration Board.

Before the reference period, Sweden has gone through a long period of preparations for SIS. During 2010 a new application for searching SIS alerts, national alerts and visas issued by Swedish authorities, has been implemented by the Swedish Police. This new application replaces the existing query function and it is prepared, as far as possible, for the future usage of SIS II functions. It can also make use of new passport readers that are able to read the e-passports and other authorised travel documents that are equipped with a chip. The Swedish police have also, to the possible extent, prepared the national IT-systems for the future transition to SIS II.

Sweden has actively participated in the Commission working group in Brussels on the development of Eurosur. At the end of 2010, the Swedish National Police Board got the commission from the Government to analyse the organisation and setting up of Eurosur and a NCC (National Co-ordination Centre) in Sweden.

## **6.2 Cooperation with respect to border control**

### **6.2.1 Specific context**

Nothing special to report.

### **6.2.2 Developments within the national perspective**

Nothing special to report.

### **6.2.3 Developments from the EU perspective**

Sweden has further increased its participation in different Frontex activities. Sweden has actively participated in the FRAN-work (Frontex Risk Analysis Network) providing information to Frontex as well as other MS. Sweden has also participated in a number of FJST:s (Frontex Joint Support Teams) at land and sea border. This includes participation with airplane for border surveillance. The participation in JRO:s (Joint Return Operations) has increased both regarding the participation in Joint Return Operations organised by other MS and as the organiser of such operations.

In addition Sweden participated in different Frontex Pilot Projects and activities, both actively and as an observer (such as the Maritime Operational Centers -project, EPN- European Patrol Network etc.)

Sweden deployed officers in the RABIT (Rapid Border Intervention Team) operation in Greece that was launched 2 November 2010.

An increased co-operation with airline companies trafficking third countries, has resulted in that a relatively large number of passengers from third countries with forged/improper Swedish documents have been stopped at embarkation on route to Sweden.

During 2010 new agreements according to the Schengen rules on Visa representation has been confirmed. Sweden is now representing Estonia in Havana, Cuba and Pretoria, South-Africa. Sweden is also representing Finland in Lusaka, Zambia. Norway has agreed to represent Sweden in Sofia, Bulgaria and Poland is now representing Sweden in Alger, Algeria.

## **7. ASYLUM**

### **7.1.1 International Protection**

#### **7.1.1 Specific context**

#### **7.1.2 Developments within the national perspective**

No reforms or constitutional amendments in the area of asylum policy were made in 2010. The new Aliens Act, with new rules of court hierarchy and legal procedure, which was introduced in 2006, is currently undergoing stage-by-stage revision to bring it into line with the EU directives entering into Swedish legislation.

During 2009 a new method of processing asylum cases was introduced, aiming at shortening the time asylum-seekers have to wait for a decision from the Swedish Migration Board in first instance. Following a trial period, the new working method has been adopted by increasing numbers of asylum examination units. The method aims to eliminate the passive times between the various stages of the processing of asylum applications. It should now be possible for an asylum application in Sweden to be processed within about three months from the submission of the application to a decision being made, including the time needed to provide the applicant with public counsel. If this shortened processing time is to be achieved, the instructions that have been laid down establishing detailed routines and time-frames for specific stages of the process must be observed, and it is similarly necessary that the staff processing applications be organised in the set functions and units.

In 2010 the influx of asylum applications was uneven, both in terms of numbers and countries of origin. As is shown in the table below, the number of asylum applications from Serbia and Macedonia rose sharply during the year; and from Afghanistan and Eritrea, too, there was a rise in the number of applicants. The number of asylum-seekers from Somalia remained steady at its high level. The Swedish Migration Board granted residence permits to 28 per cent of applicants, which was one per cent up on the 2009 figure. Of those granted a permit, 22 per cent were granted refugee status, 59 per cent were granted subsidiary protection status, 9 per cent were accorded the status of persons otherwise in need of protection, and 7 per cent were granted residence permits on grounds of particularly distressing circumstances. The proportion of applications granted varies considerably from nationality to nationality: roughly 70 per cent of asylum-seekers from Afghanistan, Eritrea and Somalia had their applications upheld, while the corresponding figure for Serbia and Macedonia is only 1 per cent.

<b>Citizens of</b>	<b>2009</b>	<b>%</b>	<b>2010</b>	<b>%</b>	<b>% change 2009-2010</b>
Afghanistan	1 694	7	2 393	8	41
Eritrea	1 000	4	1 443	5	44
Iraq	2 297	9	1 977	6	-14
Iran	1 144	5	1 182	4	3
Kosovo	1 239	5	1 567	5	26
Macedonia	86	0	908	3	956
Russia	1 058	4	988	3	-7
Serbia	565	2	6 343	20	1 023
Somalia	5 874	24	5 553	17	-5
Stateless	912	4	1 033	3	13
Others	8 325	34	8 432	26	1
<b>Total</b>	<b>24 194</b>	<b>100</b>	<b>31 819</b>	<b>100</b>	<b>32</b>

**Table 3:** No. of Asylum-Seekers 2009–2010.

In December 2009 the visa requirement for citizens of Serbia, Macedonia and Montenegro visiting the Schengen Area was removed. During the period February – April the number of asylum-seekers from Serbia rose sharply; a large number of these were members of Serbia's Roma community. During the late summer the number of persons from the western Balkan region seeking asylum rose again; in 2010, 6 300 persons from Serbia sought asylum in Sweden, representing 20 per cent of all asylum applications and meaning that Serbians were the largest nationality group of asylum-seekers in Sweden in 2010. In many cases, the grounds for asylum given by applicants were unemployment and other social circumstances, as a result of which the applications were dismissed as "manifestly unfounded". Roughly one third of applicants put forward discrimination and persecution as the grounds for their application. On the basis of the re-admission agreement with Serbia, a large number of those whose applications were dismissed have now been returned to Serbia, but the large increase in the number of asylum-seekers from Serbia has placed considerable strain on the Swedish asylum system. The large number of asylum-seekers from Serbia, and the shortage of accommodation to receive them in, was given considerable media attention.

The first half of 2010 saw an increase in the number of asylum-seekers of Somalian origin. A large proportion of these claimed that they came from the Mogadishu area. Sweden's Migration Court of Appeal, in a ruling of 6 October 2009, noted that an internal armed conflict is in progress in the Mogadishu area, and also gave the term "internal armed conflict" a slightly broader definition. A large proportion of asylum-seekers from Somalia were granted protection in Sweden in 2010 on these or other grounds. In total, in 2010 over 6 800 Somalian asylum cases were examined, and of these applications 66 per cent led to the granting of a residence permit in Sweden; 21 per cent were not examined materially since responsibility rested with another EU country under the Dublin Regulation. For those cases that were examined materially in Sweden, the proportion of applicants to which asylum was granted was no less than 93 per cent. During 2010, Somalians were the second-largest group of asylum-seekers, with just over 5 500 applications being received.

### **7.1.3 Developments from the EU perspective**

The Swedish Government considers the establishment of a Common European Asylum System to be of key importance and supports the continuing work to harmonize the national

asylum systems. To this end, the Government supported efforts to move forward as quick as possible in the legislative negotiations. On 1 January 2010 changes to the Swedish legislation entered into force as a result of the implementation of the Asylum Procedures (2005/85/EG) and Qualification (2004/83/EG) Directives.

The legislative measures should be accompanied by extensive practical cooperation in order to improve the application of the common legislation. The Swedish Government therefore stressed the importance of the European Asylum Support Office becoming operational as soon as possible. During the end of 2010 Swedish Migration Board has been sending experts to Greece in order to help with capacity building, and a project looking at the implementation of the EAC project in Greece was initiated. The Swedish Migration Board has also contributed the start-up of EASO, in particular the plans for transferring the EAC project to the office.

Furthermore, Sweden has for a long time accepted persons for organized resettlement, with a yearly quota of 1 900 for 2010. Resettlement is mainly undertaken following a proposal by the UN Refugee Agency, UNHCR. Resettlement is a way of sharing responsibility with countries hosting large groups of refugees, and the system helps to safeguard access to asylum for refugees.

When allocating the year's resettlement places, the Swedish Migration Board gave special consideration to the strategic value of the selections made, and to initiatives which aim to reduce or eliminate protracted refugee situations. By reducing the pressure on host countries' limited resources and improving their capacity for dealing with refugee streams, Sweden can contribute to creating better conditions even for persons who are not selected for resettlement via local integration.

The largest groups resettled in Sweden in 2010 were Somalians, Eritreans, Afghans, Iraqis and stateless Palestinians. The Swedish Migration Board selected 798 refugees via selection missions to Kenya, Sudan and Syria. 978 persons were granted residence permits following UNHCR dossier referrals. Of the places assigned for dossier referrals, 350 were reserved for emergency resettlement cases.

## **8. Unaccompanied Minors (and other vulnerable groups)**

### **8.1 Specific context**

### **8.2 Developments within the national perspective**

The number of unaccompanied children seeking asylum in Sweden has increased steadily over recent years; in 2010, 2 393 unaccompanied minors applied for asylum. Asylum-seeking children without accompanying parents/guardians account today for just over 7 per cent of all asylum applications in Sweden.

In 2010 there was a dramatic rise in the number of unaccompanied asylum-seeking children coming from Serbia. In recent years most of the children seeking asylum in Sweden have come from Afghanistan, Somalia and Iraq, and this held true again in 2010; the dominant group is made up of citizens of Afghanistan, with 46 per cent of the unaccompanied asylum-seeking children coming from this country.

The majority of the unaccompanied minors are boys who give their age as between 15 and 17 years. Establishing exactly how old they are remains a challenge, with many asylum seeking children arriving in Sweden without identity documents which give their age. Of the 1 937 cases involving unaccompanied children processed by the Swedish Migration Board in 2010, 66 per cent of applicants were granted a residence permit.

During the year the Swedish Migration Board increased the number of offices – from 4 to 9 – at which unaccompanied children can apply for asylum. These offices are spread over the whole of the country, from Skellefteå in the north to Malmö in the south.

In 2010 the Government appointed a coordinator charged with working alongside the Swedish Migration Board to influence the country's county governors to do what they could in their respective regions to increase the number of reception places afforded to unaccompanied refugee children. At the same time, the Swedish Migration Board doubled the number of staff assigned to working on negotiations with municipal authorities, with the aim of concluding agreements relating to the reception of unaccompanied children and young people.

Since it proved difficult during the year to find enough accommodation solutions for unaccompanied children, the Swedish Migration Board, Save the Children Sweden and the Office of the Children's Ombudsman wrote two joint letters, one to the country's county governors (as mentioned above), and one to the municipal commissioners of the country's municipal authorities, urging greater commitment to and involvement in the task of providing reception and accommodation for unaccompanied refugee children.

In December 2010 Parliament decided that as of 1 January 2011, the County Administrative Boards were to assume responsibility for negotiating with municipal authorities regarding the reception of unaccompanied asylum-seeking children.

During the year, the Swedish Migration Board started a new project in tandem with the Swedish Association of Local Authorities and Regions, called the "*National Plan of Action for the fitting reception of unaccompanied minors*".

The issue of returning unaccompanied children is not uncomplicated. Efforts have to be made to locate parents or other guardians, since a child cannot be returned to their country of origin if there is no physical person to whom they can return. During 2010 the Swedish Migration Board increased its efforts to make it possible to return children who have no parent or guardian, and also further strengthened its international collaboration relating to the needs of children without parents/guardians: since March the Swedish Migration Board have been part of a joint international group also including Denmark, Finland, the Netherlands, Norway and the UK. The group functions as a forum for the exchange of knowledge and experience relating to different solutions and possibilities in countries of origin, with the primary focus on Iraq and Afghanistan.

In May 2010 the Swedish Migration Board initiated a new project – European Return Platform for Unaccompanied Minors (ERPUM) in cooperation with Netherlands, Norway and the UK. This project, financed by the European return fund, aims to develop models for a human and organized return for unaccompanied children and will start in 2011.

### **8.3 Developments from the EU perspective**

Following its commitment as EU Presidency to include in the Stockholm Programme specific areas concerning unaccompanied minors that require particular attention at the EU level, the Swedish Government welcomed the Commission's Action Plan, and supported and engaged actively in the work of the Spanish Presidency to develop Council Conclusions on the subject. During the year, the Swedish Government has remained dedicated to the work on prevention, protection and assisted return measures. The Swedish Migration Board has been given a specific task to facilitate the return and reintegration of minors in their countries of origin, by finding ways and means of promoting an organised reception in the countries of origin. In this work, Sweden has actively cooperated with other Member States.

## **9. GLOBAL APPROACH TO MIGRATION**

### **9.1 External cooperation / global approach to migration**

#### **9.1.1 Specific context**

Nothing special to report.

#### **9.1.2 Developments within the national perspective**

The Swedish Government considers that the Global Approach to Migration should be the overall working method in the EU external relations in the area of migration.

In July 2009, the Swedish government appointed an independent Parliamentary Committee to examine the connection between circular migration and development. In its interim report in May 2010, the Committee mapped out and described the conditions for circular migration to and from Sweden and included also an analysis of the connection between migration and development. The aim is to propose measures to remove obstacles to spontaneous circular migration, in order to facilitate increased mobility and enhance the positive development effects deriving from it. Concrete proposals and impact assessments will be presented in a final report in late March 2011.

In adopting the Swedish budget proposal for 2009, the Swedish Parliament decided to include a new goal for Sweden's migration and asylum policy by: "take into consideration the development effects of migration."

In 2010, a new Communication to Parliament entitled *Meeting Global Challenges – Government communication on policy coherence for development* examined and evaluated how Sweden has contributed to the objective of equitable and sustainable global development in accordance with Sweden's Policy for Global Development. Migration flows is one of six global challenges and three focus areas were identified: Circular migration to and from Sweden and the EU; Remittances from Sweden to developing countries; and the Protection and durable solutions for refugees.

Furthermore, the Swedish Government has decided to develop a Policy for migration in Swedish development cooperation. The policy will address how issues related to migration should be tackled within Swedish development cooperation policy and in practice. The policy has not yet been adopted.

The Swedish Government has also begun establishing a migration policy network of Swedish organizations involved in migration issues. This network contributes to further cooperation, collaboration and exchanges of information and experience in the complex area migration and development between the Government and civil society

### **9.1.3 Developments from the EU perspective**

Although Sweden initiated the Söderköping Process in 2001, it was not until in 2010 Sweden became a participating State in the Process, which focuses mainly on capacity building and development of legislation and practices in the area of asylum and migration in the beneficiary countries (Ukraine, Moldova and Belarus). The Swedish Ministry for Foreign Affairs is funding the Process during the period October 2010 - June 2011. In October 2010 a project Secretariat was also established at the Swedish Migration Board in Stockholm. The Secretariat is responsible for the administration of the project, and is a support and service structure to the rotating Chair of the Process.

At the High Level Meeting of the Söderköping Process in Budapest in December 2010, the participating States confirmed their wish to include Georgia, Armenia and Azerbaijan into the Process and also decided to work towards integrating the Process into the Eastern Partnership. Sweden, which was appointed Chair of the Söderköping Process for 2011, expressed strong support to these ambitions.

Sweden's participation in the Mobility Partnership between the EU and Moldova has resulted in an EU-funded project headed by the Swedish Public Employment Service. The project seeks to promote voluntary return migration 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. A further example is the decision by the Swedish International Development Cooperation Agency (Sida) in 2009 to financially support the Georgian Civil Registry Agency, which is e.g. responsible for monitoring migration flows to and from Georgia.

Sweden has also entered into negotiations on bilateral cooperation on issues related to labour migration with India and Russia respectively.

The Swedish Government has contributed to the project 'Investment Cooperation with Entrepreneurs from Immigrant Backgrounds' which is being undertaken by Swedfund International AB in collaboration with Swedish entrepreneurs with backgrounds from Asia, Africa, Latin America and Eastern Europe outside the EU. The project supports business ideas with the potential to become viable enterprises in the entrepreneur's country of origin. In 2009, over 50 business ideas were received (primarily relating to health, energy, ICT and manufacturing). In cooperation with the entrepreneurs themselves, Swedfund has transformed about half of these ideas into business plans, of which two targeting Iraq have now been approved.

## **10. IMPLEMENTATION OF EU LEGISLATION**

### **10.1 Transposition of EU legislation 2010**

**Directive 2004/83/EC of the Council (minimum standards for the qualification and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted).**

Transposition required by: 10 October 2006

Status: Transposed through amendments to the Aliens act (2005:716) and the Act (1991: 572) concerning Special Controls in Respect of Aliens.

**Directive 2005/85/EC of the Council (minimum standards on procedures in Member States for granting and withdrawing refugee status).**

Transposition required by: 1 December 2007 (In respect of article 15: 1 December 2008)

Status: Transposed through amendments to the Aliens act (2005:716) and the Act (1991: 572) concerning Special Controls in Respect of Aliens.

**Directive 2008/115/EC of the European Parliament and of the Council (common standards and procedures in Member States for returning illegally staying third-country nationals)**

Transposition required by: 31 December 2010

Status: Delayed

**10.2 Experiences, debates in the (non-) implementation of EU legislation**

Nothing special to report

\*\*\*\*\*

**ANNEX TO NATIONAL ANNUAL POLICY REPORT 2010 ON  
COMMITMENTS IN THE EUROPEAN PACT AND STOCKHOLM  
PROGRAMME**

**SWEDEN**

## LEGAL IMMIGRATION AND INTEGRATION

### 1. Economic migration

#### 1.1 European Pact on Immigration and Asylum

##### *I(a) Implement policies for labour migration*

New rules on labour immigration came into force December 2008 in order to increase the opportunities for foreign nationals outside the EU/EEA to come to work in Sweden.

The legislation was previously much more restrictive and only allowed employers to hire people outside the EU when the Swedish Employment service gave its approval. With the new legislation the possibility to recruit foreign workers has been significantly facilitated. Provided that the working conditions are in line with Swedish collective agreements or practice the employer can with the new rules, recruit anyone, regardless of nationality. The rules also represent an opportunity for the migrant to get a permanent residence permit in Sweden after four years.

The most common occupations amongst those receiving work permits are technical professions, such as different types of engineers, computer technicians and programmers, but also managers of small businesses, personal assistants, cleaners, sales and catering staff are common occupations.

It is difficult to say whether the recession has played a role of the number of labor migrants since the new law came into force just when the recession began. We can, however, see an increase in the number of applications, from about 22 000 applications in 2009 to around 30 000 application in 2010.

Residence permit for employment reasons was, after family reasons, the most common type of permit issued in 2009 and 2010.

##### **New legislation means increased work possibilities for other migrants**

Applications for work permits will in most cases be granted before the person who will work in Sweden comes here.

There are exceptions to the rule that a work permit have to be granted before entry. This may involve for example, students who are already in Sweden or asylum seekers who have been refused asylum. The ability to grant a work permit after entry is also available for a person who has an occupation where there is a high demand for labor.

### Changes in 2010

#### **Working Holiday maker agreement (WHM)**

For many years Sweden has had an agreement with Australia and New Zealand allowing young people from these two countries to work during their holiday in Sweden provided that he or she has applied for a permit. The work must be temporary in nature and intended to enhance travel funds. The purpose of the agreements is to promote cooperation between Sweden, Australia and New Zealand as well as to make it easier for young people to familiarize themselves with the culture and social life of each other's countries. In 2010

Sweden has concluded the same agreement with South Korea. This agreement will take effect November 1, 2010

### **Berry Pickers**

A large group of seasonal workers coming to Sweden every year to work is berry pickers. In 2010 the regulations changed and those planning to come to Sweden to pick wild berries must apply for a work permit on the same terms as other workers from countries outside the EU/EEA areas.

### ***I(b) increase the attractiveness of the EU for highly qualified workers and further facilitate the reception of students and researchers:***

In December 2008, as stated in the previous section, Sweden introduced a labour immigration reform which has considerably improved the opportunities for people to come to Sweden to work, and for companies to recruit labour from third countries. The Swedish legislation is demand-driven and non-sectoral. It is based on the employers' own assessment of their needs of labour. If certain conditions are met and the Union preference is respected, a work permit may be granted. The aim of the Swedish legislation is to increase the attractiveness for highly qualified workers as well as for those workers with lower skills.

In order to facilitate the reception of students the reform introduced simplified rules for those who wish to stay on and work after finishing their studies. Visiting students who have completed studies corresponding to 30 higher education credits or who have completed one term of research education at institutions of higher education, are allowed to apply for work and residence permits without having first to leave Sweden.

The legislative amendments following the transposition of the Blue Card Directive are expected to enter into force in 2011.

### ***I(c) Do not aggravate the brain drain***

By expanding opportunities for labour immigration for third-country nationals, the Swedish labour immigration reform has the potential to contribute to poverty reduction and development in countries of origin by increasing the amount of remittances sent home and investments made in local development projects by individual migrants and diaspora groups.

Swedish legislation allows permanent resident permit holders to leave Sweden for up to 12 months and for pension benefits earned in Sweden to be transferred to third countries. Such flexible legislation on migrant resident permits and portability of benefits are key in allowing migrants and members of the diaspora to return temporarily or on a long-term basis to their countries of origin. Temporary return and/or circular migration can contribute to development and poverty reduction through, inter alia, skills transfer and investments. Rules enabling temporary return and portability of benefits improve the preconditions for "spontaneous" circular migration and "brain-circulation" and also, as a consequence, have the potential to reduce the negative impact of brain drain.

In July 2009 the Swedish Government decided to appoint a parliamentary committee on circular migration and development with the task to examine how people's increased mobility

to and from Sweden can be made easier and how the positive effects of mobility on development can be promoted. The final report is to be submitted no later than 31 March 2011.

Since December 2008, when the labour immigration reform came into force, the Swedish Migration Board has been tasked with reporting statistics on work and residency permits issued for the top ten occupations which labour migrants represent. This reporting makes it possible to monitor possible increases in the number of labour migrants from sectors particularly vulnerable to brain-drain in certain developing countries.

## **1.2 Stockholm Programme**

### ***1(b) Improving skills recognition and labour matching***

The National Agency for Higher Vocational Education is responsible for developing a national framework for validation of foreign professional qualifications, as well as providing certificates and synchronizing joint efforts with relevant stakeholders in the field. The Agency has developed criteria and guidelines for quality assurance together with a database for validation results. A total of 15 MSEK is allocated for the validation of foreign competence during 2009-2010. Furthermore, the government has assigned a number of universities and colleges to arrange supplementary courses for third country nationals with a foreign university degree. Access to programs have increased over time and the courses have become adjusted for specific professions. Specific modules are offered at several universities to third country nationals with education in law and with teacher education. Another group, medical doctors and nurses have started their supplementary courses at four universities in the spring 2010. From autumn 2010 courses are also available for dentists. Complementary education for all educational fields is limited to maximum of two years and expected to result in corresponding Swedish degree. All in all 93,6 MSEK is invested annually for enhancing qualified skills during the period 2009-2011.

The new system for labour migration welcomes migrants of all skill levels, and an employer who is not able to meet his or her labour needs through recruitment in Sweden or in other EU/EEA countries or Switzerland is able to recruit labour from a third country if certain fundamental conditions, such as, for example, terms of employment, are fulfilled. Many national authorities and research institutes are involved in analysing the future labour market needs, and the Government gives its assessment in the annual budget bill. The economic crisis has had less effect than expected on the immigrant population in Sweden due to the fact that immigrants were underrepresented in the sectors worst effected by the downturn.

Sweden is in the process of negotiating a Memorandum of Understanding with India which will cover issues related to labour migration, including skills recognition and labour matching.

### 1.3 Key statistics <sup>2</sup>

<i>First residence permits, by reason 2010</i>				
	Total	Education reasons	Remunerated activities reasons	Other reasons
First permits	35695	14188	21507	NA

<i>All valid residence permits, by duration 2009</i>				
	Total	3-5 months	6-11 months	12 months and over
All permits	303281	4585	10708	287988

<i>Unemployment rates of Member State citizens versus third-country nationals residing in the Member State 2009</i>		
	Member State citizens	Third-country nationals
Unemployment rate (%)	8,0	26,3

## **2 Family Reunification**

### **2.1 European Pact on Immigration and Asylum**

#### *I(d) To regulate family migration more effectively*

Sweden has introduced a financial support requirement in the Aliens Act as a condition for family reunification. The new legislation entered into force on 15 April 2010. According to the requirement the sponsor must have sufficient income to support himself or herself and cover his or her own housing costs. The sponsor must also have suitable accommodation for himself or herself and the family member. Some exemptions were made, for example with regard to family members of refugees and if the sponsor or the applicant is a child.

In order to be able to reunite with a family member in Sweden, there are no requirements regarding language skills, education or professional background.

As a rule, a third country national who wants a residence permit in Sweden must have applied for and been granted such a permit before entering the country. With regard to the risk of family separation for parents and children, an amendment to the Aliens Act entered into force on 1 July 2010. The amendment makes it easier for instance if a failed asylum seeker wants to apply for a residence permit on grounds of family ties without first having to leave Sweden.

### **2.2 Stockholm Programme**

#### *2(b) The Directive on family reunification, the importance of integration measures*

The new law on introduction of certain newly arrived immigrants that entered into force on 1 December targets family members to refugees and other protected persons, provided they are aged between 20-64 years and have applied for residence within two years. See section 4. Persons arriving for the purpose of family reunification still have the right to receive language tuition (Swedish for Immigration), and municipalities may also extend other introduction activities to this group, although not obliged to do so. Further, a Government Inquiry in 2010 proposed extending the target group for civic orientation to all newly arrived adults with a

<sup>2</sup> The statistics provided in this annex are from 2009 (the latest figures available) if not stated otherwise.

residence permit valid for more than one year, excluding guest students. Currently, the Government is preparing a bill to that effect.

## 2.3 Key statistics

<i>First residence permits for family reasons 2009</i>	
Number of first permits	37890

## 3 Other legal migration

### 3.1 European Pact on Immigration and Asylum

*I(e) to strengthen mutual information on migration by improving existing instruments where necessary;*

Sweden is on different locations involved in local Schengen-cooperation to exchange information.

*I(f) Improve information on the possibilities and conditions of legal migration*

The Swedish government has launched two webpages about studying and working in Sweden: [www.studyinsweden.se](http://www.studyinsweden.se) and [www.Sweden.se/work](http://www.Sweden.se/work). A lot of information can also be found on the webpage of the Swedish Migration Board, [www.migrationsverket.se](http://www.migrationsverket.se). By logging in to this page the applicant can also see the status for his/her application. This is applicable for visa, residence permit on grounds of studying, work or family unification and naturalisation. For some categories of applications the application can also be made online, this is applicable for residence permit on grounds of studying (from non-visa countries), work (from all countries) and visa (from Shanghai and Beijing). These possibilities for online applications and check of statuses for applications will be extended in the coming years. Sweden will take part in the European Migration Portal.

### 3.2 Stockholm Programme

## 4 Integration

### 4.1 European Pact on Immigration and Asylum

*I(g) Promote harmonious integration in line with the common basic principles*

On 1 December 2010, the new law on introduction of certain newly arrived immigrants entered into force. The reform aims to speed up the introduction of immigrants by strengthening personal incentives to find a job and to participate in introduction activities. The Public Employment Service will have a coordinating role and be responsible for drawing up individual introduction plans together with the newly arrived, which as a minimum will contain three elements: 1) various employment preparation activities, 2) Swedish language classes and 3) civic orientation. A new independent actor – the introduction guide – will be set

up to support the new arrival during the introduction period. The introduction guide is an independent actor who works with the new arrival to realise his or her introduction plan. Compensation to the introduction guide is performance- and results-based. New arrivals who actively participates in introduction activities will receive an introduction benefit. The length of the introduction plan will be decided on a case-by-case basis, however the maximum length is 24 months. The reform targets refugees, other people in need of protection and their family members between the age of 20-64.

On 1 September 2010, Sweden introduced a law enabling municipalities to pay a performance-based bonus to newly arrived immigrants who complete their studies in Swedish for Immigrants with a pass grade within 12 months. Furthermore, a Government Inquiry has been set up to suggest how a time-limitation on Swedish for Immigrants can be designed, and how language courses for newly arrived can be made more effective.

On 7 October 2010, a new law on civic orientation for new arrivals was introduced, guaranteeing a minimum of 60 hours of civic orientation. The municipalities are responsible for delivering civic orientation which aims to give the participants knowledge of human rights and basic democratic values, individual rights and responsibilities, how society is organised, and practical aspects of everyday life. Civic orientation shall be delivered in a language that the new arrival understands.

Special labour market schemes continue to promote the integration of newly arrived immigrants in the labour market.

### ***1(h) Promote information exchange on best practices in terms of reception and integration***

The Government continues to distribute a newsletter on integration-related initiatives and facilitates dialogue and exchange on best practices through its various dialogue initiatives. Swedish NGOs have been actively participating in the European Integration Forum meetings throughout 2010. The Red Cross has been chosen to act as Swedish editor on the European Website on Integration.

## **4.2 Stockholm Programme**

### ***3(b) to incorporate integration issues in a comprehensive way in all relevant policy areas***

The goal of Swedish integration policy is equal rights, obligations and opportunities for all regardless of ethnic or cultural background. This goal is to be achieved mainly through general measures for the whole population, supplemented by targeted support for new arrivals during their first years in Sweden. Within the framework of the Government's cohesive strategy for integration, 2008-2010 the Government is taking a series of measures to implement the strategy in the seven priority areas: 1. Faster introduction for new arrivals; 2. Enhanced supply and demand of labour; 3. Quality and equality in education for children; 4. Faster language learning and better educational opportunities for adults; 5. Reducing discrimination; 6. Positive development in deprived urban areas; 7. Common values and social cohesion. In 2010, the Government reported to Parliament on the implementation of the strategy, concluding among other things that the possibility of evidence-based policy development has increased through monitoring based on the use of 27 indicators in key areas.

### ***3(e) improved consultation with and involvement of civil society***

To increase political and civic participation, the Government has initiated a dialogue on integration with a number of NGOs and the Swedish Association of Local Authorities and Regions. In April 2010, the dialogue resulted in an agreement with NGOs and municipalities concerning, for instance, how organisations can play a more active role in introduction of newly arrived immigrants, and how to facilitate NGOs access to integration fund projects. Within the Government's urban development work, ongoing dialogue with housing associations and other NGOs on how they participate in local partnerships is carried out.

***3(f) to enhance democratic values and social cohesion in relation to immigration and integration of immigrants and to promote intercultural dialogue and contacts***

In 2010, the Government has continued its work to strengthen people's involvement in issues concerning democracy and human rights. The method for this is dialogue for a stronger sense of common basic values in Sweden. The dialogue is based on issues concerning human rights and how we achieve a society whose development is characterised by mutual respect for differences within the limits set by the fundamental democratic values of society, in which everyone, irrespective of background, should take an active and responsible part. Furthermore, the European Integration Fund supports a number of projects aimed at facilitating intercultural dialogue, for example, projects encouraging interaction between different religious groups in Sweden.

**4.3 Key statistics**

<b><i>Long-term third-country national residents 2009</i></b>	
Number of long-term third-country national residents	285165
<b><i>Acquisition of citizenship 2009</i></b>	
Number of third-country national nationals (Citizens of countries other than of EU-27, EFTA and Candidate countries) taking up citizenship	18361

## ILLEGAL IMMIGRATION AND RETURN

### 5 Illegal Immigration

#### 5.1 European Pact on Immigration and Asylum

##### *II(a) only case-by-case regularisation*

There have been no significant changes with regard to law and practice in 2010, nor any other policy changes within the area. Sweden has no regularisation programme.

##### *II(c) ensure that risks of irregular migration are prevented*

Preventing illegal immigration is primarily the subject of the border control. However, within the regular process for handling applications for residence permits, there are a measures in place in order to prevent misuse of the system and to avoid the situation of individuals being granted residence permits on false premises.

##### *II(d) to develop cooperation between Member States, using, on a voluntary basis and where necessary, common arrangements to ensure the expulsion of illegal immigrants*

The Swedish Police has carried out several joint return flights during 2010. A successful practise with regular flights has been established in broad cooperation with police authorities from other EU- and Schengen states.

##### *II(g) take rigorous actions and penalties against those who exploit illegal immigrants*

In June 2009, the Swedish Government appointed a committee that has been tasked with examining how the “Sanctions against Employers Directive” should be transposed into Swedish law. The directive will permit further measures and sanctions to be imposed on employers who exploit illegal immigrants. The committee presented its final report on 30 September 2010<sup>3</sup>. Necessary amendments in national legislation are estimated to enter into force during 2011.

##### *II(h) an Expulsion Decision taken by one Member State (MS) should be applicable throughout the EU and entered into the SIS obliging other MSs to prevent the person concerned from entering or residing*

No significant development to report.

#### 5.2 Stockholm Programme

##### *4(j) more effective action against illegal immigration and trafficking in human beings and smuggling of persons by developing information on migration routes as well as aggregate*

<sup>3</sup> [www.regeringen.se/sb/d/108/a/152681](http://www.regeringen.se/sb/d/108/a/152681)

***and comprehensive information which improves our understanding of and response to migratory flows***

With regard to border control and travel routes, Sweden is dependent upon the other Schengen countries as Sweden has no land borders or regular ferry connections with third countries. Traffic in relation to third countries is therefore almost entirely confined to and from Swedish airports.

Many of those who come to Sweden's airports have already been processed in respect of Schengen at one of the major airports, before continuing to travel within Schengen without border controls. Only a few percent seek asylum at our airports. Asylum is instead sought within the country and almost always without documents. This means that people who are smuggled to Sweden usually travel into southern Europe and then travel within Schengen to Sweden. Sweden is a destination country for migrants who wish to seek asylum.

The main road route to Sweden is the land route through Turkey-Greece-Italy-France-Netherlands-Germany-Denmark-Sweden. Other major travel routes are across the Mediterranean Sea and then by land within Schengen to Sweden. The main road into Sweden is across the bridge from Copenhagen to Malmö. Another common route is by train from Copenhagen to Malmö.

The most common nationalities who apply for asylum in Sweden are people from Serbia, Somalia, Afghanistan and Iraq. In 2010, there has been a sharp increase in asylum seekers from Serbia. This is probably due to visa-free travel having been introduced.

***4(k) increased targeted training and equipment support***

Nothing to report.

***4(l) a coordinated approach by Member States by developing the network of liaison officers in countries of origin and transit.***

A number of immigration liaison officers have been posted at Swedish missions abroad. These are currently under the responsibility of the Ministry for Foreign Affairs, but as from 1 January 2011 the liaison officers will be under the control of the Migration Board.

Immigration liaison officers have been placed in the following cities.

Bangkok  
Damascus  
Islamabad  
Kiev  
Moscow  
Nairobi  
Beijing  
Tehran

### 5.3 Key statistics

<i>Third-country nationals apprehended</i>	
Third-country nationals apprehended	During 2009, app. 24 000 illegal immigrants were apprehended. However, app. 21 500 of those were asylum seekers applying inside the country.

  

<i>Third-country nationals regularised</i>	
Third-country nationals regularised	No regularisation programme was implemented.

## 6 Return Migration

### 6.1 European Pact on Immigration and Asylum

#### *II(b) To conclude readmission agreements at EU or bilateral level*

Type of readmission agreement	Third countries involved	Main purpose of the agreement
No bilateral agreements were concluded during the reference period. Sweden took part in all of the EU-agreements that have entered into force.		

#### *II(f) To devise incentive systems to assist voluntary return and to keep each other informed*

One of the goals of the Swedish Migration Board is to increase the number of asylum seekers who return voluntarily. A person whose asylum application has been rejected is supposed to leave the country voluntarily within the time given in the decision. If this decision is not followed, the case is handed over to police authorities. One of the tasks of the Migration Board officers is to inform the asylum seeker about the different support activities that he/she has right to when he/she returns. So far during 2010, 18514 cases have been closed. 8253 persons (45%) returned voluntarily and 5086 (27%) were handed over to the police as disappeared and 4197 (23%) handed over to the police for forced return.

#### Unaccompanied children

Since March 2010 the Migration Board participates in an international working group on unaccompanied children (including Denmark, Finland, Netherlands, Norway and UK). Within this group experience is exchanged on possibilities of return of unaccompanied children to especially Iraq and Afghanistan. A dialogue is also going on with the International Organization for Migration (IOM) on reintegration and support projects in Afghanistan for this group.

In May 2010 the Swedish Migration Board initiated a new project – European Return Platform for Unaccompanied Minors (ERPUM) in cooperation with Netherlands, Norway and

the UK. This project, financed by the European return fund, aims to develop models for a human and organized return for unaccompanied children and will start 2011.

#### Reestablishment support

It is possible for asylum seekers to receive reestablishment support as a way of encouraging voluntary return. At the moment asylum seekers of approximately 20 countries have the possibility to apply for this support.

During 2010 until the 1st of December 1729 persons applied for reestablishment support. 73 percent of these were granted. It is still mainly Iraqis who apply and receive the support. The support is being transferred to the asylum seeker upon arrival in the country of origin, through the IOM (International Organization for Migration).

The Migration Board has also signed contracts on reintegration projects with a couple of NGO's to facilitate voluntary return.

#### Cooperation with other countries

During 2010 the Swedish Migration Board has participated in a project with Belgium, Netherlands, Germany and France. The project Common Planning and Evaluation Platform is financed by the EU return fund in Belgium. The purpose of this project is to find common reintegration projects where the member states can cooperate and share the costs. One part of the project is to visit ongoing reintegration projects in different member states.

## 6.2 Stockholm Programme

***4(c) ensuring that the objective of the EU's efforts on readmission should add value and increase the efficiency of return policies, including existing bilateral agreements and practices***

The bilateral and EU readmission agreements both has added value to the extent that they contribute to more effective return procedures.

***4(e) assistance by the Commission and Frontex and Member States on a voluntary basis, to Member States which face specific and disproportionate pressures, in order to ensure the effectiveness of their return policies towards certain third states***

Nothing to report.

***4(f) increased practical cooperation between Member States, for instance by regular chartering of joint return flights***

Since October 2008 Sweden has carried out a total of 14 non-Frontex charters to Iraq. Some of those charters were joint operations together with the Netherlands, Norway and the United Kingdom.

When it comes to non-Frontex charters, Sweden formlessly invited other countries to participate in our booked charter flights to fill up vacant seats. These procedures have to some extent followed the procedures for Frontex JRO.

During the same period, Sweden has organised 7 Frontex JRO and participated in 17 Frontex JRO:s organised by other Member States.

### 6.3 Key statistics

<i>Third-country nationals ordered to leave and returned 2009</i>				
	Ordered to leave	Returned following an order to leave	Returned as part of forced return measures	Returned through an Assisted Return Programme
Third-country nationals	19294	9960	1868	--

## 7 Actions against human trafficking

### 7.1 European Pact on Immigration and Asylum

*II(e) cooperation with the countries of origin and of transit, in particular to combat human trafficking and to provide better information to communities under threat*

The Swedish government adopted a national action plan to combat prostitution and trafficking in human beings for sexual purposes in July 2008. The plan covers the period 2008-2010 and includes 36 measures to fight prostitution and trafficking for sexual purposes. Several measures include activities with a preventive purpose, as well as awareness raising and information campaigns. The majority of the activities are focused on implementation at the national level, however, some activities are also implemented within an international framework and in cooperation with international stake holders. The following activities have been funded and commissioned by the Government as part of the Swedish Action Plan and have been carried out 2009-2010:

The Swedish Institute has organized visiting programs and international seminars for foreign key actors, focusing on the Swedish perspectives and initiatives to combat prostitution and human trafficking for sexual purposes. Target groups are, among others, employees within the judicial-, police- and social authorities, decision makers, NGO's, journalists and other experts who may have a specific interest in studying the Swedish efforts in preventing and fighting prostitution and trafficking in human beings for sexual purposes. The activities aim to create a forum for exchanges of knowledge and information.

The County Administrative Board of Stockholm also runs a safe return project, in which the board plans, coordinates and develops measures for safe returns for victims of trafficking to their home countries. The project's objectives are to make trafficking victims' return safe, efficient and adequately organised so as to avoid the risk of re-trafficking. The project aims to provide victims with opportunities to start a new life when they are back in their home country. The project works closely with NGO's and governmental bodies in countries of origin and in transit states, among other things to create routines for safe returns.

The County Administrative Board of Stockholm is developing rehabilitation programs for victims of trafficking for sexual purposes and prostitution. The rehabilitation programs aim to empower victims of trafficking to create a better future for themselves, by identifying what basic conditions and resources are needed for them to gain access to, *inter alia*, education and

the regular labour market. These rehabilitation programs are to be tailor made to meet individual needs and provide support for trafficking victims whether they stay in Sweden or return to their home country.

The Council of Baltic Sea States organizes a multi-national Task Force against Trafficking in Human Beings. The group works with several projects to counteract human trafficking in the Baltic Sea Region through preventive and protective activities. Activities aim at strengthening assistance to victims, promoting cooperation, abolishing gaps in existing approaches and improving legislation. As one activity towards these ends the CBSS Task Force organizes training seminars on human trafficking for diplomatic and consular personnel. These seminars have been conducted by the CBSS Task Force throughout the whole Baltic Sea Region in 2009-2010. The Seminars aim to increase knowledge about trafficking in human beings among staff responsible for consular matters in the embassies of the CBSS member states and relevant non-CBSS countries in the Baltic Sea Region, in order to provide the participants with knowledge and adequate tools to detect, provide support and aid victims of human trafficking, through *inter alia* cooperating with authorities and understanding of the role of diplomatic and consular staff in identifying, assisting and safely repatriating victims of human trafficking.

The Task Force against Trafficking in Human Beings has also, in the fall of 2010, launched an information campaign in Sweden, to provide information regarding a national help line for victims of trafficking. The campaign is a collaboration between the CBSS Task force, the County Administrative Board of Stockholm and the national help line for victims of violence and sexual abuse. The information campaign is available in public spaces in eight different languages, commonly spoken by victims of trafficking. The help line is open around the clock, every day of the year. Calls are free of charge, the caller can be anonymous and staff observe full confidentiality. A call to the help line does not show up on the telephone bill. A victim of trafficking can call the national help line in order to get information about where and how she can get help from the authorities and from social services in Sweden. The campaign provides information concerning available support for victims in their own languages.

## 7.2 Stockholm Programme

The Stockholm Programme puts emphasis on trafficking and affirms among other things that the Action Oriented Paper (AOP), adopted by the Council on 30 November 2009, should be used to its fullest extent. The AOP includes a series of actions that coincides well with the above described efforts of the Swedish Government. A first follow-up is expected in June 2011. The AOP is based on three pillars:

1. Strengthening partnerships with third countries.
2. Strengthening and improving coordination at the EU level. The Swedish Presidency is also proposing the establishment of an EU Anti Trafficking Coordinator in the context of the Stockholm Programme. There is need to establish such a structure if the EU is to significantly enhance its role and contribution to the international community against trafficking.
3. Delivering on the three P's: prevention, protection and prosecution. For instance, Sweden would like to see a stronger prevention response that addresses root causes. Clearly, the protection of victims must be at the forefront and continuous action must be taken and

structures such as NGOs supported. Cross-border investigations must increase in number and should particularly include more extensive exchange of information and formation of joint investigations.

### 7.3 Key statistics

<i>Third-country nationals receiving a residence permit as victims of human trafficking 2009</i>	
Third-country nationals	23

<i>Traffickers arrested and convicted</i>		
	Arrested / otherwise involved in a criminal proceeding	Convicted
Traffickers	64	7

**BORDER CONTROL****8 Control and surveillance at external borders****8.1 European Pact on Immigration and Asylum***III(a) more effective control of the external land, sea and air borders:*

Police officers with border control tasks receive special on-the-job training. The amount of time spent for these training activities varies among the regional police authorities since the needs differ between small and large police authorities.

Furthermore, an interactive module-based training programme regarding i.a. external border control is being developed and will be made available to the entire Police force as well as to the Customs and the Coast Guard.

The regional police authorities are responsible for providing their staff with adequate training. However, the Department for Human Resources at the National Police Board examines the training needs within the Police on a yearly basis. Based on the results of the inquiry, adequate national training is provided when necessary. This could include topics such as control of the external borders.

*III(e) deploy modern technological means for border control:*

During 2010 the Swedish Police implemented a new application for searching SIS alerts, national alerts and visas issued by Swedish authorities. This replaces the existing query function and it is prepared, as far as possible, for the future usage of SIS II functionalities. The new application can also make use of new passport readers that are able to read the e-passports and other authorized travel documents with a chip in them.

The Swedish police has also prepared all national systems for the future migration to the SIS II, as far as this is possible in relation to the current status of the central SIS II project, managed by the Commission.

**8.2 Stockholm Programme**

*7(i) invites the Member States and the Commission to explore how the different types of checks carried out at the external border can be better coordinated, integrated and rationalised with a view to the twin objective of facilitating access and improving security.*

Nothing to report.

**8.3 Key statistics**

<i>Third-country nationals refused entry 2009</i>				
	Total refused	Refused at the land border	Refused at the sea border	Refused at the air border
Third-country nationals refused entry	1286(OH/OT)	--	--	--

<i>Visas issued 2009</i>			
	Total Visas	Schengen Visas	National Visas
Visas	173664	169748	3916

## **9 Cooperation with respect to border control**

### **9.1 European Pact on Immigration and Asylum**

*III(b) generalise the issue of biometric visas, improve cooperation between MSs' consulates and set up joint consular services for visas:*

Sweden implemented the national VIS in connection with the implementation of VIS codex in April 2010. This means that the Swedish embassies and consulates are handling visas in accordance with the rules concerning VIS. One exception is that biometrics (fingerprints) is not employed. This will be implemented when central VIS will come into force on the 24<sup>th</sup> of June 2011.

A pilot has been implemented in Morocco during 2009 to test the functionality of biometrics. During this pilot fingerprints were retrieved and sent to a central database in Sweden.

Sweden is together with seven other Member States taking part in a central test to guarantee the functionality of VIS. This project is called OST.

During 2010 Sweden has been represented in 74 countries. In 14 countries Sweden was represented by other EU Member States, most often the other Nordic countries.

Sweden is representing other countries, mostly the Nordic countries, in 18 states.

So far Sweden has not delegated power to reject an application for visa to the other Member States representing Sweden. A solution to this question is expected when the Swedish rules in relation to the Visa Codex is put into force on the 5<sup>th</sup> of April 2011.

*III(d) solidarity with MS subjected to disproportionate influxes of immigrants*

During 2010 Sweden has participated, and is still participating, in the following Joint Operations:

<b>JOINT OPERATION</b>	<b>PERIOD</b>	<b>NUMBER OF OFFICERS</b>
ATTICA	April to the end of December 2010	8
POSEDION	January to the end of December 2010	5
POSEIDON (Translator)	January to the end of December 2010	1
POSEIDON (Coast Guard)	15 November to 15 December 2010	35
(Aircraft)		
INDALO	September 2010	1
HYDRA	September to October 2010	1
HAMMER	January and February 2010	3
JUPITER	March and September 2010	2

RABIT	Rapid Border Intervention Teams	8
-------	---------------------------------	---

During 2009 participated Sweden 66,5 weeks in joint operations. In 2010 the number is 114 weeks, which shows an increase of more than 40 %.

Sweden assists Greece in the RABIT-operation that started 2 of November 2010.

***III(f) intensify cooperation with the countries of origin and of transit in order to strengthen border control***

Nothing to report.

## 9.2 Stockholm Programme

***6(a) The European Council encourages the Commission and Member States to take advantage of the entry into force of the Visa Code and the gradual roll-out of the VIS***

Please see the answer provided under Pact Commitment III(b) above.

## ASYLUM

### 10 International Protection

#### 10.1 European Pact on Immigration and Asylum

***IV(c) solidarity with MS which are faced with specific and disproportionate pressures on their national asylum systems:***

Sweden sent in December experts to Greece to support capacity building in the asylum process. The experts will help with education within the European Asylum Curriculum but also with case handling in asylum cases. Sweden has not been involved in any reallocation activities.

***IV(d) strengthen cooperation with the Office of the United Nations High Commissioner for Refugees to ensure better protection for people outside the territory of European Union Member States who request protection, in particular by moving, on a voluntary basis, towards the resettlement within the European Union***

The focus of the selection as well as the actual number of quota places is determined by the Swedish government. In 2010 the quota comprises 1,900 persons. The nationalities and where the refugees come from is determined in cooperation with UNHCR. Refugees are selected either through delegation selection or through dossier selection. Delegation selection means that the refugees are selected in the country where they presently live. They are interviewed on site by persons seconded from the Swedish Migration Board. For dossier selection, UNHCR sends its analysis to the Swedish Migration Board who then decides based on the evidence.

For this year's resettlement program the east of Africa and the horn of Africa has been prioritized. Among groups from other parts of the world Afghan refugees in Iran and Uzbekistan and Iraqi and Palestinian refugees in Syria have been resettled. A number of places are also available for emergency cases from all over the world. So far this year the most common nationalities for the refugees accepted for resettlement is: Afghan, Eritrean, Somali, Stateless, Iraqi, Iranian, Ethiopian and Congolese.

In 2010 the Migration Board made delegation trips to Kenya and the Sudan. A trip to Libya was planned but had to be postponed until the beginning of 2011.

***IV(e) MS are invited to provide the personnel responsible for external border controls with training in the rights and obligations pertaining to international protection***

The Human Rights Perspective, i.e. the rights and obligations pertaining to international protection, is the basis for all police work. Hence it follows that this matter is included and integrated in the basic police training, as well as in all relevant further education, including the training of border control staff.

Further, special attention is given to the human rights perspective in the police training course *International Police Cooperation and its practical application* at the Police Education at the Linné University in Växjö.

## 10.2 Key statistics

<b><i>Asylum applications and decisions 2010</i></b>							
	Applications	First instance decisions on asylum applications					
	Total applications under consideration	Total positive	Rejected	Geneva Convention	Subsidiary protection	Temporary protection	Humanitarian status
Asylum applications	31819	8542	19190	1939	5952	47	604

<b><i>Third-country nationals reallocated and resettled to your Member States 2009</i></b>			
	Total	Reallocated	Resettled
Third-country nationals	1892	--	1892

<b><i>Training of border guards on asylum</i></b>		
	Total number of border guards	Border guards who received training
Border guards	*	*

\*All employees with border control tasks – police officers as well as civilian staff – receive thorough training in matters related to border control, including asylum. The exact number of persons who have received this training can unfortunately not be specified. The reason for this is explained in the answer to question 8.1 III (a).

## UNACCOMPANIED MINORS AND OTHER VULNERABLE GROUPS

### 11 Unaccompanied Minors (and other vulnerable groups)

## 11.1 European Pact on Immigration and Asylum

### 11.2 Stockholm Programme

*5(a) develop an action plan, to be adopted by the Council, on unaccompanied minors which underpins and supplements the relevant legislative and financial instruments and combines measures directed at prevention, protection and assisted return*

The Swedish Government, following its commitment as Presidency to include in the Stockholm Programme specific areas concerning unaccompanied minors that require particular attention at the EU level, welcomed the Commission's Action Plan, and supported and engaged actively in the work of the Spanish Presidency to develop Council Conclusions on the subject. During the year, the Government has remained dedicated to the work on prevention, protection and assisted return measures. The Swedish Migration Board has been given a specific task to facilitate the return and reintegration of minors in their countries of origin, by finding ways and means of promoting an organised reception in the countries of origin. In this work, Sweden has actively cooperated with other Member States.

### 11.3 Key statistics

<i>Unaccompanied minors 2010</i>	
Number of unaccompanied minors	2363
Number of asylum applicants considered to be unaccompanied minors	(2363)

## GLOBAL APPROACH TO MIGRATION

### 12 External cooperation / global approach to migration

#### 12.1 European Pact on Immigration and Asylum

*V(a) conclude EU-level or bilateral agreements with the countries of origin and of transit containing clause on legal and illegal migration as well as development*

Type of agreement	Third countries involved	Main purpose of the agreement
Mobility Partnerships	Moldova, Georgia and Armenia (planned)	Promote legal migration, prevent illegal migration and promote synergies between migration and development.
Bilateral	Russia (ongoing)	Cooperation on issues related to labour migration.
Bilateral	India (ongoing)	Cooperation on issues related to labour migration.

***V(b) offer the nationals of partner countries to the East and South of Europe opportunities for the legal immigration***

Sweden's rules for labour immigration, that entered into force in December 2008<sup>4</sup>, have made it easier for third-country nationals to come to Sweden to work and for Swedish employers to recruit labour from outside Europe. To spread information regarding the new rules, the Swedish Institute has created an informative web portal at the Government's request. During 2009, almost 18 000 work permits have been issued. See also chapter 1.1 (b) and (c) and chapter 3.1 (f).

In July 2009, the Swedish Government decided to appoint an independent Parliamentary Committee<sup>5</sup> to examine the link between circular migration and development. The Committee's task is 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 aim is to propose measures to remove obstacles to spontaneous circular migration, in order to facilitate increased mobility and enhance the positive development effects deriving from it. The Committee will also analyze the consequences of increased mobility in both Sweden and migrants' countries of origin. An interim report presenting the findings of the initial survey was released in May 2010. Proposals and impact assessments will be presented in a final report in late March 2011.

***V(c) cooperation with the countries of origin and of transit in order to deter or prevent illegal immigration***

Cooperation with third countries to prevent or reduce illegal immigration takes place primarily within the framework of Europol, Frontex and Interpol. When it comes to cooperation outside the EU, Interpol is useful for contacts towards the countries of origin.

Important partners are of course our embassies and our Nordic liaison officers around the world. Some educational training has also been given in the countries of origin, foremost at airports with European destinations where we have been able to establish a large flow into Sweden.

Other Schengen countries are transit countries for illegal migration to Sweden. The main travel route for human trafficking to Sweden goes by land from the south of Europe over the Öresunds Bridge from Denmark to Sweden. Only a fraction of the asylum-seekers arrive by air at Swedish airports. Further, it is more common that asylum-seekers arrive by air from another Schengen country than directly from a third country.

<sup>4</sup> Information material: <http://www.sweden.gov.se/content/1/c6/10/72/00/2a13eb93.pdf>

<sup>5</sup> Information material: <http://www.sweden.gov.se/content/1/c6/15/26/50/d3ec05c1.pdf>

*V(d) More effective integration of migration and development policies*

In adopting the Swedish budget proposal for 2009, the Swedish Riksdag decided to include a new goal for Sweden's migration and asylum policy. In addition to ensuring the right to seek asylum, facilitating movement over borders, promoting a demand-driven labour migration, and deepening European and international cooperation with regard to migration issues, the new goal is to "take into consideration the development effects of migration."

The Communication to Parliament in March 2008 entitled *Global Challenges – our responsibility*<sup>6</sup> signals a new departure in Sweden's policy for global development. In 2010, a new Communication to Parliament entitled *Meeting Global Challenges – Government communication on policy coherence for development*<sup>7</sup> examined and evaluated how Sweden, in pursuing policy coherence for development, has contributed to the objective of equitable and sustainable global development in accordance with Sweden's Policy for Global Development. The point of departure was still the six global challenges described in the Communication *Global Challenges – our responsibility* as being crucial to achievement of the objective and as areas where Sweden can make an effective contribution. Migration flows remained one of the six challenges. For each of the challenges, three focus areas were identified. For migration the following focus areas were established: Labour immigration to Sweden and the EU; Remittances and the transfer of skills and knowledge to developing countries; and Protection and durable solutions for refugees. These focus areas were revised in the Communication in 2010 to better address the challenges and opportunities ahead. Three new focus areas were identified: Circular migration to and from Sweden and the EU; Remittances from Sweden to developing countries; and the Protection and durable solutions for refugees.

Furthermore, the Swedish Government has decided to develop a Policy for migration in Swedish development cooperation. The policy will address how issues related to migration should be addressed within Swedish development cooperation policy and in practice. The policy will also be taken into account in new development cooperation strategies.

Through its leadership and active participation in the discussion on policy coherence between migration and development within the framework of the *Global Forum on Migration and Development, GFMD*, Sweden has repeatedly emphasized the need to assist partner countries in integrating migration issues in the national poverty reduction and development strategies of partner countries.

Migration is featured in the Swedish International Development Cooperation Agency's (Sida's) analytical tool *Integrated Economic Analysis and Social Analysis*. Migration and/or refugees were mentioned in about 85 per cent of current strategies for bilateral development cooperation.

On the government-appointed parliamentary committee on circular migration and development, see also 12.1 part V(b) above.

A new phase of the Söderköping Process was initiated on 1 July 2009, with the Swedish Migration Board acting as the main project manager and with IOM and UNHCR as project partners. The Process has been funded by Sida through mid-year 2010. During this period the

<sup>6</sup> Government Communication 2007/08:89: [www.regeringen.se/content/1/c6/11/32/83/778a0c48.pdf](http://www.regeringen.se/content/1/c6/11/32/83/778a0c48.pdf)

<sup>7</sup> Government Communication 2009/10:129: [www.sweden.gov.se/content/1/c6/15/27/91/ea0dc207.pdf](http://www.sweden.gov.se/content/1/c6/15/27/91/ea0dc207.pdf)

Process focused on transferring ownership from project partners to the participating countries in order to ensure the Process' sustainability. As of 2 November 2010 the Söderköping Process is funded by the Swedish Ministry for Foreign Affairs, through 30 June 2011. During this period work will aim at supporting and enhancing the approximation of the beneficiary countries of the Process to the EU, in the area of asylum and migration. There is also a wish among the participating countries to integrate the Söderköping Process into the Eastern partnership.

***V(e) promote co-development actions and support instrument for transferring migrants' remittances***

Sweden's rules for labour immigration, that entered into force in December 2008, has the potential to enhance the developmental impact of labour immigration, e.g. via remittances and the transfer of knowledge and experience.

Sweden's participation in the Mobility Partnership between the EU and Moldova has resulted in an EU-funded project headed by the Swedish Public Employment Service. The project seeks to promote voluntary return migration 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. A further example is the decision by the Swedish International Development Cooperation Agency (Sida) in 2009 to financially support the Georgian Civil Registry Agency, which is e.g. responsible for monitoring migration flows to and from Georgia.

With regard to development cooperation, Sida is actively involved in efforts to build up the health sector in several partner countries (e.g. Tanzania, Rwanda, Zambia, Uganda and Bangladesh), although the explicit aim is not to address the brain drain challenges. Sweden feels that that best way to "protect" sensitive sectors such as the health sector is for developing country governments to ensure that working conditions and salaries are improved in the countries of origin, so that migration is always a decision made out of choice rather than necessity.

In the aforementioned Communication *Global Challenges – our responsibility*, it is stated that the Swedish Government intends to "work for more secure and cheaper remittance transfers."

Through the Global Challenge think tank, the Swedish Government has assisted in determining how much is known about remittances from Sweden. A survey by the think tank shows that there is a lack of available research and also a lack of up-to-date, reliable statistics on remittances from Sweden. With support from the Government, Global Challenge is currently undertaking a case study of the developmental impact of remittances from Sweden to Iraq. The study shows that the need for remittances has decreased in Kurdish areas of Iraq but that the transnational ties between Kurds in Sweden and Iraq are still strong and represent a poorly exploited potential for Swedish enterprises wishing to invest in the country. The study also shows that a considerable proportion of Kurds from other parts of the Middle East send substantial remittances to their immediate families and other relatives.

During 2009, Sida has contributed financing to support the World Bank's *Migration and Remittances Studies*. The aim of these studies is to learn more about migration and

remittances in sub-Saharan Africa, including their scope and scale, the reasons for sending them and the extent to which they help reduce poverty.

## 12.2 Stockholm Programme

### *11(h) how diaspora groups may be further involved in EU development initiatives, and how EU Member States may support diaspora groups in their efforts to enhance development in their countries of origin*

In the abovementioned Communication *Global Challenges - our responsibility*, both the need to facilitate circular migration and the active engagement of members of diasporas in the development of their country of origin/ancestry are acknowledged.

With regard to circular migration, it is stated that: *“The Government will seek – inter alia through the reform of the Swedish labour immigration policy and within the EU – to facilitate mobility among labour immigrants and ensure that obstacles to voluntary return, either to migrants’ country of origin or back to Sweden, are avoided to the extent possible. The Government will also seek to ensure that future legislative processes in the area of migration do not impede mobility. Sweden will continue to call attention to the interests of developing countries in the context of EU policymaking on labour immigration.”* It is also stated that the Government intends – inter alia *“to seek to ensure that the Swedish labour immigration policy reform helps to enhance the developmental effects of migration in developing countries, inter alia through measures aimed at promoting circular migration.”*

With regard to engagement of the diaspora, it is stated that the Government intends, inter alia, to: *“increase knowledge about diasporas in Sweden and their contribution to development in countries of origin, as well as more actively engage in and support their contribution in cooperation with relevant government agencies, the business community and NGOs; promote 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 as well as through active involvement in these issues in the EU and internationally; work for more secure and cheaper remittance transfers, inter alia by commissioning a website with the UK website Send Money Home as a model; and to support activities that will encourage entrepreneurship among migrants in Sweden who want to contribute to development in their countries of origin.”*

The Swedish Government’s initiative, the Kosmopolit project, targeting foreign-born nationals as a resource in trade promotion, aims to make use of the knowledge and contacts they possess and which place them in a particularly good position both to pursue trade and to offer guidance to other Swedish enterprises. Kosmopolit can be expected to help give developing countries greater access to the Swedish market and improve these countries’ chances of attracting foreign investment.

The Swedish Government has begun establishing a migration policy network of Swedish organizations involved in migration issues. This networks contribute to further cooperation, collaboration and exchanges of information and experience in the complex area migration and development between the Government and civil society.

The Government has contributed to the project 'Investment Cooperation with Entrepreneurs from Immigrant Backgrounds' which is being undertaken by Swedfund International AB in collaboration with Swedish entrepreneurs with backgrounds from Asia, Africa, Latin America and Eastern Europe outside the EU. The project supports business ideas with the potential to become viable enterprises in the entrepreneur's country of origin. In 2009, over 50 business ideas were received (primarily relating to health, energy, ICT and manufacturing). In cooperation with the entrepreneurs themselves, Swedfund has transformed about half of these ideas into business plans, of which two targeting Iraq have now been approved.