

Global Challenges - Our Responsibility

Communication on
Sweden's policy for global development



REGERINGSKANSLIET

Government Offices
of Sweden

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Sweden's Policy for Global Development

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The Government hereby submits this Communication to the Parliament.

Stockholm, 17 March 2008

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Main contents of the Communication

The present government communication addresses the question of how Sweden can effectively contribute to equitable, sustainable global development that will enable poor people to benefit more fully from the globalisation process. The Government's policy for global development includes *effective development cooperation* of high quality and a *coherence policy* embracing all policy areas. The policy is aimed at helping poor countries to meet challenges specific to them, at promoting synergies between policy areas, remedying policies that hold up development in Sweden and the EU, and tackling global challenges that hinder equitable and sustainable development. Both development cooperation and other policy areas must contribute to these aims. The Government's policy for global development and the present communication are based on the government bill, Shared Responsibility – Sweden's Policy for Global Development¹ as adopted by the Riksdag² and its emphasis on the need for coherent action to achieve the policy's objective of promoting equitable and sustainable global development.

The present communication signals a new departure in Sweden's policy for global development by setting out in concrete terms ways in which coherence and cooperation can strengthen Sweden's overall contribution to equitable and sustainable global development. The Government thereby emphasises the collective responsibility for policy implementation. The measures presented in the communication do not

¹ Government Bill 2002/03:122, Committee Report 2003/04:UU3, Parliamentary Communication 2003/04:112.

² The Swedish Parliament.

involve expenditures beyond those provided for in the estimated central government budget frameworks.

Section 1 of the communication deals with the Government's basic premises and motives for a renewed focus on the implementation of the policy for global development.

Section 2 is devoted to a detailed discussion of six global challenges, areas which the Government has identified – in the context of the main features of Sweden's policy for global development – as key to achieving the goal of equitable and sustainable global development, and in which Sweden can make an effective contribution: *Oppression, Economic exclusion, Climate change and environmental impact, Migration flows, Communicable diseases and other health threats, and Conflicts and fragile situations*. Three focus areas have been identified for each of the six challenges in an effort to: a) deal more fully with a number of issues vital to meeting the challenges, b) identify quantifiable objectives that can be followed up, c) encourage cooperation, and d) support and promote methods development.

Section 3 is concerned with the Government's aims and intentions with regard to policy implementation. This will involve strengthened results-based management, improved knowledge and analysis and more effective utilisation of existing systems for decision-making, management and international advocacy, particularly within the EU.

Section 4 provides a summary of the outcomes of implementation of the policy since the last communication was submitted to the Parliament in May 2006. The account is based on the 65 objectives set out in the 2005 and 2006 government communications³ to the Parliament on Sweden's policy for global development, and structured around the policy's principal features, as in previous communications.

This public version of the communication contains a summary of the Government's performance and outcome evaluation report.

³ Government communications 2005/06:204 and 2004/05:161.

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1 Sweden's policy for global development – a new start

How is Sweden to contribute effectively to the achievement of equitable, sustainable global development which will enable poor people in developing countries to benefit more fully from the process of globalisation? In 2003, the Riksdag answered this question by adopting the government bill, Shared Responsibility – Sweden's Policy for Global Development⁴, with its emphasis on the need for coherent action to achieve the policy's objective of promoting equitable and sustainable global development. Many of the challenges facing the world are now, over four years later, more apparent and more urgent than ever. National, regional and global perspectives are increasingly intertwined. National policies are increasingly concerned with cross-border issues whose repercussions are international in scope. The need for coherence and cooperation across policy areas to deal with these common challenges has never been greater. Yet the policy has thus far not lived up to expectations. The present communication marks a new approach by the Government to Sweden's policy for global development: an emphasis on shared responsibility for the task of confronting these challenges.

Such an approach will help strengthen Sweden's contribution to the achievement of the UN Millennium Development Goals, one of which is to "develop a global partnership for development".

Globalisation provides new opportunities for solving problems through trade, new technology and the safeguarding of universal values such as democracy and human rights. There is no doubt that what the world is now experiencing transcends all previous periods of intensive internationalisation in terms of the number of people affected by ongoing changes and the rate at which these changes are taking place. At the same time, several billion people on the planet lack the ability and/or the means to take full advantage of the opportunities created by globalisation. The purpose of the Government's policy is to break down the barriers of this exclusion. Globalisation creates unique opportunities for poor and vulnerable people to improve their living conditions and livelihood prospects. Sweden's policy for global development is a pivotal component of a globalisation policy that seeks to address and resolve the common challenges facing the world today.

The Government's point of departure is that development is ultimately driven by people's own willingness and ability to better their circumstances. Efforts to promote development in developing countries and combat poverty in all its dimensions must be aimed at creating opportunities for individuals to raise their living standards and enhance their ability to determine their own lives. This in turn presupposes a better understanding of the ways in which obstacles at all levels – local,

⁴ Government Bill 2002/03:122, Committee Report 2003/04:UU3, Parliamentary Communication 2003/04:112.

national, regional and global – bear upon on the individual’s ability to affect his or her life situation.

The purpose of this communication is to lay the foundation for a more highly focused development policy aimed at strengthening the developmental effects generated in different policy areas. Properly implemented, Sweden’s policy for global development has every prospect of achieving the desired results. Implementation of the Government’s overall development policy, which has implications for the whole of Sweden, must be grounded in the principle of the freedom and dignity of the individual.

What is meant by equitable and sustainable global development?

Sweden’s policy for global development and its overall objective – to contribute to the achievement of equitable and sustainable global development – remains in force.

Equitable global development implies respect for human rights and democracy and is achieved through growth that results in poverty reduction. Development must be to the benefit of all.

Economic growth is absolutely essential to poverty reduction. A fundamental and central aspect of poverty is lack of resources, and resources are generated by economic growth. There is no example of a country that has successfully combated poverty without sustained economic growth. The objective of a modern policy for global development must therefore be to promote growth.

Sustainable global development means that resources must be used efficiently and effectively over the long term to ensure that the present generation’s needs are met without compromising the ability of future generations to meet theirs. This presupposes a far-sighted and sustained approach to the management of common resources – global, regional, national and local – and a socially, economically and environmentally sustainable development process.

Achieving this goal requires that all policy areas must – within the parameters of their own area-specific objectives – seek ways to strengthen Sweden’s contribution to equitable and sustainable global development.

Cooperation and coherence on several fronts

The eradication of poverty, defined as a lack of resources, opportunities, empowerment and personal security, and the resulting inability of poor people to influence decision-making and improve their lives, is one of humanity’s greatest moral, political and economic challenges. It is also a precondition of peace, stability and sustainable development. Poverty is multidimensional and the fight against it must be waged on more than one front.

The fight against poverty in its various forms not only remains the overriding goal of Swedish development cooperation but is also a central

point of departure for the Government's overall development policy. Although the primary responsibility for poverty reduction and development lies with the governments of the developing countries, Sweden can and will contribute to equitable and sustainable global development. We must do so out of a sense of solidarity and because we share a responsibility for the future of the world. Assuming that responsibility, moreover, is in our own interests.

The Government's overall development policy includes *effective development cooperation* of high quality and a *coherence policy* which embraces all policy areas. Many other policy areas have access to instruments which can have a bigger impact in terms of reducing the extent and depth of poverty than those within the policy area of development cooperation. Domestic policy decisions in Sweden can have an impact on poor people in developing countries. All policy areas and policy instruments at the Government's disposal must be brought to bear in a concerted and coherent manner if Sweden's contribution to global development is to be effective.

Lack of coherence across policy areas poses a risk that measures or decisions in a given sphere will counteract or nullify the Government's poverty reduction or global development efforts and achievements in another policy area, e.g. development cooperation. This could well happen if, for example, we design development cooperation initiatives aimed at promoting growth, free enterprise and trade, while indirectly helping to prevent the EU from giving full market access to products in areas where developing countries are often competitive. Lack of coherence, moreover, has consequences for poor countries and people, and can also hurt Sweden's and the EU's credibility as global actors.

Sweden's policy for global development must be aimed at helping poor countries to meet challenges specific to them, in promoting synergies between policy areas and dealing with policies in Sweden and the EU that constrain development, as well as at tackling global challenges that hinder equitable and sustainable development. Both development cooperation and other policy areas must contribute to these aims.

Promoting equitable and sustainable global development is the responsibility of the Government as a whole. The policy for global development is characterised by two perspectives which should guide and inform the collective work of the Government: *the perspectives of poor people on development* and *a rights perspective*.

The perspectives of poor people on development – putting the individual in the centre

Poverty is a problem with many dimensions. The circumstances, needs, interests and prospects of poor women, men and children must therefore form the basis for implementing Sweden's policy for global development. The poor person's perspective, which is based on the dignity, reality, experiences and priorities of the poor, puts the individual in focus.

If Sweden's contribution to global development and the fight against poverty is to be effective we must develop our capacity to comprehend

the daily reality of poor people's lives. This requires knowledge and an analysis of connections and effects at both macro and individual level. It also calls for the concurrent application of several perspectives, e.g. the gender equality perspective and the perspective of the child.

A stronger rights perspective – development for freedom

The freedoms and rights of the individual form the central tenet of the rights perspective. The universal need for information and a political voice is a development issue.

The Government has emphasised that implementation of human rights, in particular civil and political rights, are essential to securing wider freedom and thus to the development process.

The Government concludes that efforts to contribute to equitable and sustainable global development and combat poverty in all its dimensions must be directed at creating the conditions and opportunities for individuals to exercise greater dominion over their own lives. The policy is based on the right of every human being to live in freedom and with the best prospects possible of lifting her-/himself out of poverty. Particular emphasis is placed on the importance of democracy.

The Government is intensifying its focus on the rights perspective. Among other things, it has determined that impact analyses that include an assessment of the perspective's impact on respect for human rights are to be conducted prior to decisions regarding measures deemed to have development aspects or a potential effect on developing countries.

Global challenges – seeking a common goal

Globalisation has led to deeper mutual dependence and thus a greater need for political cooperation across borders. Some of the main challenges of our time are of direct concern to people in high-income and developing countries alike and constitute an impediment to equitable and sustainable development. Among these are climate change, major migration flows and the dangers of pandemics and conflicts. In many cases, crime and human trafficking also take on a global dimension. Other challenges are primarily of concern to people in developing countries, although they also affect us indirectly – or are such that we have a moral obligation to become involved. This applies above all to the fight against political oppression around the world.

An examination of the results of Sweden's efforts to implement its policy for global development since 2003 show that *development cooperation* has evolved largely in accordance with the Riksdag's decisions in this policy area, involving *inter alia* intensified results-based management, greater harmonisation, a focus on a smaller number of partner countries and coordination with other donors. However, with regard to the *policy coherence* – the policy component intended to ensure that account is taken of development aspects in the policy as a whole through coherent action across policy areas – implementation has been found to be deficient in some respects. International assessments of the

global development policy have attributed this to lack of political ownership of the policy, poor understanding of what it involves in practice and the absence of strategies for policy implementation.

This communication accordingly focuses on the Government's desire to concretise ways in which coherence and cooperation between policy areas can contribute to achieving the objective of Sweden's policy for global development, by dealing collectively with some of today's global challenges. Development cooperation, too, has a role to play in this respect – as a catalyst for and a complement to initiatives in other policy areas. The policy requires that a balance be struck between Swedish interests and the needs of poor people in developing countries. Conflicts of objectives should be resolved and goals should be the object of explicit, well-considered political choices.

The new start for Sweden's policy for global development is based on its eight central components which the Parliament has grouped under the following headings: *Fundamental Values*, *Sustainable Development* and *Other Principal Features*.

To effectively translate the policy into practice, work during the current electoral period is being given concrete shape in the form of *six global challenges*. These have been identified by the Government – in the context of the eight principal features – as key to achieving the goal of equitable and sustainable global development, and as areas where Sweden can make an effective contribution: *Oppression*, *Economic exclusion*, *Climate change and environmental impact*, *Migration flows*, *Infectious diseases and other health threats*, and *Conflicts and fragile situations*. In each case, a successful outcome will require close cooperation and coherence across policy areas. The challenges are also closely interlinked.

How they are to be addressed is not a matter of who should do what, but of how the various policy areas can work together to ensure that the policy as a whole promotes development. Synergies must be sought and conflicting objectives dealt with. Also included in this totality is development aid, parts of which need to be adapted so that it can more effectively support and supplement global development initiatives in other policy areas, in accordance with the global development policy.

Three specific focus areas have been identified for each of the six global challenges. The aim of these 18 focus areas is partly to keep a closer watch on a number of issues and processes vital to meeting the challenges, and partly to identify quantifiable objectives, stimulate cooperation and support development of methods.

The Government is aware of the importance of managing conflicts between objectives on an ongoing basis and of the need to identify and exploit synergies between policy areas if the development impact of its total policy is to be enhanced.

On the basis of performance and outcome reports of the current and previous years, the Government has concluded that the large number of objectives previously formulated combined with the limited attention accorded to management considerations have hampered policy implementation. It is difficult to obtain a clear picture of how efforts to strengthen coherence have developed over time, or of what the policies pursued have achieved.

To ensure clear, coherent management and scope for performance follow-ups, objectives have been drawn up for the 18 focus areas. The Government is also developing policy implementation targets in areas such as task organisation, knowledge acquisition and analysis. The focus area goals and implementation targets replace the previous 65 global development policy objectives. To further concretise the policy, the communication sets out a number of operational measures regarded as necessary to fulfil each objective. The Government intends to return to the Parliament with a performance and outcome evaluation report in 2010.

Identifying the challenges

The Government has identified six global challenges which must be addressed if the goal of equitable and sustainable development is to be achieved, and to which Sweden can make an effective contribution. At the outset of the process, the Government declared that the most fundamental of all obstacles to equitable and sustainable development is absence of freedom in the form of *oppression*, that is to say lack of democracy and respect for human rights. Sweden will extend broad political support to democratisation processes and national and international action to promote respect for human rights. In addition, Sweden will further strengthen democratic institution building and efforts to fight corruption.

Economic growth is a fundamental condition of development and thus of poverty reduction. *Economic exclusion*, to which a substantial proportion of the world's population continues to be subjected, can only be reversed through market economy reforms, increased access to the international market and the emergence of a vigorous enterprise sector. Thus, the second challenge is to break down the barriers of *economic exclusion*. Sweden must be better at promoting fuller economic participation and greater market access, and at contributing to the creation of conditions conducive to economic growth and the establishment of national and international trade rules.

Armed conflict is one of the gravest threats to the welfare of present and future generations. Poverty and conflict feed on each other. Among the underlying causes of armed conflict are the desire to gain control over natural resources, inability to sustain a viable livelihood, and adverse environmental changes. The vast majority of armed conflicts are waged inside countries. These are often difficult to resolve and threaten regional stability, with consequences for international peace and security. An integrated approach to the management of *conflicts and fragile situations* is one of the challenges the Government has emphasised as part of its new start for Sweden's policy for global development.

Climate change and environmental impact is one of the greatest challenges facing the countries of the world. Transboundary in character, it can only be met through global cooperation. Close cooperation across and between policy areas is essential if progress is to be achieved on this front. Developing countries are the hardest hit as these have few resources to prevent and meet climate- and environment-related threats.

Moreover, climate change and environmental impact can seriously hinder and undermine both past and future progress towards development targets.

Infectious diseases and other health threats pose serious obstacles to poverty reduction and development, and can quickly undo decades of progress. Poor people are more vulnerable than others to the effects of disease as they are generally less able to protect themselves against health threats. Sweden and other countries must intensify the fight against infectious diseases and other growing health threats *inter alia* through enhanced global cooperation, the introduction of early warning systems and support to international efforts to build up health systems. Improving the health of the poor also requires measures to develop global public goods such as vaccines and drugs to treat HIV and AIDS, tuberculosis and malaria. Also needed is long-term investment in basic sanitary services such as clean water and functioning waste disposal systems.

We now also know that *migration flows* have significant development potential for countries of destination and origin alike. Migrants not only contribute to development in countries of destination but can also send back and invest their savings in their countries of origin. Oppression, poverty and armed conflict can force people to leave their countries of origin. Sweden must be better at promoting the development potential of migration, continue to give protection to refugees who come to our country and help to seek solutions to protracted external and internal refugee situations. A more vigorous coherence policy will enable Sweden to deal with this challenge more effectively.

These challenges also feature as key input values in the Government's new Africa policy presented in Government Communication No. 2007/08:67. The communication is an example of how development policy can be translated into practice.

How can Sweden help?

Sweden can and will contribute to equitable and sustainable global development in areas where needs and challenges are great, where we have the required knowledge and skills and where Sweden has a particular interest.

Our ability to contribute is enhanced when we act in a politically coherent way, when we deliver effective, focused development cooperation and when we cooperate with others.

Political coherence in pursuit of development is a cornerstone of Sweden's policy for global development. The Government can buttress efforts to enhance coherence by taking a collective approach to the framing of development policy priorities. A review of internal procedures in the Government Offices will be undertaken with a view to enhancing analytical capabilities, exploiting synergies more effectively and improving the capacity to handle conflicts of objectives as these arise. The Government will also continue to press for more vigorous efforts to enhance policy coherence among OECD member countries, both within the EU and in relevant multilateral forums.

The Government has adopted measures to improve the effectiveness of development cooperation. More rigorous results-based management, guidelines for bilateral cooperation strategies, a policy for aid-funded multi-actor cooperation and a strategy for multilateral development cooperation will help ensure that development aid in conjunction with other policy areas more effectively meet the global challenges we face.

Sweden cannot act alone. Collaboration is essential if results are to be achieved. Bilateral dialogue – through conventional diplomacy, in connection with development cooperation or as part of efforts to promote Sweden abroad – is a key platform for Swedish action. Properly used, Sweden's deep commitment to multilateral cooperation can create an arena for dialogue with the ability to influence global events. Collaboration at home is also important. Representatives of NGOs, Swedish enterprise and the research community have perspectives and approaches to offer which can help Sweden make a stronger contribution to equitable and sustainable global development.

Finally, Sweden's membership in the EU is vital to our ability to contribute to equitable and sustainable global development. The Government therefore lays particular emphasis on the Union's crucial significance and is actively seeking to strengthen its role as a global actor for peace, freedom and poverty reduction. Work currently under way in the European Commission and the Council of Ministers to strengthen efforts to promote policy coherence for development is an important step in this direction. Further examples are the EU-Africa strategy and action plan adopted in 2007 for a new, more equal partnership.

2 Cooperation and coherence – meeting global challenges

The work of translating Sweden's policy for global development into practice has taken concrete shape in the form of *six global challenges* which the Government has identified – in the context of the main features of Sweden's global development policy – as key to achieving the goal of equitable and sustainable global development, and in which Sweden can make an effective contribution.

2.1 Oppression

Respect for human rights and democratic principles are priorities that run through every aspect of Sweden's policy for global development. In the spring of 2008, the Government will submit a communication to the Parliament on human rights in foreign policy and on democracy and human rights in development cooperation. The communication sets out an entire range of available foreign policy measures designed to combat all forms of oppression and promote greater freedom. In the present communication, the Government lays special emphasis on the following three focus areas. Not only are these particularly relevant to the policy for global development, they are also areas in which Sweden has relevant experience and is well equipped, to assume a proactive role.

The goal of equitable and sustainable global development cannot be achieved so long as people are deprived of the power to make decisions that affect their lives. Many states are failing to fulfil their obligations to promote universal respect for and observance and protection of all human rights. This year, the 60th anniversary of the adoption of the Universal Declaration on Human Rights, the Government is further strengthening its efforts to fight all forms of oppression.

It is often in the poorest countries where human rights are least respected. There is a close connection between poverty and lack of democracy and respect for human rights. If the individual is to lift her/himself out of poverty, human rights must be respected. The Government is resolved to act vigorously within the EU, the UN system and in direct dialogue with our cooperation partners to fight all forms of oppression.

Example: Zimbabwe

Large sections of the population in Zimbabwe live under oppression. The social climate is repressive with far-reaching negative human, social and economic repercussions for the country and the region as a whole. Sweden is actively pursuing a policy of support for democratic development and greater respect for human rights, both bilaterally and through the EU. Until improvements are made, the restrictive measures introduced by the EU in 2002

(which include a weapons embargo, travel restrictions and the freezing of assets) will remain in place. Sweden and the EU are prepared to review this policy when improvements have been taken place in Zimbabwe.

2.1.1 Freedom of expression

According to the organisation Reporters Without Borders, 86 journalists around the world were killed in the line of duty in 2007.

Sweden must stand up for people whose lives are put at risk because of their opinions. Every individual, whether alone or with others, must be free to express her or his opinions and to receive and disseminate information and ideas. This is a fundamental freedom and an essential precondition for fighting against all forms of oppression. Due to its longstanding, well-developed tradition of protection of freedom of expression, Sweden is particularly well equipped to vigorously defend and promote this freedom around the world. There is a stable consensus and healthy dialogue between the Swedish government, political parties and civil society on the importance of respect for human rights and democratic values.

An essential condition for *freedom of expression* is access to information without interference from public authorities. According to the independent organisation Freedom House, as many as two thirds of the world's countries restrict public access to information and the right of their citizens to freely express their opinions. However, the rapidly expanding global exchange of information and technology has dramatically increased the ability of people to access and disseminate information, even in countries where freedom of expression is heavily curtailed. This is particularly evident from the number of people, even in areas relatively cut off from the rest of the world, who write and read blogs on the internet. At the same time, it is disturbing to note that bloggers and other people who use the internet to spread information are increasingly subject to arrest and persecution. Freedom House reported in 2007 that countries such as China, Vietnam and Iran have in recent years imprisoned large numbers of journalists and cyber-dissidents who have published articles and views on the internet.

There is also a significant correlation between freedom of expression, poverty reduction and greater respect for economic, social and cultural rights. Literacy is crucial to the exercise of freedom of thought and expression. The achievements of the new media do not benefit people who can neither read nor write. The right to education is also crucial if people are to make their voices heard and exercise democratic influence. Education also enables poor people to improve their conditions of life. Close attention must be paid to these connections in the context of Swedish development cooperation.

Independent and critical media are essential to a functioning democratic society. They fulfil a number of functions. In addition to disseminating information and acting as a forum for dialogue and public

debate, they are part of the civil ‘watchdog’ function that characterises democratic societies. Independent media are both a precondition for and an expression of the development of democratic societal structures.

A well functioning *civil society* with a diversity of independent actors affords wider opportunities for people to participate and influence political processes and decisions. It is not uncommon, therefore, civil society organisations that are critical of public authorities and actively defend human rights are silenced. The EU common guidelines on the protection of human rights defenders are an important tool for providing concrete support to these individuals and groups. International attention can often serve to protect oppressed groups. Civil society in countries under authoritarian regimes can also play a vital role for democracy building.

The Government’s increased ambition regarding - freedom of expression is reflected in a stronger commitment to democracy and human rights within development cooperation.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- prioritise initiatives aimed at promoting free media (radio, TV, printed press and the internet)
- press for intensified intergovernmental dialogue, in various international forums including EU, Council of Europe and UN mechanisms, on the promotion of freedom of expression
- intensify efforts to spread information about legal protection for media workers, and support the dissemination of knowledge and information on the importance of the principle of public access to official records as a key component of a democratic society
- provide support for journalist training programmes and associations
- extend support to projects aimed at improving laws safeguarding press freedom and freedom of expression and ensuring compliance with existing legislation
- support implementation of the EU common guidelines on the protection of human rights defenders, the Council of Europe Declaration⁵ and the UN Declaration on the Protection of Human Rights Defenders.

2.1.2 Sexual and reproductive health and rights

Somewhere in the world, one woman dies each minute from complications related to pregnancy and childbirth. Ninety-nine per cent of these women live in developing countries. Every fifteen seconds, someone aged 14–24 is infected with HIV.

⁵ Declaration of the Committee of Ministers on Council of Europe action to improve the protection of human rights defenders and promote their activities

Sexual and Reproductive Health and Rights (SRHR) concern the equal rights and opportunities of all people to have a safe sexual life and to make decisions concerning their own bodies free from coercion, violence or discrimination. Withholding knowledge and information, discrimination and oppression in relation to sexual and reproductive health, rights and physical integrity are common occurrences. Many people are subjected to violence or the threat of violence when they assert themselves or go against customs and practices that reflect conventional notions of gender identity and sexuality. Violence and abuse are common even in times of peace and relative stability, but increase markedly and often become systematic in conflict, postconflict and crisis situations.

Sexual and reproductive ill-health accounts for a large proportion of the global burden of disease and is one of the obstacles to achieving the UN Millennium Development Goals. Sexual and reproductive health conditions are among the most common causes of illness and death among women aged 15–44 in developing countries, where pregnancy, unsafe abortions, childbirth or injurious customs and practices such as female genital mutilation can endanger life. Despite major efforts, world maternal mortality rates have not fallen in the last 20 years. Women and girls are more vulnerable to HIV infection. Moreover, unequal gender power relations increase the risk for women and girls being coerced into having unprotected sex.

Sweden is a strong voice for women's rights all over the world. The Government therefore prioritises and is actively pursuing the issue of sexual and reproductive health and rights in general, and the right of women to make decisions concerning their own bodies in particular. In many developing countries, unsafe abortions lie behind a significant proportion of women's diseases and are a contributing factor in high maternal and child mortality rates. Lack of access to safe and legal abortion is a major factor preventing women and girls from enjoying the human rights to which they are entitled. Efforts to ensure access to safe, legal abortion form part of broad-based initiatives in which information and preventive measures play a key role.

Increased respect for sexual and reproductive rights and universal access to good healthcare for women would save many lives. However, SRHR remain one of the most problematic development issues. They are highly controversial and opinions are widely divided both globally and in the EU. The Government is focusing attention on SRHR, including the close links between sexual and reproductive health and rights, HIV and AIDS and other infectious diseases, through efforts to introduce programmes and initiatives into other policy areas such as social and gender equality policy.

The Programme of Action adopted at the UN International Conference on Population and Development (ICPD) held in Cairo in 1994, as well as other agreements and regulations, are being duly implemented. The work of defending and promoting the rights of women and girls and the fight against harmful traditional customs and practices continues, as does defence of the rights of lesbian, gay, bisexual and transgender (LGBT) persons. The Government will therefore continue to be a vigorous advocate for SRHR in international policy negotiations. An important

task will be to strengthen the EU's voice in defence of SRHR in international forums such as the UN. There is a need for measures aimed at ensuring access to SRHR information, counselling and services.

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Objective: Better health and quality of life for women and men, boys and girls living in developing countries

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- actively promote progress in the SRHR sphere in policy negotiations in the EU, the UN and other international and multilateral forums
- actively promote SRHR within the framework of the new Swedish-Norwegian interministerial initiative on women, democracy and development, *inter alia* by holding an international seminar with the African Union (AU), the UN and NGOs in 2009
- implement special measures in conflict and postconflict countries aimed at fighting against sexual violence, supporting healthcare, including psychosocial care, and strengthening the rule of law and access to the judicial system by abused women, men, girls and boys
- raise the level of ambition considerably – both in terms of efficiency and resource provision – to enhance and disseminate knowledge about human sexuality, to improve services and the capacity to address issues relating to the physical integrity of women and girls, and to help enhance the role and responsibility of men and boys with regard to gender equality and reproductive health for all
- extend support for SRHR in the form of education, information and advisory services for young people; through access to contraceptives and to sexual and reproductive health care, including counselling and medical care; and through efforts to provide access to safe, legal abortions as part of a comprehensive programme in which information and preventive measures are of particular importance
- support research and methods development in the field of sexual and reproductive health and rights.

2.1.3 Organised crime with special focus on human trafficking

Cross-border organised crime generates an annual turnover of approximately USD 1 000 billion, equivalent to total global expenditure on defence.

Trafficking in human beings for various forms of exploitation is an ongoing, global problem. The United Nations Office on Drugs and Crime (UNDOC), Europol and others estimate that human trafficking has become the fastest-growing source of income for organised crime, comparable in extent to the drug and arms trade. The underlying causes that place people, in particular women and children, at risk of falling victims to human trafficking are poverty, economic exclusion, social marginalisation and lack of gender equality. Trafficking exploits people in vulnerable situations and deprives them of the ability to enjoy even the most basic human rights. Girls and boys, men and women are deprived

of their freedom and exploited sexually or in other ways for economic gain. Minors make up between 40 and 50 per cent of all victims of human trafficking. The proportion in the case of women and girls is close to 80 per cent.

Drug trafficking, the arms trade, corruption, money laundering, smuggling and human trafficking are all manifestations of the way in which organised cross-border crime is undermining basic societal functions, and contributing to social, economic and political oppression. It is estimated that the illegal drug trade annually generates vast profits which are laundered and/or reinvested in other illegal activities in order to finance armed conflict and terrorism, among other things.

All societal functions – the judiciary, social services, schools, migrations agencies, labour market parties, security policy institutions and civil society – must participate and collaborate in well-defined, resolute policy action against organised crime, including human trafficking. In light of the above, the Government is actively seeking to develop and enhance cross-border cooperation aimed at preventing and combating organised crime. The Government will seek to prevail on other countries to meet their international commitments, in particular by showing political leadership and through policy dialogues. The Government will also take an active part in international and regional cooperation schemes of various kinds, and in action to combat smuggling, drug and arms trafficking, human trafficking, corruption and other forms of organised crime. With regard to the international sex trade, Sweden is focusing on crime-fighting measures aimed at reducing the demand for sexual services, both in Sweden and internationally. Within the framework of international civil crisis management operations, the Government will seek to strengthen the capacity of recipient countries to prevent and combat organised crime. Crime victims must be protected and supported.

Organised crime, and human trafficking in particular, are a threat not only to individuals but also to the cohesion and stability of society. The Government is actively working, both nationally and within the EU, to ensure that efforts are made to combat human trafficking and other forms of organised crime. A great deal has been learned in recent years about human trafficking and how to combat it. The same applies to other forms of organised cross-border crime. There are international conventions and frameworks for cooperation. Sweden has made three commitments in this area: to prevent human trafficking, to protect its victims and to bring the perpetrators to justice. This is a task that will require a high degree of coherence across policy areas, both nationally and internationally.

Objective: A reduction in organised crime and human trafficking through preventive and crime-fighting measures in countries of origin and destination

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- act to develop and improve the effectiveness of international cooperation to combat and prevent crime, both in the Baltic Sea region and internationally
- work for the implementation of regional and international agreements aimed at preventing and combating organised cross-border crime in accordance with the report on human trafficking for labour exploitation and purposes other than sexual exploitation (Ds⁶ 2008:7)
- enhance Nordic-Baltic cooperation and collaboration within the EU with Interpol and others, and strengthen support for and dialogue with UNDOC and other multilateral organisations as part of conflict and crisis management.

2.2 Economic exclusion

Economic globalisation has brought an unprecedented global rise in incomes, and development in many of the poorest countries, including in Africa, shows signs of moving in the right direction. However, the exclusion from the global economy experienced by many developing countries continues to pose one of the biggest challenges to the goal of achieving equitable and sustainable global development. Meeting that challenge is largely a matter of unleashing the inherent capacity of countries and individuals to pursue economic activities and trade.

Reducing economic exclusion among people who live in developing countries calls for transparent and predictable ground rules at global, regional, national and local level. At *global level*, the Government will continue in its efforts to ensure that regulations and agreements promote economic development in poor countries in accordance with the eighth UN Millennium Development Goal and the responsibility of rich countries, and to maintain a favourable economic climate. International capital, trade flows and macroeconomic stability are affected by regulations drawn up by international organisations and forums. The Government's trade policy and international economic policy therefore have an important role to play. Internationally agreed debt relief to the poorest countries have fostered development and must be accompanied by greater responsibility on the part of borrowers as well as lenders. Sustainable growth helps boost employment, a vital prerequisite for poverty reduction.

At *regional level*, there is considerable potential for creating a good basis for progressively increased participation in the global economy through closer integration between developing countries, which in turn *inter alia* presupposes harmonised regulations and more favourable conditions for trade and economic transactions. The Government supports regional integration with know-how, skills and investment.

Opportunities for poor people to reap the potential benefits of the global economy and promote economic growth are mainly created at *national and local level*. Developing countries, above all the very poorest countries, need to develop their capacity to compete in the world market

⁶ Ministry Publication Series.

and increase their export capacity. Attention should be given in this connection to the pivotal importance of fish exports to employment and income in developing countries, particularly in poor coastal areas. Advantage should be taken of the productivity-enhancing potential of migration. There is a need to improve conditions for saving and investment among poor women and men. A fundamental requirement is a just, non-discriminatory, transparent legal system, one in which property rights protection occupies a particularly important place. Through development cooperation, the Government can help support the efforts of developing countries to improve their investment climate and macroeconomic stability. The potential of migration to break economic exclusion must be exploited.

Increased trade and foreign investment of the kind that creates jobs with decent terms and conditions and contributes to knowledge transfer and socially and environmentally sustainable development are also essential. Swedish enterprise can play a part here. As part of its enterprise and development policies, the Government intends to emphasise the vital role of private enterprise as a driver of growth and development, without however departing from the Swedish principle of non-tied aid.

Land-based industries and fisheries are crucial to development and poverty reduction in the poorest countries. Investment in agriculture, fishing and forestry can stimulate growth, reduce poverty and hunger, and improve food security. Swedish support for rural and related development accordingly encompasses a range of areas, including research and technological development, knowledge about market functioning, including price formation, institutional changes, including reform of land rights and use rights, infrastructural development and functioning linkages to the rest of the economy. As women comprise a majority of the labour force in small-scale agriculture in most developing countries, support for rural development can also act as an investment in gender equality between men and women. The above are among the ways in which Sweden contributes to the achievement of the first UN Millennium Development Goal, namely to reduce extreme hunger and poverty.

Example: Actor-driven cooperation

One way for Sweden to help countries break out of economic exclusion is to encourage self-supporting relations beyond development assistance. The Government has therefore decided to encourage self-supporting relations that contribute to poverty reduction. This will be done through actor-driven development cooperation between a wide range of actors in Sweden and the cooperation partner. This applies primarily to countries chosen for selective cooperation, where traditional development cooperation is being phased out and Swedish involvement will take on a new character. For example, a Swedish centre for environmental technology has been established in Beijing in cooperation with Sida. Plans are underway to implement a pilot project to develop a strategy for Swedish cooperation with South

2.2.1 Financial markets

Less than half the world's population has access to a banking system of any kind, and women have less access than men.

Higher levels of investment are needed to speed up economic development in poor countries. This in turn requires better functioning financial markets in developing countries, increased saving, better transaction conditions and the ability to get a loan. To ensure that this development helps generate higher incomes among broad sections of the population, there must be improved opportunities to save and borrow for subsequent investment, and to receive and reinvest remittances. Although poor women and men can now obtain microcredits, a substantial proportion of saving takes place in informal systems. However, formal channels are also being used to an increasing extent. One example is saving via mobile phone, which has made it easier for poor people to save in a bank. Sweden has long supported the development of financial markets at micro level and therefore has extensive experience in this area.

If poor women and men are to benefit from improved access to financial markets, there must be a predictable, non-discriminatory legal system that enforces compliance with laws and regulations as well as ownership and use rights, e.g. with respect to land. Land ownership rights mean security for rural populations as they open up credit, loan and mortgage opportunities. Particular attention must be focused on securing women's right to land, a right from which they are often excluded.

The Government supports the development of financial markets that are of use to and benefit poor people. The Government also supports programmes and initiatives – through Sweden's involvement in the International Monetary Fund (IMF) and the World Bank – aimed at promoting a generally stable economic climate, effective national regulations and monitoring of the international financial system. Action focused more specifically on promoting the development of financial services markets are also of vital importance.

Support, via international financial institutions and in the form of development assistance, must be made available for the development of domestic capital markets for financial services, including microcredits, and the development of both local securities markets and the financial infrastructure, including payment systems, credit rating systems and pledge registers. Development of the financial sector, including greater access by poor people, also helps enhance the developmental effects of remittances from families and relatives living in other countries.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- contribute to ongoing efforts, primarily by the international financial institutions, to promote a generally stable and favourable investment climate and effective national regulations governing the financial sector
- support the development of financial services and local securities markets, including microcredits, and of the financial infrastructure, *inter alia* via the international financial institutions
- analyse and take account of the conclusions and recommendations of the independent international Commission on Legal Empowerment of the Poor, and pursue relevant issues in international forums
- support knowledge enhancement in the field of land surveying and land and property registration.

2.2.2 Trade in agricultural products

The least developed countries account for only 1 per cent of world trade in agricultural products, a share which has declined over time.

More open trade and greater capacity on the part of developing countries to benefit from trade constitutes one of the most effective instruments for integrating these countries into the global economy and boosting growth. Agriculture is a unique instrument for furthering development and poverty reduction. However, there are significant obstacles facing poor countries looking to export agricultural products. Increased agricultural exports to OECD countries and more opportunities for developing countries to trade with one another comprise therefore a focus area for Swedish efforts. The successful transformation of its own agricultural sector combined with a long tradition of free trade give Sweden the necessary credibility, in the agricultural and trade policy spheres, to promote broader free trade and the changeover to market-oriented, competitive agriculture in OECD countries.

As the world's largest importer of food, the EU is an important actor with regard to the promotion of international food trade with developing countries. Sweden will continue to press vigorously, primarily in the EU, for a successful outcome to the ongoing Doha round of WTO negotiations in 2008 and for continued market-oriented reform of the EU Common Agricultural Policy (CAP). It is particularly important in this respect to substantially lower tariff levels and reduce subsidies in the agricultural sector, and to ensure that all forms of export aid are eliminated in accordance with commitments made in the Doha round. There is a danger that export aid in the EU and other countries can lead to local products being out-competed in domestic markets, a process to which developing countries are especially vulnerable. It is vital that agricultural tariffs and subsidies be abolished over time. Trade in agricultural products and food between developing countries has grown substantially. Sweden will continue to promote this development within the WTO.

The Government will work within the EU for simpler and more generous rules of origin as this will open up more opportunities to benefit from international production chains. Trade procedures, i.e. all the information flows and administrative procedures needed when a company exports or imports products, should also be simplified and made more efficient. Sanitary and phytosanitary requirements governing food imports, standards specifications and labelling requirements all pose difficulties for producers in developing countries as these often lack the means to meet them. The Government will seek to ensure that EU legislation and other international standards are designed to disrupt trade as little as possible, without compromising existing environmental and food safety requirements.

Negotiations with the African, Caribbean and Pacific States (ACP) on economic partnership agreements (EPA) are aimed at expanding opportunities for these states to trade with the EU, and at strengthening regional integration and trade between them. Important areas to watch are EU commitments on tariff- and quota-free access for ACP countries, with transition periods only for sugar and rice, and the establishment of improved rules of origin. The EPA agreements also deal with other trade-related areas such as trade procedures and regulations on investment and competition. The Government is seeking to ensure that the negotiations on the EPA agreements are brought to a conclusion and that the latter are designed to support development. The countries' level of development must be taken into account. Implementation of the agreements should be supported by trade-related aid.

Also in progress are negotiations on association agreements and free trade agreements respectively with countries/regions in Asia, Latin America and the Middle East. These offer a broad platform for cooperation by linking trade cooperation with *inter alia* political dialogue, sustainable development and development cooperation. The Government is seeking to ensure that these agreements are designed to take the countries' and regions' levels of development into account.

To benefit from more open trade, developing countries will need to enhance their capacity to conform with trade procedures, meet standards and labelling requirements, develop the private sector and reduce internal hindrances and bottlenecks. The countries' capacity to pursue their interests in negotiations also needs to be strengthened. Trade-related aid can play a key role here. The significant rise in the level of ambition with respect to Swedish trade-related aid, which dates from 2006 and 2007, will continue in 2008. Moreover, Sweden is playing a leading role in ongoing efforts in the EU to strengthen trade aid and ensure that the EU lives up to its commitment to substantially raise aid levels and improve efficiency.

Objective: Increased export of agricultural products from developing countries

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- work, primarily within the EU, for a favourable conclusion to the 2008 Doha round
- seek to ensure that the ongoing review of the CAP and the EU budget leads to continued market-oriented reform of the CAP
- further raise ambition levels – in terms of effectiveness and resources
 - with regard to trade-related aid by working to strengthen EU trade aid and ensuring that the EU lives up to its current commitment to increase aid volumes by 2010
- seek to ensure that broad EPA agreements and association agreements are entered into and implemented with particular attention to important development aspects.

2.2.3 Swedish trade and investment in developing countries

In 2007, Swedish exports to sub-Saharan Africa accounted for 2.4 per cent of its total exports. Imports from sub-Saharan Africa amounted to 0.5 per cent of Sweden's total imports.

The economic exclusion of developing countries diminishes with increased trade and private investment. Further development and processing of natural resources and agricultural products contributes to the growth of an economic, commercial and industrial base. This base is a precondition of development and growth.

Through trade and investment, Swedish companies help to generate economic growth by way of increased employment, technology and knowledge transfer, and higher tax revenues. This contribution is strengthened where companies support and strive responsibly to adhere to international principles and guidelines governing areas such as basic working conditions, human rights, the environment, gender equality and the fight against corruption. A long tradition of openness and an international outlook leaves Swedish enterprises well placed to contribute to economic development in poor countries.

A variety of measures are needed to boost trade and investment in developing countries, including at regional level, and thereby contribute to equitable and sustainable development. A basic condition for this is a favourable investment and business climate, including a stable, democratic political environment. Other key elements are measures to strengthen the rule of law and curb corruption. The same applies to measures aimed at strengthening the protection of property rights. Sweden's policies generally must be aimed at reducing the political risks associated with investment and business operations in developing countries. This benefits both local business development and Swedish business interests.

Sweden's trade policy, export promotion activities and enterprise policy need to be better coordinated within the global development policy framework. The basis for coordination is the existence of joint, reciprocal, active involvement in developing countries on the part of Swedish actors. These include Sida, The Swedish Trade Council, the Swedish Fund for Industrial Cooperation with Developing Countries (Swedfund), the National Board of Trade, the Swedish Export Credit

Corporation, the Swedish Export Credits Guarantee Board, the Invest in Sweden Agency (ISA), and Swedish enterprises and business associations. It is important to make better use of the initiative, know-how and experience of small as well as large Swedish enterprises in order to match the needs, priorities and capacity of developing countries in areas where Swedish enterprises and organisations enjoy a comparative advantage. Closer cooperation between other actors and across policy areas – in which consideration is given to a development perspective in the framing and implementation of trade and industry policies – can help promote growth and development in developing countries.

Many developing countries face major challenges in terms of climate and environmental concerns, corruption and respect for human rights. In general, Swedish enterprises have a good reputation for social and environmental responsibility. Sweden will help promote better knowledge of and compliance with universal codes of conduct and other instruments, such as the UN Global Compact and OECD guidelines for multinational enterprises, through regular dialogue with representatives of the governments, business sectors and civil societies of our partner countries. The need for corporate social responsibility (CSR) should not be used as a pretext for protectionism. On the contrary, it should be seen as a natural corollary of a free trade policy. The Government will work closely with Swedish enterprises to deepen bilateral cooperation on social and environmental responsibility, as in the case of the bilateral agreement with China.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- prioritise initiatives aimed at strengthening political and judicial frameworks in developing countries and to intensify the fight against corruption.
- stimulate Swedish trade with developing countries within and through cooperation between the Swedish Trade Council, Swedfund, the National Board of Trade, ISA, Sida and others.
- encourage observance of corporate social and environmental responsibility by promoting fuller knowledge of the principles embodied in the UN Global Compact and the OECD guidelines for multinational enterprises
- promote closer cooperation between policy areas to make full use of the initiative, experience and expertise of Swedish enterprises
- improve conditions for cooperation between government-sponsored development cooperation and the Swedish business sector, without however departing from the Swedish principle of non-tied aid.
- press for adoption by the EU of simpler and more development-friendly rules of origin.

2.3 Migration flows

Increased globalisation has facilitated greater mobility in terms of goods and services. However, this does not apply to people to the same extent. While the number of migrants has risen in the last hundred years, their share of the total global population has remained unchanged. Today, some 200 million people – 3 per cent of the world's population – live outside their countries of origin. Almost half of all migrants are women. We know that the development potential of migration is far from being fully realised. Migrants now have more opportunities than ever to contribute to development in their countries of origin.

People migrate not only from developing countries to richer countries, but also between and within developing countries, in search of better livelihoods and a more secure existence. Migration and development are linked in many ways. Remittances to developing countries increase the diversity of household income sources, help to insure against risk, make education and investment in health possible, and provide a source of capital for the establishment of small enterprises. A policy on labour immigration that facilitates mobility between countries would enable migrants to return, temporarily or permanently – a phenomenon sometimes referred to as 'circular migration' – and contribute to development in their countries of origin. Contacts among individual migrants and diasporas in the business community represent a potential for development. People must be able to migrate under controlled and safe conditions. Uncontrolled, illegal migration, often associated with human trafficking and organised crime, must be combated. However, migration is not only a matter of seeking new opportunities to improve one's life; it is also a way of escaping from conflicts, oppression, economic exclusion or environmental catastrophes. When people are forced to flee, their problems become a regional and global concern.

Sweden's ability to contribute to maximising the positive effects of migration is predicated on coherent action across relevant policy areas by all actors involved. A coherent policy is essential in order to combat the adverse effects of migration and to identify solutions to situations that lead to involuntary migration. Through its foreign, development, security and defence policies, Sweden can help combat poverty and oppression and prevent, manage and resolve the crises and armed conflicts that force people to flee and become potential victims of human trafficking. Environmental policy and development cooperation should be focused on long-term efforts to prevent climate change and the adverse environmental impacts that force people to migrate.

Development cooperation reinforced by action in other policy areas can help promote the favourable effects and counter the adverse impact of migration in countries of origin. This will call for measures in a wide range of areas, including private sector development, financial systems and services, trade, exchanges in the fields of education and research, capacity building for the management of migration in countries of origin and transit, as well as better information, statistics and research on the links between migration and development. The Government is promoting the integration of migration issues into developing countries' poverty

reduction strategies and development plans, as well as into Swedish and EU development cooperation strategies.

The Government will intensify its efforts to formulate a Swedish policy that promotes synergy effects between migration and development.

Example: Global Forum on Migration and Development

There is a need for close dialogue between countries of destination and countries of origin on ways to strengthen the effects of migration on development. An important platform for dialogue is the Global Forum for Migration and Development (GFMD), an annual conference where over 150 states from around the world meet to discuss how the linkages between different policy areas can best be utilized in order to promote the positive effects of migration on development. Sweden plays an active part in the Global Forum's work. Swedish involvement focuses on identifying and encouraging dialogue on specific working methods aimed at ensuring coherent action between different parts of a country's government and administration in order to promote the developmental effects of migration. Sweden's prioritisation of coherence as a key issue on the agenda enjoys wide support in other countries.

2.3.1 Labour immigration to Sweden and the EU

Labour immigration and circular migration not only represent a potential for development for countries of origin and migrants themselves, but also benefit the economies of host countries.

Growing attention is being focused on the potential of labour immigration for countries of origin and migrants themselves as more is known about the impact – both negative and positive – of migration on development. The challenge lies in designing and pursuing a labour immigration policy that will meet needs in countries of destination while maximising the favourable impact and minimising the adverse effects of migration on countries of origin. Opportunities for labour immigrants are enhanced by the experiences they gain by working in Sweden and Europe or through attending Swedish institutions of higher education. Migrants have invested their savings, knowledge, experience and involvement in enterprises and educational and research environments in their countries of origin. Their prospects of returning to Sweden or other countries in Europe for further periods of work or study are also enhanced. Migration to and from Sweden is currently facilitated by visas valid for multiple entry, temporary residence permits and entitlement to transferable social benefits.

In some developing countries, greater mobility can involve a loss of key public resources and lost investment in education – a so-called brain drain. Focusing efforts to prevent brain drain on limiting migration is the wrong approach. Individuals must not be prevented from seeking better

living conditions in another country through legal channels. Nor should people from certain countries be denied the chance to immigrate, i.e. people should not be discriminated on the basis of their country of origin. A lack of adequate channels for legal migration increases the likelihood that people will migrate illegally, an option involving considerable risk, hardship and cost.

Measures to counter brain drain and to utilize existing skills and know-how are largely a question of political will and the ability of governments of developing countries to provide conditions that give all people – women, men and children – the opportunity to work and develop in their countries of origin as opposed to migrating, or encourage those abroad to return. The governments of developing countries bear the primary responsibility for combating brain drain and for utilizing the skills and experience of their own citizens and returning migrants. Efforts to strengthen democracy and increase respect for human rights are therefore essential. Development cooperation can play a key role in this regard. In addition, Swedish and EU migration policies must be designed so as to promote mobility among people and counter brain drain. This can be done by promoting compliance with e.g. the principles and action plans adopted by the EU governing ethical considerations in the recruitment of healthcare personnel by public and private actors.

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.

Objective: To enhance the developmental effects of labour immigration to Sweden

To contribute to the achievement of this objective, 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
- actively take part in EU's work on labour immigration and seek to ensure that reforms concerning immigration to the EU take conditions and needs of developing countries into consideration
- promote productive employment, democracy, respect for human rights and sustainable systems and institutions through development cooperation
- contribute to the implementation of the EU action plan developed to address the critical lack of healthcare personnel in certain developing countries, including the issue of ethical considerations in connection with recruitment of healthcare personnel from these countries

- promote international exchanges of students, teachers and researchers.

2.3.2 Remittances and the transfer of skills and knowledge to developing countries

The value of remittances to developing countries is now close to three times the total amount of international development aid.

Both countries of destination and countries of origin must seek to ensure that migrants can remit and invest their money, knowledge and experiences in their countries of origin. Remittances are also of growing importance to the finances of people in developing countries who have families or relatives living in other countries. Remittances invested in private sector development and trade in developing countries help boost employment and economic diversification, and thereby contribute to their economic growth, social development and ability to combat poverty. Investments in better housing as well as education and health are also investments in development inasmuch as they strengthen people's ability to support themselves, finance economic initiatives and take an active part in the life of the community.

In some developing countries, as little as half of all remittances are transferred through official banking channels. This is partly due to the fact that markets and services at the micro level, particularly in rural areas, are often not available or poorly developed, and that banks tend to offer unfavourable exchange rates and have high banking service charges and complicated transfer procedures. The value of remittances increases when transfers can be made securely and at reasonable costs. Informal remittance flows, on the other hand, are subject to considerable risk, including the risk of migrants being exploited by money laundering networks. The Government will seek to promote transfers through formal channels and facilitate productive investment that meets the needs and interests of poor women and men, *inter alia* by supporting the development of financial markets and services that reach more people. Other EU countries have created websites with information on the security, exchange rates and transfer costs of different payment institutions. Through their contacts with networks in their countries of origin, migrants contribute new knowledge and experience that can help promote democracy and economic and social development.

Many migrants are entrepreneurs who own and run businesses. The Government would like to see the development of activities designed to foster entrepreneurial spirit among migrants in Sweden who want to contribute to development in their countries of origin. The Government supports Swedfund's backing for pilot projects aimed at promoting investment in developing countries in collaboration with Swedish entrepreneurs with immigrant backgrounds.

Knowledge transfer is also promoted through groups of people united in countries of destination by a common origin in another country. The size and scope of activity of these groups, which have come to be referred to in international forums as diasporas, have expanded with the

rise in international migration. However, the knowledge is relatively limited regarding their contribution to development in their countries of origin, and efforts must be made to remedy this deficiency. Diasporas also need access to information on available funding, including application procedures, for development projects from EU financial instruments for development cooperation. Sida and the Swedish Migration Board can, within their respective mandates, help ensure that such information is made available.

Objective: Increased transfer of capital, knowledge and experience by migrants to developing countries

To contribute to the achievement of this objective, 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
- support activities that will encourage entrepreneurship among migrants in Sweden who want to contribute to development in their countries of origin.

2.3.3 Protection and durable solutions for refugees

There are now almost 23 million refugees and internally displaced persons in the world, most of whom live in developing countries in Asia and Africa.

Political failures that cause people to flee their home areas or countries are essentially the responsibility of the governments of those countries. If, however, governments are unable or unwilling to provide protection, people have no option but to seek protection outside the country's borders. By offering refugees international protection and a durable solution to their plight, the international community can help enhance their ability to support themselves, contribute to development where they are living and, ultimately, in their countries of origin. Protection and durable solutions must be the shared responsibility of the international community, thus also for Sweden. Developing countries that harbour large groups of refugees and internally displaced persons are in urgent need of assistance from the international community.

Sweden shoulders its share of the responsibility by offering a permanent solution to people who need protection through its refugee and asylum policies. In addition to protecting spontaneous asylum

seekers, Sweden offers protection in the form of resettlement through its resettlement programme – implemented in cooperation with the UNHCR – to some 1 900 persons annually who have been in third countries without recourse to other long-term solutions. Sweden is also an active proponent of a harmonised EU asylum and migration policy that will enhance Europe’s ability to provide protection to those in need.

If circumstances permit, refugees granted asylum in Sweden may eventually be able to return to their countries of origin and contribute to development. Those who wish to return must be assisted to do so.

If Sweden’s refugee policy is to remain credible and sustainable, asylum seekers who have been denied residence permit in accordance with the rule of law must return to their countries of origin. Sweden will strive to make it easier for refugees to return, *inter alia* through measures initiated by the Swedish Migration Board and Sida. Economic re-establishment support made available to failed asylum seekers returning to a country where livelihood opportunities are limited is a valuable means of support and an opportunity for recipients to contribute to development in their country of origin.

However, most of the world’s refugees and internally displaced persons find themselves in protracted refugee situations in developing countries without the availability of a durable solution. These situations are for the most part caused by unresolved political conflicts that above all require foreign policy initiatives. Such initiatives do not only include conflict resolution but also presupposes a policy that promotes democratic development and greater respect for human rights. The conflict between Israel and the Palestinians is a clear example.

The Government will actively seek solutions to refugee situations – with specific focus on protracted situations – at national level, in the EU and the UN system, and at regional and international level. In addition to conflict resolution, efforts will include measures to promote greater security, democracy and human rights, humanitarian intervention, resettlement, support for return migration and building a knowledge base with regard to refugee situations.

Development cooperation with an emphasis on refugees and host communities can also help provide durable solutions. Within the framework of its bilateral and multilateral development cooperation programmes, and as part of its overall development planning for countries harbouring many refugees and/or internally displaced persons, Sweden will help ensure that people in need of protection are given the possibility of local integration by promoting their ability to contribute to their own livelihood and to the development of the country of destination. Corresponding measures can be applied to promote return migration. Sweden will seek to ensure, through dialogue with partner countries, that measures of this kind are embedded in national and regional poverty reduction and development strategies. At EU level, Sweden will press for a broader regional protection regime for refugees and a refugee resettlement programme.

Objective: Durable solutions for refugees in need of protection

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- support permanent and temporary return migration and return from Sweden, *inter alia* through coordinated measures by relevant authorities
- actively seek greater involvement on the part of the EU and the UN system in finding solutions to protracted refugee and internal displacement situations
- promote durable solutions for refugees and internally displaced persons by drawing attention to their specific situation and needs in the context of bilateral and multilateral development cooperation
- actively promote a harmonised EU asylum and migration policy that will enhance Europe's ability to provide protection to those in need
- promote development and thereby help combat poverty and oppression and prevent crises and conflicts that force people to flee, through effective foreign, development, security and defence policies.

2.4 Climate change and environmental impacts

Climate change and environmental impacts pose a serious and growing challenge to the countries of the world. Many of the problems are global in scope and have consequences for rich and poor countries alike. Developing countries and poor people, however, are particularly vulnerable to climate change and environmental impacts.

Sustainable use of natural resources and care of the environment that people are dependent on for their livelihood, health and survival are crucial to long-term economic growth and equitable and sustainable global development. The interrelationship between climate, environment, global development and poverty is a complex one owing to the interconnectedness and interdependence of climate and environment and other development issues such as economic growth, trade, agriculture, conflicts, migration, health, education, gender equality and the status and situation of women. Thus if Sweden is to contribute effectively, we must work closely with other countries and actors. There is also a need for coherent action across policy areas such as environmental, agricultural and development cooperation policy. Work towards Sweden's environmental quality objectives and the forthcoming climate bill accordingly incorporate a clear development perspective. To mitigate climate change, Sweden will work actively, primarily through the EU, to bring about an effective climate regime after 2012 when the Kyoto Protocol expires. Sweden will also campaign actively, both within the EU and internationally, for sustainable production and consumption, *inter alia* by contributing to the development of a ten-year framework of programmes as part of the Marrakech process.

The majority of the world's poor women, men and children still live in rural areas and are very largely dependent for their subsistence on local biological diversity and ecosystems. Ecosystem services are vital life-support services provided by nature. These include the earth's soil, water, fish and plants, all of which are threatened by climate change and

impacts on the environment. The Government supports actions aimed at the preservation, sustainable use and equitable distribution of the earnings and benefits of biological diversity and ecosystem services. Among other commitments, Sweden is a signatory to the Convention on Biological Diversity, the International Treaty on Plant Genetic Resources for Food and Agriculture (ITPGRFA) and the Cartagena Protocol on Biosafety. It is also an active participant in the work of the Food and Agriculture Organization of the UN (FAO) and its Commission on Genetic Resources. Sustainable use of natural resources and biological diversity is closely linked to the safe handling of chemicals.

Ongoing rapid urbanisation in developing countries calls for measures designed to ensure adequate living conditions and reduce environmental and climate impacts, *inter alia* through drastic reduction in the use of fossil fuels and increased investment in renewable energy sources.

Climate change and environmental impacts are having a direct effect on water access. Today, over a billion people across the world lack access to safe drinking water, and more than twice as many lack basic sanitation. The management of water resources is closely linked to agriculture, which today accounts for 70 per cent of global freshwater consumption. The Government intends to utilise the broad expertise in Sweden's resource base as part of its contribution to international cooperation on water resources.

Environment and climate are clearly linked to peace and security in a number of different ways. Climate change and resource scarcity, in particular reduced access to water and transboundary waters, could aggravate pre-existing risk factors and thereby exacerbate the security situation in developing countries.

Example: The Commission on Climate Change and Development

Global cooperation is essential if the climate threat is to be addressed. The gaps between science and politics, north and south and humanitarian aid and development aid respectively must be bridged. The Government has established an international commission on climate change and development. Chaired by Ms. Gunilla Carlsson, Minister for International Development Cooperation, the commission will focus particularly on climate adaptation issues. The commission brings together a wealth of knowledge and experience from different regions of the world, fields of expertise and organisations. The commission's findings will not only be used as a basis for Sweden's climate and development cooperation policy, but will also be communicated to the EU and the international community.

2.4.1 Climate: adaptation and emission reduction

Although Africa accounts for only 3–4 per cent of global carbon dioxide emissions, it will be among the regions of the world to be hardest hit by climate change.

Climate change affects the fundamental systems on which life depends everywhere on Earth and vigorous measures will be needed to reduce carbon dioxide emissions and adapt to climate change. The Government has high ambitions in this regard. Sweden is to play a leading role in the fight against climate change and thereby contribute both to the achievement of the first, sixth, seventh and eighth UN Millennium Development Goals – which are concerned *inter alia* with ensuring environmentally sustainable development – and of the health-related goals. Rising temperatures and flooding are contributing factors to the rising incidence of malaria. Sweden has shown that it is possible to reconcile significantly reduced greenhouse gas emissions with economic growth. Swedish environmental technology and expertise in the field of climate change adaptation are at the forefront of development and can thus contribute to efforts by other countries to reduce emissions and adapt to climate change, including efforts to change consumption and production patterns.

Although the industrialised countries currently account for the bulk of greenhouse gas emissions, rapid economic growth in many developing countries is contributing to the total rise in emissions and other environmental impacts. One of the major challenges facing the industrialised world is to ensure that development in these countries proceeds with the least possible impact on the climate. The diversification of energy sources, a steep reduction in the use of carbon-intensive energy sources and increased investment in renewable energy sources and sustainable bioenergy are therefore crucial to reducing dependence on fossil fuels. While rising demand for agricultural products for the production of bioenergy creates new opportunities for poor people in rural areas, there is a danger that soaring food prices will lead to new instability in fragile communities. It is therefore essential to keep a close watch on the relationship between bioenergy production and food production in developing countries.

Reduced deforestation and the promotion of environmentally sustainable forest and agriculture sectors are other key adaptation measures, as deforestation accounts for approximately 20 per cent of current carbon dioxide emissions, while a further 15–20 per cent is attributable to farming and livestock rearing. The preservation of intact ecosystems also help reduce vulnerability to changing water flows and other effects of climate change. Sweden will be assuming a leading role in international negotiations on a new climate order after 2012, particularly as president of the EU in the second half of 2009.

Climate change adaptation poses a major challenge for poor countries. High-income countries must contribute their know-how and help build up resources to implement adaptation measures in poor countries. Sweden can contribute *inter alia* through its environmental, enterprise and development aid policies. It is also important to establish a functioning market for biofuels and other environment friendly goods, technologies and services. Swedish technology exports can be of significance in this connection. Sweden can help strengthen the capacity of developing countries to integrate climate concerns into poverty reduction programmes through its participation in international efforts to change unsustainable consumption and production patterns (the

Marrakech process). This is particularly important as climate change impacts poor people's access to food, primarily through drought and flooding, with reduced harvests as a result.

The Government has set up an international commission on climate change and development under the chairmanship of the Minister for International Development Cooperation Gunilla Carlsson. Under its terms of reference, the commission is required to propose ways in which development aid can be climate-proofed and adaptation measures integrated into developing countries' own development strategies. A final report is to be presented in the spring of 2009. Its findings will be incorporated into work undertaken in the EU and in connection with the Climate Convention before and during the Swedish presidency of the EU in the autumn of 2009 and with the new climate regime after 2012.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- work to establish an ambitious and effective international climate regime after 2012
- continue to press for an ambitious climate policy in the EU and seek to ensure that the EU lives up to its current commitment on emission reductions and climate change adaptation
- further develop Sweden's climate policy by promoting broad, in-depth cooperation between the private sector, the R&D community and the public sector
- support programmes and initiatives that foster the sustainable use of natural resources, through participatory processes, adoption of preventive measures aimed at preserving biological diversity, ecosystem services and genetic resources, and the promotion of renewable energy utilisation
- incorporate ecosystem concerns into adaptation and energy measures embedded in cooperation strategies for Sweden's partner countries and in the countries' own development strategies
- promote sustainable consumption and production both regionally and internationally, *inter alia* through participation in UN undertakings in connection with the Marrakech process.

2.4.2 Chemicals management

Annual global production of chemical substances increased from some 7 million tons in 1950 to approximately 400 million tons in 2000.

Although chemical substances are essential in a modern society, poor or defective chemicals management and control can give rise to serious health and environmental problems. Chemical pollution does not recognise national borders; it is transported in the air and water and via trade in goods. It is a serious global problem that needs to be tackled in

cooperation with other countries. A growing proportion of the production and use of hazardous chemicals takes place in poor countries, where chemical control is often inadequate, exposing people and environments in these countries to unacceptable risks. Those hardest hit are often the poorest people, partly because they frequently work in exposed environments and lack information about the risks involved. The Earth's natural resources and biological diversity are also highly vulnerable to the adverse effects of hazardous chemicals.

Insufficient knowledge about chemicals and weak control mechanisms can also have economic consequences for countries that export chemicals or goods containing them. Chemical control requirements are being tightened in many parts of the world and can in practice act as barriers to trade. For those who import products, it is safer to trade with companies that have effective chemical controls in place. Strengthened chemical control in developing countries can help enterprises in these countries to maintain or develop their competitiveness in the global market.

Sweden has played a leading role both in drawing up EU chemicals legislation governing the registration, evaluation, authorisation and restriction of chemical substances (REACH) and in developing the global Strategic Approach to International Chemicals Management (SAICM). Swedish know-how in the field of chemicals management is in demand internationally, and Sweden will continue to have an important role to play both in international work in this area and in supporting other countries.

In view of the risk that chemical-related problems could undermine efforts to achieve equitable and sustainable global development, a broad approach is called for involving a range of policy areas, including environment, agriculture, enterprise, labour market, development aid and health policies, to ensure effective management. Swedish government agencies must also continue to cooperate closely on this issue. The environment sector must intensify cooperation with agencies responsible for labour market and health matters in order to ensure progress in the chemical area.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- support countries that wish to develop national chemical control systems
- press for tough EU legislation and effective application of REACH and EU pesticide regulations with a view to restricting the use of hazardous chemicals
- press for the development of a globally binding instrument on mercury as part of the ongoing process in the UN Environment Programme (UNEP)
- continue to play a leading role in action on implementation of the global chemicals strategy (SAICM)

- actively participate in work within the Basel Convention on the control of transboundary movements and final disposal of hazardous waste
- work to improve information at the international level on chemical substances in goods and thereby help reduce environmental and health risks throughout a product's lifecycle.

2.4.3 Sustainable urban development

The world's cities are continually growing and the global urban slum population increases by 190 000 persons every day, equivalent to the population of Uppsala. Almost all of this increase takes place in developing countries.

There is a clear link between high rates of urbanisation and high economic growth. However, rapid, extensive urbanisation often leads to serious problems which disproportionately affect the poorest people. Urban populations are growing rapidly, particularly in developing countries where cities normally lack the necessary infrastructure to support them. Developed infrastructure and safer housing are essential if the living conditions of poor people in slum areas are to improve. A key issue here is the right of tenancy/possession of land. Ownership of land can make it easier for the owner to borrow or take out a mortgage and is thus a form of economic security, particularly in the case of women. A basic problem is often inadequate legislation on land ownership rights.

Today more than half the world's population live in urban areas. The bulk of world energy consumption, many environmental problems and, to a growing extent, global poverty are concentrated to these areas. Development in the world's cities will thus have a major effect on global development, and on the way in which climate challenges can be met and adverse environmental impacts reduced. Over the years, Sweden has built up a large body of knowledge and expertise in the field of urban development and environmental technology. The Government recently announced a new support programme aimed at further developing and consolidating Sweden's position in the field of sustainable urban development and improving opportunities for international cooperation and export. Through cooperation between different actors and across policy areas, Sweden can help create sustainable solutions at an early stage instead of having to address and remedy problems that have already arisen.

The water needs of fast-growing cities in developing countries often far exceed the capacity of nearby water resources. Similarly, poor or inexistent drainage and inadequate sewage disposal give rise to problematic sanitary conditions in densely populated areas, which also jeopardise the safety and health of individuals. Supporting the development of systems that provide urban populations with water, sanitation, waste disposal, public transport and district heating or other forms of renewable energy supply, are central to Government efforts to contribute to sustainable urban development and thus also to sustainable production and consumption patterns.

Measures aimed *inter alia* at developing rural infrastructure can facilitate the transportation of food to urban consumers.

Many cities are built in risk-prone areas, often near coasts and watercourses, making them more vulnerable to climate change effects such as rising sea levels, flooding, hurricanes or other extreme weather conditions. Recognition of the fact that it is the poorest people who will be most severely affected – *inter alia* through destruction of their homes and reduced access to water and food – is a vital input value for the International Commission on Climate and Development launched by the Government in the autumn of 2007.

Turning the potential of urbanisation to account can not only improve conditions and opportunities for people living in cities *and* in rural areas, but also promote economic growth in the region as a whole. This calls for regional planning that can turn the city-countryside relationship to advantage and utilise environmentally sound solutions in areas such as energy, transport, waste management, water and air purification and sewage treatment.

Sweden will contribute with know-how and technology to international efforts to promote sustainable urban development. Investment in infrastructure combined with institutional reforms are needed to improve services in cities and thereby help ensure better living conditions for urban populations. Resources for this must be mobilised primarily at local level, *inter alia* through the private sector, although development aid can play a catalytic role.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- actively participate in the UN Human Settlements Programme (UN-HABITAT) with the aim of building up the knowledge and expertise needed to support mechanisms designed to enable poor people to finance their housing costs, and bilateral cooperation on sustainable urban development
- seek to intensify international cooperation and exchange of experience on urban issues and sustainable urban development
- promote cooperation, trade and public-private partnerships in the fields of environmental technology and community planning.

2.5 Conflicts and fragile situations

Today's armed conflicts occur primarily within states. Frequently protracted, they often affect entire regions. The underlying causes in many cases are religious or ethnic tensions, struggles for power or for control over raw materials. Sheer survival issues, such as access to water and grazing land, also give rise to conflicts. Terrorist action and extremism contribute to instability and trigger crises.

Armed conflicts cause immense human suffering, and women and children are particularly vulnerable. They hinder and in some cases

cancel out hard-won economic development and the growth of social welfare and prosperity. Such conflicts, which are often aggravated or prolonged by illegal trade in arms, affect entire regions, triggering instability, generating massive refugee flows, causing environmental degradation and spawning terrorist activity. Organised transnational crime, particularly drug and human trafficking follow in their wake. No region of the world is unaffected. Europe and Sweden are indirectly affected by wars and conflicts unfolding far from our immediate surroundings.

Many parts of the world are marked by instability, the imminent threat of conflict, and situations in which peace is tenuous at best. Regions, states and areas in these fragile situations often lack the ability to meet basic needs. They have difficulty controlling their territorial integrity and often incorporate parallel security structures. The democratic deficit is generally extensive, as are human rights violations.

Measures to assist countries torn by conflict to prevent, mitigate or resolve armed conflict are required. Efforts to prevent the emergence and spread of armed conflicts, to resolve conflicts when they have arisen, to stabilise fragile situations and, where relevant, to contribute to state-building are of crucial importance in this connection.

Today's complex conflicts place new demands on the international community. The time is past when conflicts were mainly resolved by sending in a military force to separate warring parties. The form and composition of present-day interventions are usually determined by a recognition that the objectives to be achieved concern security as well as development and human rights. Accordingly, UN Security Council now issues multifunctional peacekeeping mandates which include both military and civil activities, with the combined aim of securing peace and strengthening the community as a whole.

The Government is deeply committed to this new approach to and way of working with peace-, state- and institution-building. As an EU member state, Sweden contributes to EU crisis management and peacebuilding efforts, and has taken part in all EU civilian and military peacekeeping operations.

Sweden also actively makes use of a wide range of tools and instruments, both bilaterally and multilaterally through the UN and the World Bank. These include Sweden's new development cooperation, which focuses *inter alia* on conflict and postconflict countries, and our work in the spheres of conflict prevention, mediation, disarmament, non-proliferation and peacebuilding. They also include taking sustainable development in the recipient country into account when assessing Swedish arms export applications, in accordance with the EU Code of Conduct on Arms Exports. Swedish guidelines on the export of military equipment emphasise particularly that importance shall be attached to the human rights situation in the recipient country concerned when assessing the foreign policy implications of each export application. The human rights criterion must always be taken into account, even in cases involving equipment which in itself cannot be used to violate human rights. Swedish exports of military equipment must not impede or counteract equitable and sustainable development.

If Swedish efforts to assist countries affected by conflict and to intervene in fragile situations are to be effective, they must involve coherent action across a number of policy areas. This calls for a broad approach in which involvement and the final design of intervention activities are determined by the specific circumstances of the conflict in question. The work of fostering security and development is, for example, closely linked to measures aimed at promoting trade, boosting employment, improving the environment and empowering women, children and young people.

Example: Afghanistan

The security situation in Afghanistan is extremely fragile in certain areas, and thus poses a threat to both the rule of law as well as to the country's development. Insecurity, especially in the south of the country, can make it difficult for the population to move freely to and from school, work and markets. Instability is an obstacle to trade. Poverty is widespread. Sweden is deeply committed to contributing to improved security, development and respect for human rights in the country. Among other things, this commitment takes the form of participation in the International Security Assistance Force (ISAF), including provision of military support and civil, political and development advisers, primarily to the Provincial Reconstruction Team (PRT) in Masar-e Sharif. In addition, Sweden provides extensive, long-term development assistance to Afghanistan. This includes police training and support, both on a bilateral basis and through the UN and the EU, to efforts to build up the judicial system.

2.5.1 Security sector reform

Democratic control of the security sector is essential to lasting peace in countries that have recently emerged from conflict and are returning to normal life.

Poverty reduction efforts can be brought to nothing if a country's security and security sector reform needs are not taken into account. Lasting peace and functioning, democratic societies presuppose democratic control and oversight of the security sector, the military, the police and the entire justice and law-enforcement system. Control must also be effective, competent and based on respect for human rights. In many conflict-affected and postconflict countries, however, the security sector is in fact a source of instability rather than a guarantee of security and respect for human rights. The legal security of the individual is often disregarded and responsibility for internal security frequently lies with the military rather than the police, who are often under-financed, poorly trained, ill led and corrupt. Naturally, this is a poor basis for development. Such a state of affairs also increases the likelihood that the police, the military and other people in authority will commit abuses, including torture and extrajudicial executions. A functioning security

sector and judiciary are thus preconditions for development towards stable democracy, human rights and economic prosperity.

Security sector reform (SSR) is a broad subject area that covers a wide spectrum of activities. These may include measures to train a country's police force or help strengthen citizens' constitutional protection from abuses and injustices committed by the state. At times, action may involve something so basic as installing and implementing a payment system to ensure that the country's soldiers and policemen receive their wages.

Good governance of the security sector requires coordinated action involving a variety of policy areas and actors. The latter may include lawyers to assist in drafting legislation, development advisers to help reform the civil service, and defence experts to help place the defence sector under civilian control.

In the Government's view, coherent and coordinated interventions provide the basis for assisting conflict-affected countries effectively and efficiently. The strategy on Security Sector Reform drawn up in the Government Offices, which covers several policy areas and a range of actors, provides a good basis for future work. On the basis of this, the Government now intends to intensify Swedish efforts in connection with SSR measures in non-democratic countries, in conflict-affected and postconflict countries, and in fragile situations. The Government already contributes actively to the design and implementation of SSR measures adopted by the EU and UN, as well as to international policy work in this area.

The Government's goal is to ensure that Sweden's SSR contribution, in terms of policy, personnel and financial support, helps to create conditions conducive to security, development and respect for human rights in the countries concerned.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- work for more effective coordination of Swedish, EU and UN SSR measures in accordance with the SSR position paper drawn up in the Government Offices
- provide Swedish financial and personnel support for SSR initiatives, *inter alia* through targeted education and training measures
- support policy development, knowledge and information dissemination, and capacity building in this area
- contribute to the development of and improved conditions for more effective needs analysis.

2.5.2 Women, peace and security

No lasting peace is possible unless the role and perspectives of women are taken into account in peacebuilding work.

Women make up half the population of most societies. Despite this, women rarely or never take part in peace negotiations or conflict resolution processes, and their experiences are therefore seldom taken into account.

Modern conflicts increasingly affect civilian populations. This applies particularly to protracted conflicts. Women in particular are frequently subjected to sexual violence and other serious forms of assault which are often used as a weapon of war.

As long as women and girls lack protection as well as the ability and possibility to influence their situation, the consequences of armed conflict will not be dealt with in a way that leads to sustainable peace and development. Sweden will therefore focus particular attention on the conditions for women in conflict and postconflict situations. The points of departure here include our commitments under international conventions such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and resolutions and agreements such as UN Security Council Resolution 1325 (2000) on women, peace and security. Sweden is and will remain a leading actor as regards efforts to promote respect for human rights and gender equality.

To strengthen the security of women and girls in conflict and post conflict situations, the Government will intensify efforts to step up support for measures to improve protection for women in affected countries and to enhance their prospects of changing their own situation. Examples include increased support for participation by women in postconflict democratic processes, and for education and training for women. Such measures are also closely connected to SRHR initiatives, the fight against HIV and AIDS, and actions to combat gender-based violence.

Objective: To improve the situation for women in conflict and postconflict situations

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- continue to implement Sweden's national action plan on UN Resolution 1325 by supporting women's peace initiatives, pressing for a higher proportion of women in international peace and security promotion initiatives, conflict prevention work and peace talks
- raise the level of ambition, in terms of both effectiveness and provision of resources, with regard to women's participation in democratic processes, education and employment for women, and support for women's sexual and reproductive health as part of development cooperation
- strengthen crime-fighting efforts with respect to sexual violence and other forms of assault, *inter alia* by continuing the work begun during Sweden's co-chairmanship of the Partners for Gender Justice Initiative to increase women's access to justice through the judicial system.

2.5.3 From conflict to long-term sustainable development

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It is essential to support countries in the critical transition from war to peace in order to prevent conflicts from re-igniting.

Peace agreements do not guarantee peace. Countries that have suffered conflicts often lapse back into armed violence. To break this trend, the international community must become better at helping countries affected to build and secure peace. Swedish policy and initiatives are therefore aimed *inter alia* at conflict prevention. Prevention measures need to be implemented rapidly and yield immediate results in the short term if they are to be effective. At the same time, initiatives should be designed to contribute to long-term stability and development. Measures implemented in conflict situations must be informed by the recognition that security, development and respect for human rights and democratic principles are closely interrelated and mutually reinforcing. Effective interplay between security, development and human rights is thus essential.

The Government is active bilaterally, through the EU, and multilaterally, through the UN and the Bretton Woods Institutions. In addition, Sweden works also with regional organisations such as the African Union (AU) and through the combined application of a range of tools. Examples of tools used to facilitate early reconstruction are confidence-building measures and disarmament, demobilisation and reintegration of former combatants (DDR). Other examples include actions under the auspices of the UN Peacebuilding Commission – an area where Sweden anticipates stepping up its involvement after having taken part in the Commission's visit to Sierra Leone, as well as support through development cooperation, institution-building measures and public administration capacity building. The transformative power of the EU is contributing to stabilisation and reform in countries in our immediate geographical surroundings, as illustrated by the stabilisation and association process in the Balkans.

It is also important to support the private sector at an early stage given its potential to boost growth and to contribute to more efficient labour markets and increased employment. Measures in this connection may include the rapid rebuilding of destroyed schools and clinics, or disarming and providing employment for former combatants. The young generation, which includes former child soldiers and unemployed young people, are a key concern and call for special attention.

Capacity support and trade-related aid must go hand in hand. Promoting infrastructural development is a vital concern and must receive greater attention in the context of development cooperation, including in fragile situations. Interventions may also involve legal aspects in the transition between war and peace, when special courts, such as truth commissions, contribute to reconciliation and closure. The Government will also work to eradicate breeding grounds for extremism and terrorism.

A stable security situation is a precondition for democracy, respect for human rights, the rule of law and long-term sustainable development. Sweden's participation in peacekeeping and security-building activities

must therefore be designed in the context of an integrated, coherent policy towards the country and/or region concerned. The basic premise for involvement should be based on a long-term engagement. Sweden's increased involvement in international peacekeeping operations requires more effective and appropriate contributions. Today's conflicts also demand a broad approach and considerable flexibility. The scope for broad and coherent Swedish involvement will be assessed at the start of each new initiative. As far as possible, the process will be marked by an integrative, holistic approach to Swedish participation. Sweden's contributions should be designed as coherent, coordinated interventions, with both military and civilian components. Swedish participation can be expected to take place in countries and regions where Sweden already pursues an active development policy, as well as in other geographical areas. Development cooperation can thus make up a substantial proportion of Sweden's overall commitment. Potential synergies with development cooperation activities must always be sought.

Objective: To bridge the gap between conflict and long-term sustainable development

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- promote Aid for Trade initiatives in support of private sector development, and foster cooperation with the business and industrial sector in postconflict countries on the basis of OECD guidelines for business corporations active in conflict zones
- develop methods and procedures for implementing confidence-building measures in the immediate postconflict stage, strengthening peace, reintegrating former combatants, and supporting reconciliation processes and transitional justice
- seek to ensure that Sweden's contributions are characterised by an integrative, holistic approach, in which synergies with development cooperation are sought
- seek to counter violence-oriented radicalisation and the development of breeding grounds for terrorism
- pursue the issue of cross-pillar cooperation in the EU, *inter alia* through the EU Foreign Service, and seek to ensure that the EU Action Plan on Fragile Situations, which is expected to be completed in 2009, is a reliable, robust tool for the Commission and member states
- develop models for effective communication, dialogue and exchange of knowledge and experiences between relevant ministries, authorities and government actors in the field, with a view to promoting the holistic approach that must characterise Swedish participation in international initiatives
- seek to ensure that Swedish exports of military equipment do not hinder or counteract the promotion of equitable and sustainable development.

HIV and AIDS, tuberculosis, malaria, and diarrhoea and respiratory diseases still claim the largest number of lives in sub-Saharan Africa today. Apart from the incalculable human suffering they cause, these diseases are major obstacles to development and poverty reduction in Africa. In developing countries elsewhere, non-communicable diseases are responsible for the majority of illnesses and deaths. These include cardio-vascular diseases, tumours, injuries and mental illness. Non-communicable diseases are also on the rise in sub-Saharan Africa.

Diseases that can be prevented through access to clean water and functioning sewerage systems, regular access to enough nutritious, safe food and a health system that provides vaccines and other medicine, continue to be regarded – and overlooked – as ‘diseases of poverty’. Poor people are more vulnerable than others to the effects of disease as they are generally less able to protect themselves against health threats.

Dealing with the dual burden of communicable and non-communicable diseases is a major global challenge that calls for carefully considered health promotion initiatives and, in many cases, structural measures in spheres outside the health sector. The latter include education programmes for girls and boys, providing greater access to safe food, clean water, effective sewerage and waste disposal systems, a health policy designed to reduce the demand for tobacco and alcohol, improving traffic safety, and promoting sustainable chemicals management and healthy living and working environments. Also needed are disease prevention and health promotion initiatives and universal access to good healthcare. In light of the above, the Government has chosen to prioritise health promotion and preventive health programmes, sustainable healthcare systems and early warning systems for communicable diseases as part of its global development policy and efforts to reduce the global disease burden.

Primary responsibility for creating the conditions for good health among poor people lies with national governments. In an increasingly globalised world, however, national measures must be integrated with action at international level. Sweden has extensive knowledge and experience in many areas of global health work, as well as a moral responsibility for – and a vested interest in – promoting better health worldwide. The countries of the world are dependent on one another for protection against the spread of communicable diseases. Global developments such as greater mobility, changing living conditions, increased trade and climate change continually pose new challenges to communicable disease control. Antibiotic-resistant bacteria pose a threat to our ability to guarantee populations effective communicable disease control and adequate health and medical care.

Sweden will continue to be a strong voice in international health work and thereby contribute to the achievement of the sixth and eighth Millennium Development Goals. Sweden will continue to press for a health promotion and disease prevention approach to the task of reducing the global disease burden. It will also seek to ensure that people receive care and treatment on equal terms. SRHR is a particularly important concern. Addressing the global disease burden involves a great deal more

than direct prevention and treatment. Sweden will therefore deploy a wide array of measures to meet global health threats in areas such as health, education, research, agriculture and infrastructure, within the frameworks of both development cooperation and international policy development.

Example: TRIPS

Communicable diseases and other health threats cannot be dealt with effectively without access to medicines. In some respects, the WTO Agreement on Trade Related Aspects of Intellectual Property Rights (TRIPS) affect access to medicines by poor countries. Sweden was instrumental, through the EU, in securing an amendment to the TRIPS agreement, allowing compulsory licensing of patents for the export of pharmaceutical products to countries with acute public health problems and no production capacity of their own. Sweden has urged the EU to expedite ratification of the decision, which was made in 2007. However, the agreement will not come into effect until it is ratified by more countries. Sweden will therefore continue to press for its ratification.

2.6.1 Sustainable health systems and greater access to medicines

Ninety-nine per cent of all new medicines target so-called welfare diseases such as cardiovascular diseases, diabetes, obesity and back pain.

A large percentage of the world's diseases can be prevented, cured or alleviated using treatments that are both familiar and economically feasible. Every day, some 7 000 people are infected with HIV and over 22 000 people fall ill from tuberculosis. Every thirty seconds, a child in Africa dies of malaria and every minute a mother dies from complications during pregnancy or childbirth. If poor people had access to basic health and medical care millions of lives would be saved every year. The problem is one of getting medicines, vaccines and other forms of care to those who need them, in time, using effective methods and at acceptable prices. Another problem is the acute shortage of doctors and nurses in many countries. Also lacking in many cases is sustainable management and financing of the countries' health systems. In many countries, the systems for providing care and treatment and preventing disease are either on the verge of collapse or are only available to certain groups in society.

Along with access to food, education, clean water and sanitation, access to basic health and medical services are of critical importance in reducing the disease burden and combating the main direct causes of death in the least developed countries: malaria, AIDS, tuberculosis and complications during pregnancy and childbirth.

Many countries face significant challenges with i access to basic infrastructure, health and medical care personnel, medicines and management. The central role of effective and efficient health systems in

sustainably reducing the disease burden and promoting health has accordingly attracted renewed political attention in recent years. A health system comprises all private and public organisations, institutions, resources and people whose primary task is to promote, restore and maintain good health.

The issue of development aid effectiveness and harmonisation (the 'Paris agenda') occupies a central place in the global aid architecture. The introduction of close on a hundred global and vertical health initiatives has expanded resources for certain healthcare initiatives such as AIDS programmes and the supply of vaccines in poor countries. Major challenges remain in terms of aid effectiveness and coherence between global initiatives and adapting these initiatives to national priorities, plans and programmes.

Sweden has a number of comparative advantages, such as expertise and long experience in the field of health system development. Among other things, Sweden has a long tradition of preventive health care, which includes tracing sources of infection and advisory services. Issues of particular concern at global level include financing and equitable distribution of resources.

Today, one in three people in the world lack adequate access to essential medicines. The problem is partly attributable to the fact that poor people have limited or no access to existing medicines – either because they are too expensive or unsuitable to the clinical environment, or because of deficiencies in the medical care system. But the problem also stems from the lack of effective medicines suitable for treating many of the diseases that disproportionately affect poor people. Added to this is the dramatic rise in resistance to antibiotics throughout the world, with grave repercussions particularly in poor countries where second- and third-generation medicines are not normally available.

Sweden will therefore help increase the availability of existing medicines and encourage development of drugs for diseases prevalent in areas where effective and suitable medicines, diagnostics and vaccines are not currently available.

Sweden will seek to increase the availability of medicines *inter alia* through continued support to the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM). Since its inception, GFATM, which has grown very rapidly, has extended support to 550 programmes in 136 countries. Thanks to GFATM funding, 1.41 million AIDS victims now have access to antiretroviral drug treatment, close on three million people are being treated for tuberculosis, and more than 18 million mosquito nets specially treated to ward off mosquitoes have been distributed.

Sweden contributes to capacity building in the sphere of intellectual property rights through education programmes focusing *inter alia* at the world's least developed countries. Sweden is actively seeking to ensure that full advantage can be taken of the amendment to the TRIPS agreement allowing compulsory licensing of patents for the export of pharmaceutical products to countries with acute public health problems and no production capacity of their own. Sweden also supports efforts by developing countries to build capacity and develop national legislation in this area. Parallel to WTO talks, Sweden has played an active part in framing an EC directive on price discrimination by pharmaceutical

companies with a view to facilitating the sale of medicines to developing countries at lower prices. Sweden is also proactive in the WHO Intergovernmental Working Group on Public Health, Innovation and Intellectual Property (IGWG), which has been tasked with drawing up a global strategy and action plan to increase the availability of medicines in developing countries, *inter alia* by promoting needs-driven research and development targeting diseases that disproportionately affect developing countries.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- draw attention – in the context of the global health architecture – to the need to strengthen health systems, *inter alia* through training of healthcare personnel and support for capacity development, including knowledge and innovation systems and the development and transfer new technology
- seek to ensure that full advantage is taken by the EU, the WTO and the World Intellectual Property Organization (WIPO) of the inherent flexibility of the TRIPS agreement, and pursue the issue of access to essential medicines in negotiations on a global strategy and action plan for public health, innovation and intellectual property rights
- support efforts to live up to the commitments in the UN General Assembly Declaration on HIV and AIDS in 2001 and updated in 2006
- work to counter antimicrobial resistance, with particular focus on resistance to antibiotics, *inter alia* by contributing the WHO's strategic work on antibiotic resistance
- continue to support clinical testing of experimental vaccines against HIV and AIDS, malaria, tuberculosis, and diarrhoea and respiratory diseases.

2.6.2 Early warning and control measures

Early warning systems and prompt control measures can save lives and help contain outbreaks of disease and limit their harmful consequences for individuals and society.

A number of events in recent years have demonstrated the importance of and need for effective emergency preparedness and developed global as well as national coordination in the sphere of communicable disease control. Severe acute respiratory syndrome (SARS) and the influenza epidemic threat are just two examples. Early action can save lives and limit other harmful consequences for individuals and society. This requires cooperation on effective early warning systems and rapid response inputs, and measures to ensure that the systems are effective at regional and local level.

In the poorest countries, which often lack systems either for identifying and reporting new health threats or for instituting measures and reporting on their outcome, communicable diseases take a particularly heavy toll.

The countries of the world are dependent on one another for protection against the spread of communicable diseases. In the Government's view, international cooperation is essential to our ability to deal with serious health threats and prevent the global spread of communicable diseases. The disease control strategies and measures adopted by one country affect developments in other countries. Effective cooperation requires long-term epidemiological studies and the establishment of monitoring systems for human and animal health. Such systems can be used both preventively and during ongoing epidemics. Also needed is cooperation to determine which control measures will be effective in a given situation and how these should be implemented.

The Government will continue to support efforts, particularly in the WHO and other relevant parts of the UN system, to strengthen global systems for detecting and handling sudden, serious public health threats. The WHO's new International Health Regulations (IHR) now cover all serious threats to human health capable of spreading from one country to another. The Regulations require member states to inform the WHO of any suspected threats within 24 hours at the latest. The WHO can issue provisional recommendations on measures to be taken by affected states with respect to travellers, goods, transport, etc. entering or leaving the country. The Regulations and existing monitoring mechanisms together create an effective system for reporting new, emerging health threats and determining appropriate countermeasures. This gives global cooperation against public health threats a basic structure. The system is predicated on close cooperation between the WHO and associated organisations such as the World Organisation for Animal Health (OIE) and the FAO.

In the fight for global health, it is important that knowledge concerning viruses and sequence data is made available so that it can be used in vaccine production. The aim is to establish a long-term solution that benefits all and contributes to a long-term global solution with respect to the supply of influenza vaccines. Sweden will continue to support international efforts to find effective systems for in vitro virus reproduction and for feeding back knowledge and global public goods to countries that are affected by avian influenza and now supply viruses for vaccine production. EU member states maintain close cooperation on public health threats, including an early warning network. Sweden is actively involved in this undertaking and is seeking to ensure that these systems supplement and strengthen the activities built up under WHO auspices.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- seek – in the context of international cooperation within the UN, the FAO, the WHO and the EU – to promote epidemiological studies, effective monitoring systems for early warning and the rapid implementation of control measures, and to ensure that such measures are designed for use at regional and local level
- continue supporting efforts to apply the IHR
- actively support WHO efforts to prevent an influenza pandemic by increasing the availability of medicines and vaccines, particularly for use as a primary control measure
- continue to press for an effective EU system for cooperation on issues relating to public health threats and seek to ensure that work in this area is such that it promotes cross-sectoral cooperation.

2.6.3 Health promotion and disease prevention

Investing in education for young women is the most effective way of improving health in developing countries, according to the World Bank.

Tackling the global threat to people’s health requires action that addresses the underlying causes of ill-health and early death. Most of these initiatives lie outside the health and medical care sphere. The UN Millennium Development Goals lay particular stress on poverty reduction, education, access to nutritious food and a sustainable natural environment. Indirect health measures include creating good conditions for girls and boys to grow up in, ensuring access to education and promoting good working conditions, a sustainable working and living environment and sound animal husbandry and health. Although the primary aim of initiatives in these areas is not better health, they are essential to public health. Health must therefore be seen in the context of overall development policy, in which responsibility for combating disease and early death is shared among several sectors. Preventive measures such as sex education, testing, provision of advisory services, contact tracing, promoting healthy lifestyles and more prevention-oriented healthcare, including vaccines and maternity and child healthcare, are also of major importance.

While the past decades have seen growing international recognition of the importance of health promotion and disease prevention, numerous challenges, connected in many ways to some of the most difficult development issues, remain to be overcome. These include economic and social inequality and the inability to be open about diseases, their causes and risk behaviours. Gender power relations, a person’s right to her/his sexuality, discrimination, reproductive health and the consequences of lifestyles and living habits are a few examples.

Sweden has played an important part internationally in drawing attention to the interplay between health and closely related sectors of society. Sweden has been active in developing global health promotion by linking health to human rights, making health a matter of concern for all social sectors, and basing public health policy on health determinants and close cooperation between public, private and voluntary actors.

The Government will continue to actively pursue efforts to strengthen global health prevention and promotion work and to ensure that it is based on the latest research. Helping to promote to healthy living habits is a key aspect of this undertaking. Sweden will continue to contribute actively to WHO efforts to combat non-communicable diseases. Sweden will also continue to work to reduce the harmful health and social effects of alcohol at global level by pressing for the adoption of a global alcohol strategy by the WHO. The aim of the strategy will be to help member countries to reduce the alcohol-related disease burden and alleviate the economic and social repercussions of harmful alcohol consumption. Sweden will continue to seek to ensure that WHO tobacco prevention work and the WHO Global Framework Convention on Tobacco Control reflect the perspective of developing countries.

Sweden will strive for greater coherence within the WHO between central, regional and country levels with respect to the normative preventive health work the organisation is responsible for, as well as in relation to the World Bank, regional development banks and other relevant organisations forming part of the global health architecture.

The majority of all communicable diseases originate from animals and arise where animals and humans live in close proximity. Such conditions can, for example, give rise to an influenza pandemic with serious social and economic consequences. It is highly likely that a future pandemic will arise as a result of animal husbandry practices in poor countries. Sweden will therefore continue to support multilateral efforts – via the UN and with special emphasis on Africa, *inter alia* through cooperation between the FAO, the WHO and the OIE – to prevent and alleviate the effects of the anticipated pandemic.

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

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- contribute to the work of strengthening knowledge-based activities in the WHO
- push for a global strategy on alcohol and the clearer integration of alcohol-related issues in WHO core activities
- strive for the development and implementation of the WHO framework Convention on Tobacco Control
- work to bring greater coherence to Sweden's commitment to global health promotion, to the WHO's normative work at central, regional and country level, and between the World Bank, the regional banks and other relevant organisations forming part of the global health architecture
- strengthen preventive efforts to combat communicable diseases on the basis of the strategic action plan against communicable diseases.

3 Policy implementation

The main conclusion emerging from the data gathered from the interviews is that whereas the policy for global development is both nationally and internationally regarded as an extremely innovative and prestigious effort towards global development policy, the lack of clear operationalisation and political leadership has hampered its effectiveness and has led to differences in interpretations in different areas of government, without undermining this overall success. These differences in interpretation have negatively affected the productivity of dialogue between different policy areas.

Evaluation Study on the EU Institutions & Member States' Mechanisms for Promoting Policy Coherence for Development: ECDPM

Cooperation and coherent action for development presupposes political ownership and targeted measures to ensure policy implementation. This has been confirmed by two international evaluations of Sweden's policy for global development undertaken by the OECD's Development Assistance Committee and by the above-quoted international think-tank the European Centre for Development Policy Management (ECDPM) at the instruction of the Evaluation Services of the European Union.

The Government stresses the importance of focusing on policy implementation as well as policy content. The basis of the new start for Sweden's policy for global development are the six global challenges, for which the Government has defined 18 focus areas. Objectives specifying the aims and direction of future work have been drawn up for each focus area. The clearer focus thus afforded also creates the necessary conditions for shared responsibility and coherent action with regard to policy implementation. The focus areas do not constitute an exhaustive inventory of action areas; their aim is to give greater impetus to focused, concrete implementation of Sweden's coherence policy. To heighten the development effect of the Government's overall policy, synergies between policy areas must be maximised and conflicting objectives resolved.

Successful implementation of the policy for global development requires a *results-oriented approach* within the Government, the Government Offices and relevant agencies, including missions abroad. This in turn requires capacity, analysis capability and efficient and effective use of existing decision-making, management and international advocacy systems, particularly within the EU. Specific tools, e.g. for making global development policy impact assessments, and institutional solutions such as interministerial consultation groups, must be in place in order to support implementation. Efforts must be made to broaden knowledge about Sweden's policy for global development and gain deeper analytical insight into what the policy entails in practice for different policy areas. Government agencies and Sweden's foreign representation are key actors when it comes to policy implementation and must be more closely and extensively involved. Broad political ownership is essential if, for example, efforts to enhance knowledge and promote institutional solutions are to result in a more effective policy.

Policy implementation also presupposes intensified cooperation with other countries and actors.

The EU has a particularly important role to play here. The Government will act vigorously to ensure the EU lives up to its Treaty obligation to integrate a development perspective in all decisions affecting developing countries.

At international level, Sweden will seek to ensure that *more countries and international organisations* apply a holistic approach to global development issues by promoting coherence and cooperation across policy areas. Multilateral organisations play a crucial role in meeting global challenges and promoting equitable and sustainable global development in their capacity as meeting places, standard-setting bodies and implementers of international agreements. Sweden has a long tradition of active cooperation with these organisations and has for many years been a major donor to the UN and international financial institutions. Swedish involvement in the work of multinational organisations will be strengthened through more effective coordination between ministries and relevant government agencies. The Government's strategy for multilateral development cooperation is of key importance in this respect and must be vigorously implemented. The Government will accordingly frame goal-oriented strategies with a view to enhancing the coherence and effectiveness of Sweden's actions *vis-à-vis* these organisations.

The impact will be further strengthened by close cooperation with actors in Sweden and in partner countries on the framing and implementation of the policy. Education and research in Sweden are vital in this connection as they are key factors in enhancing our understanding of global development processes. In the Government's view, education at all levels should incorporate a global perspective as far as possible. If research and education initiatives are to be successful international cooperation, particularly with universities and other research institutions in developing countries, is essential. Proposed research initiatives will be assessed in the light of overall research needs which will be addressed in the forthcoming research policy bill.

Implementation of the policy for global development is the collective responsibility of the Swedish Government. Each policy area is responsible for its contribution to the policy's overall goal of contributing to equitable and sustainable global development. This means that the policy for global development must serve as a guide in formulating and implementing policies in different policy areas, not that the focus area objectives are to replace the objectives for each policy area. A rights perspective and the perspective of poor people on development must be the guiding principles when setting priorities and framing Swedish policies in this area. The measures presented in the communication do not involve expenditures beyond those provided for in the estimated central government budget frameworks. The Government has assigned responsibility for policy coordination to the Minister for International Development Cooperation.

Alongside the focus area objectives, implementation objectives, set out below, have now been defined for the first time. The objectives determine the direction of all work by the Government and the

Government Offices in connection with the policy for global development, with particular emphasis on the six global challenges.

3.1 Management, organisation and follow-up

Ensuring more effective implementation of Sweden's policy for global development, monitoring development over time and encouraging continuous learning all require a clearly defined *results-based management* approach. The Government Offices are collectively responsible for transforming the 18 focus area objectives and the specific implementation objectives outlined in this section into ongoing policy design processes and programme management. The focus area objectives establish the overall direction of the Government's work across policy areas and must be linked to existing processes including the work of translating policies into government bills, activity planning and agency management. In the case of development aid, the global development policy is translated into separate policies, strategies and methodological guidelines. The management process requires that the objectives be activity-specific and capable of being followed up through outcome indicators developed for each objective. This makes for a clearer definition of the division of responsibility and forms of cooperation within and across policy areas in the course of policy implementation. Work in this area is now under way in the Government Offices.

Policy implementation and the global challenges require that *efforts be organised* to support close cooperation within the Government Offices and between the latter and relevant authorities, including missions abroad. The Government is accordingly taking measures to improve the way activities are organised, examples of which are given below. These include the establishment of a global development policy forum in the Government Offices aimed at promoting coherence and synergies and at clarifying conflicting objectives so that these can be made the object of conscious, considered policy choices.

The potential of missions abroad in terms of realising Sweden's policy for global development in the context of our bilateral relations will be fully exploited, particularly in countries where diplomacy, trade promotion and development cooperation act side by side. Although Sweden's development cooperation strategies continue to be the guiding instruments for development cooperation only, they will in time increasingly reflect the Government's overall involvement in partner countries with the aim of encouraging close cooperation between policy areas. The scope for intensified collaboration between policy areas and Swedish actors in Sweden's partner countries has been strengthened as a result of the Government's decision to adopt a country focus approach. This applies particularly to countries with which Sweden will be implementing selective cooperation. Here, the greater part of development cooperation inputs will be aimed at encouraging self-supporting relations capable of contributing to poverty reduction, actor-driven cooperation, involving a broad range of actors in Sweden and its partner countries.

The Government will specify the direction and modes of cooperation in the cooperation strategies for these countries. As part of the effort to put the global development policy into practice, plans are under way to conduct a pilot project aimed at developing a strategy for Swedish cooperation with South Africa that is not restricted to development assistance but embraces the main areas of development cooperation with that country.

This more pronounced results-based management approach will facilitate clear government reporting of results and lessons, and enable the Government to communicate progress in policy implementation to the Riksdag, Swedish actors, the EU and at international level. Dialogue with Sweden's partner countries on policy coherence for development will be strengthened. Evaluations of policy implementation and its effects will be undertaken. It is proposed that the Government's regular performance and outcome evaluation reports be undertaken every other year.

Objective: Results-oriented initiatives focused on the six global challenges, for efficient application and continuous learning throughout the implementation process, including procedures and a work organisation that ensures coherence and cooperation across policy areas and between the Government Offices and relevant agencies

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- draw up activity-specific, quantifiable objectives and outcome indicators for global development policy work, including work in connection with the six global challenges and focus areas, and incorporate these into regular management systems and working procedures so that responsibility allocation and forms of cooperation are clearly defined
- instruct relevant government agencies to contribute to policy implementation
- establish a global policy development forum under the direction of the Ministry for Foreign Affairs with a view to promoting coherence and synergies and clarifying and resolving conflicts of objectives
- conduct targeted evaluations of policy implementation as a basis for subsequent performance and outcome evaluation reports and future policymaking, and to provide an instrument for promoting continuous learning
- report on outcomes of the policy to the Riksdag in 2010, focusing on the six global challenges
- conduct a pilot project for the purpose of developing a strategy for Swedish cooperation with South Africa that is not restricted to development assistance.

3.2 Knowledge and analysis in the Government Offices

Knowledge and analysis of global development and the forces which drive it must be integrated with specific existing expertise within the various policy areas concerned. This requires close cooperation between ministries and relevant government agencies, enabling continuous, mutual learning where the overall policy is informed by a development perspective based on the knowledge and experience residing in different policy areas.

When a decision taken in a given policy area is deemed to have an impact on the goal of equitable and sustainable global development, an impact assessment will be undertaken. The policy's guiding principles are its two perspectives, *a rights perspective* and *the perspective of poor people on development*. Examples of the questions that should be asked are: Will the decision in question promote or vitiate respect for human rights in developing countries? How will the decision affect individuals or specific groups in developing countries? Were poor women and men part of the decision-making process, and if so, in what way? What other policy areas are affected by the issue, and can collaboration help increase synergies? Many government agencies play an important and – for the Government – supporting role in analysing and assessing substantive issues from a development perspective.

Objective: Increased knowledge within the Government and Government Offices concerning Sweden's global development policy and the impact of decisions and measures taken in different policy areas on the policy's overriding goal

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- develop a tool/manual for assessing impacts on Sweden's global development policy to support preparatory work and processes in the Government Offices
- continually assess the need for analysis as a basis for policy implementation work linked to the six global challenges and the focus areas, and as a means of identifying and addressing new points of intersection between policy areas and Sweden's global development policy
- support and actively contribute to the development of international policies and methods, such as the Commitment to Development Index, to measure the effects of policies of OECD member countries on development in poor countries
- implement specific education and training initiatives linked to the challenges/focus areas and methods development
- closely follow international policy developments of relevance to Sweden's global development policy through the Global Development Council, the international body for development policy analysis established under the direction of the Ministry for Foreign Affairs.

Implementing Sweden's policy for global development requires extensive discussion and the broad participation of non-state actors. By adopting a policy on actor-driven cooperation in the sphere of development cooperation, the Government has focused on the importance of encouraging self-supporting relations between Swedish actors and actors in developing countries that contribute to equitable and sustainable global development and poverty reduction.

The Government intends to introduce measures aimed at enhancing knowledge of Sweden's policy for global development with a view to promoting broad-ranging social dialogue in Sweden on the policy and its implementation. Prior to submitting the present communication for consideration by the Riksdag, the Government will invite its own representatives, Riskdag members and civil society actors, such as researchers, enterprises opinion-makers and NGOs to take part in a hearing organised in cooperation with the Riksdag. The Riksdag will have thereby implemented its decision of 2003 to establish a citizen forum composed of representatives of a wide range of actors with a view to promoting broad-ranging social dialogue on the policy for global development.

Objective: To encourage broad civil society participation in and discussion of the implementation of Sweden's policy for global development

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- promote greater knowledge about the policy for global development and its implementation using new communication channels
- call a hearing jointly with the Riksdag to discuss the present communication prior to its consideration by the Riksdag.

3.4 The EU

The EU has considerable potential to influence and change the global agenda. The Union has a Treaty obligation to promote policy coherence for development and take account of the development aspects of decisions in all Community policy areas that affect developing countries. This was confirmed by the Treaty of Lisbon. The establishment of a common EU Foreign Service affords a vital opportunity to strengthen the Union as a coherent actor. Active Swedish efforts in the EU to promote policy coherence for development are essential if Sweden's global development policy is to have international impact.

The European Commission will submit its second report on Policy Coherence for Development during the Swedish EU presidency in the autumn of 2009. The Government will take an active part together with the Commission in the drawing up of the report. The Government will be closely following the outcome of EU coherence work during the Swedish presidency.

Objective: To strengthen EU work on policy coherence for development

To contribute to the achievement of this objective, the Government intends, inter alia, to:

- seek to ensure that the Commission and member states fulfil the commitments embodied in Council conclusions and rolling programmes for EU work on policy coherence for development
- seek to ensure that decisions with a bearing on developing countries are preceded by an assessment of their impact on the ability of the countries to lift themselves out of poverty
- seek to ensure, in cooperation with like-minded countries, that ownership of and knowledge about policy coherence for development are strengthened within EU member states, the Council of Ministers, the European Parliament and the EU Commission.

4 Summary of the performance and outcome evaluation report

Below is a summary of progress made in framing Sweden's policy for global development since the previous communication, submitted to the Riksdag in May 2006. The report is based on the 65 targets set out in the communications of 2005 and 2006 and structured in accordance with the main policy features as previously grouped in communications to the Riksdag.

4.1 Basic values

4.1.1 Respect for human rights

Respect for human rights is a fundamental condition of equitable and sustainable global development. The Government is pursuing a result-oriented policy at national and EU level and in regional and international organisations, aimed at strengthening adherence to human rights.

Sweden is working to further integrate a rights perspective into the activities of the UN and international financial institutions. Its efforts in this field contributed in 2006 to the creation by the General Assembly of a *Human Rights Council* that began its work by addressing serious violations of human rights, among other places in Sudan and Burma. Sweden has also striven for the *abolition of capital punishment*, and was instrumental in the adoption of a UN resolution in the autumn of 2007 urging those states that still retained the death penalty to introduce a

moratorium on its use. In addition, the Government has contributed to, and signed, the *UN Convention on the Rights of Persons with Disabilities* and the *International Convention for the Protection of All Persons from Enforced Disappearance*. In the EU, Sweden seeks to ensure that human rights inform *the EU's external relations* and activities more effectively. One result has been the adoption of an independent instrument for financing the work of NGOs with democracy and human rights in third countries. In the WHO and elsewhere, Sweden has been active in defence of the *sexual and reproductive health and rights* of women, girls and young people. Thanks in part to the Government's support, the Swedish Federation for Lesbian, Gay, Bisexual and Transgender Rights was granted membership of the UN Economic and Social Council (ECOSOC) in June 2007. On order to give human rights greater scope and impact in the *World Bank*, the Government has supported a number of initiatives and programmes in the gender equality field and has pressed for the establishment of a human rights fund. Swedish support to the International Labour Organisation (ILO) is helping to strengthen respect for the human rights of employees. The Government also keeps a close watch on *human rights compliance by individual states* through various means, including special country dialogues and annual public reports on human rights.

The Government believes that coherent and resolute efforts on the part of Sweden and the rest of the international community has helped people all over the world to enjoy their human rights more fully. The work of the UN and other multilateral forums enables Sweden to consolidate standards in this field and to actively encourage the development of a coherent approach by the international community. The Government has benefited, both unilaterally and via the EU, from taking part in policy development efforts in this field, in advocacy work *vis-à-vis* individual states, in development cooperation, in trade policy matters, etc. The Government's enhanced objective, set forth in the communication *Human Rights in Swedish Foreign Policy (2007/08:109)*, to the effect that the issue of human rights is to run through all policy areas, should ensure that the results achieved so far will be sustained in the future.

4.1.2 Democracy and good governance

Sweden's democracy promotion efforts are aimed at helping to establish conditions in which women and men, girls and boys can influence and improve their situation. This is to be achieved by ensuring they are given a genuine opportunity to learn about and assert and exercise their political and civil rights without fear, and thereby gain control over their lives.

Sweden has decided to provide economic support to the *UN Democracy Fund*. It is also seeking to strengthen the influence of the poorest countries on international financial institutions. As result of a decision taken in 2006, a number of particularly underrepresented countries in the IMF had their quotas raised in order to boost their voting power and influence. Sweden was among the strongest advocates of the World Bank's Governance & Anti-Corruption Strategy adopted in the

spring of 2007. In the same year, Sweden also acceded to the UN Convention Against Corruption. Sida's analyses of formal and informal power structures in partner countries has made it easier for Sweden to identify strategic actors with an explicitly poverty-oriented agenda. As part of its contribution to the work of UNESCO, the Government has resolved that Sweden will press for a more pronounced emphasis on issues relating to press freedom and freedom of expression, access to knowledge and information for all, and respect for cultural and language diversity. In 2006, the Government Offices allocated funding to a number of civil society actors and a number of seminars were organised that helped broaden and deepen Swedish civil society's commitment to the policy for global development.

The Government believes that by giving thematic priority to democracy and human rights, international cooperation against cross-border crime and support to civil society in Sweden's development cooperation work, it has paved the way for a more coherent approach to the task of promoting democratic development in our partner countries.

4.1.3 Gender equality

Gender equality and equal terms and opportunities for women and men are a precondition of sustainable development. The issues here are justice, full enjoyment by all of human rights, and effective poverty reduction.

The Government has stepped up efforts to mainstream a gender equality perspective into the policies, activity plans, guidelines and decisions of international organisations. For example, Sweden's proactive work in intergovernmental negotiations in 2006 and 2007 resulted in the inclusion, the first time, of this perspective in a number of thematic UN resolutions, among them the resolution in the General Assembly's Third Committee on aid to refugees in Africa. Sweden has emphasised the importance of preventive work in the fight against human trafficking. This issue is now on the political agenda in Ukraine for the first time, and information campaigns have been conducted there. The Swedish law prohibiting the purchase of sexual services has been held up at various international conferences and meetings as an example of preventive action and a way of deterring demand for such services. Sweden has thereby had an impact on the debate in many countries, and a number of them have introduced or are preparing legislation of a similar kind. The recent reorganisation of the National Board of Trade has made it easier to observe and analyse linkages between trade and gender equality.

The Government considers that Sweden's international contribution to the promotion of gender equality and better conditions and opportunities for women and girls, as part of the effort to achieve equitable and sustainable global development, has been enhanced in a number of policy areas. An internal evaluation study shows that there is now greater potential for achieving the goal of mainstreaming a gender equality perspective into all areas of government policy.

4.2.1 Sustainable use of natural resources and care of the environment

Sustainable use of natural resources, environmental care and sustainable consumption and production are crucial to equitable and sustainable global development. Because of the cross-border nature of environmental issues, Sweden's national policy for sustainable development and the policy for global development must be in harmony.

The Government attaches considerable importance to environmental and climate issues. Environment and climate have for instance been identified as one of three priority areas of Swedish development cooperation during the present electoral period. Poor people in poor countries are the hardest hit by the adverse effects of climate change. In recognition of this, the Government appointed a commission in 2007 to consider the question of climate change and development, and recommend specific ways in which Swedish development aid can better enable countries to deal effectively with the effects of climate change. Climate change is putting a considerable strain on biological diversity in agriculture, forestry and marine life. Preserving biological diversity, therefore, is vital to ensuring food security for people in developing countries who are particularly dependent on local natural resources. The Government was instrumental in persuading the FAO Commission on Genetic Resources for Food and Agriculture – which had previously focused on plant genetic resources alone – to adopt in June 2007 a ten-year work programme that also gave priority to forest and fish genetic resources. Sweden has also taken part in developing the Plan of Action for Animal Genetic Resources, adopted in September 2007.

Sweden has actively sought to ensure that trade policy contributes to global climate work. As a result, sustainable development is now on the agenda of the EU Commission's free trade negotiations with Asia. In the run-up to the UN Commission for Sustainable Development (CSD) meeting in May 2007, the Government strove to integrate aspects of sustainable consumption and production into the various themes addressed in the CSD round. This had an impact on EU positions and in dialogues with other countries, including the US and Russia. During 2007, Sweden continued to fund participants from developing countries attending environmental meetings and other international environment-related and climate-related processes. Swedish support has enabled a number of developing countries to take part in multilateral negotiations. This promotes efficiency in international processes and makes it easier to gain acceptance and support for outcomes. In the development cooperation sphere, Sweden is supporting a programme designed to enable an earlier start to the global chemicals strategy in developing countries, as well as a number of initiatives aimed at the preservation, sustainable use and equitable distribution of the benefits of biological diversity and ecosystem services.

The Government notes that the debate on the climate and environmental problems facing Sweden and the world at large has

intensified. Moreover, there is increasing public recognition that these issues require global cooperation and interaction across different policy areas. Sweden's efforts have helped draw attention to the importance of coherence between environment and development policies. The fact that Sweden has managed to reduce emissions while maintaining sound economic growth is an important experience which needs to be shared with other countries.

4.2.2 Economic growth

Economic growth is fundamental to achieving greater prosperity and lasting poverty reduction. In the Government's view, an economic climate that favours pro-development investment and free trade, and which enhances the capacity of developing countries to reap the benefits, is one of the most effective instruments available in the pursuit of equitable and sustainable global development.

Sweden is seeking to ensure that the poorest countries achieve long-term debt sustainability, and during the outcome period has written off its share of bilateral debt claims on Cameroon and Malawi. Government measures to support the transition countries in their shift to a market economy, have included participation in a cooperation programme with the Russian Ministry of Finance which has yielded some particularly interesting results in the tax field. Sweden's presidency of the World Association of Investment Promotion Agencies (WAIPA) and Swedish funding to help establish – and encourage exchanges of experience between – public authorities in developing countries have helped strengthen investment promotion authorities in several countries. The Government is making active efforts to ensure that Swedish investment contributes to equitable and sustainable global development. Cooperation with China in this area has resulted in a broad-based dialogue on trade and globalisation.

The Government is also working to ensure that poor countries have greater access to markets. As a result of Swedish efforts in this area, the EU has agreed to grant tariff-free and quota-free access on all goods from the African, Caribbean and Pacific States (ACP States) under the Union's economic partnership agreements with these countries, with the exception of temporary transition periods for sugar and rice. In both 2006 and 2007, Sweden pushed for new, simplified and more development-friendly rules of origin in the EU. This has helped the EU to formulate proposals aimed at simplifying and improving agreements with certain developing countries on products of importance to poor countries. Sweden has also been a vigorous advocate of negotiations on regional free trade agreements. Such negotiations have now been initiated with a number of regions, including Central America and the Andean Community. In the autumn of 2006, a Swedish-sponsored African Trade Institute was opened and established in Tanzania to help strengthen the trade policy skills of African experts. In September 2007, Sweden hosted the international Pledging Conference on the Enhanced Integrated Framework. The conference was aimed at helping developing countries in their efforts to formulate development-enhancing trade strategies,

integrate these into national strategies for poverty reduction and strengthen donor coordination. Sweden has also had a proactive role in EU efforts to strengthen and improve trade-related aid programmes (Aid for Trade). Health issues have become increasingly important in the trade context, as global trading in agricultural and food products has grown in volume. Sweden has provided funding to facilitate the participation of developing countries in the Codex Alimentarius programme. This has enabled these countries to meet their skills development needs and come up to the requirements and standards of other countries. In addition, the Government has continued to work actively under the WTO Agreement on the Application of Sanitary and Phytosanitary Measures to enable developing countries to boost food exports.

The Government considers that Sweden's efforts in this area have yielded a number of results. Active participation by developing countries in trade negotiations and their chances of benefiting from markets they already have access to have both improved, and proposals are now in place for better, more development-friendly rules of origin in the EU. Progress was made in the Doha round of trade talks in 2007, but a great deal remains to be done.

4.2.3 Social development and security

Social security, good health and education give poor women and girls, men and boys a better chance of escaping poverty and bringing about a lasting improvement in their living conditions.

In the EU, Sweden is proactive in efforts to foster the positive development effects of migration and counter the negative consequences. Sweden was actively involved *inter alia* in formulating the Council conclusions adopted in November 2007 on coherence between migration and development policy. Sweden was also extensively involved in the first meeting of the Global Forum on Migration and Development (GFMD), held in Brussels in July 2007, where we were responsible for a roundtable discussion on coherence between migration policy and other relevant policy areas. Sweden has helped to address the critical shortage of trained healthcare staff in developing countries by actively supporting the adoption of an EU action plan. It has also pressed for a European code of conduct governing recruitment of trained staff from developing countries. Sweden has further initiated and developed a Nordic-Baltic project for the support, protection, safe return and rehabilitation of women who have fallen victim to human trafficking for sexual purposes. The Government's work on behalf of global public health has included continued active efforts to combat the spread of communicable diseases, *inter alia* through participation in programmes launched by the WHO, the FAO and the OIE to deal with the threat of avian influenza. In 2006, Sida entered into a new three-year agreement with the Global Alliance for Vaccines and Immunization (GAVI). At a conference on HIV and AIDS in Germany in March 2007, Sweden successfully called for future policies, strategies and programmes to be based on the linkage between HIV and AIDS prevention and SRHR. Sweden has for many years

worked within the WHO to establish a clearer picture of the global disease burden. A broad-based education policy and lifelong learning are both high on the Government's agenda. This has resulted in a number of exchange, cooperation and scholarship programmes and in Swedish contributions to research on sustainable development.

The Government is of the opinion that efforts to encourage synergies between migration policy and relevant parts of other policy areas enhance the impact of migration on development. It also believes that Sweden's involvement in efforts to find sustainable solutions to protracted refugee situations has yielded results. Sweden has continued to participate in efforts to maintain and improve the global capacity to adapt to the ever-changing international disease panorama in terms of both communicable and non-communicable diseases. Initiatives designed to promote mobility between Swedish and international students and institutions of higher education have been effective, and the global dimension at higher education level has been strengthened.

4.3 Other main features

4.3.1 Conflict management and security

Today, armed conflict is one of the principal threats to development. At the same time, lack of development breeds instability and conflict. The Government is working in a variety of ways, both nationally and through international policymaking bodies, to prevent conflicts, manage crises and promote lasting peace with a clearly defined development perspective.

Sweden took a very active part in the negotiations that led in November 2007 to the Council conclusions on the need for greater transpillar coordination and cooperation on EU security and development policy work and for coherent action in dealing with what are referred to as fragile situations. In the autumn of 2007, the Government also organised an international seminar aimed at raising the general level of knowledge and awareness of such situations. In 2007, Sweden was the largest donor to the UN Cluster Appeal, the main aim of which is to develop a more clearly defined, predictable and accountable division of responsibility between humanitarian organisations. One of the clusters focuses in particular on bridging the gap between humanitarian aid and more long-term development work. A Government policy orientation analysis of Sweden's contribution to SSR has resulted in a communication on the need for Sweden to act in a coordinated manner when engaging in joint operations under SSR auspices. In adopting a national code of conduct, giving military personnel special training and appointing both gender equality and development advisers, the Government is seeking to mainstream a gender equality perspective into all Swedish military operations and build bridges between security and development. Sweden is actively contributing to implementation of the UN Global Counter-Terrorism Strategy and to the EU Counter-Terrorism Strategy. As part of this commitment, the Government has financed and

carried out a number of training activities targeting judicial systems in developing countries. These have helped create greater respect for human rights and institutional development in our recipient countries. Sweden has also contributed to projects aimed at combating the proliferation of small arms and light weapons.

Swedish efforts to deal with all stages of conflict management have resulted in direct interventions in conflict and postconflict countries, where Swedish personnel have been involved in peace operations and initiatives aimed at stabilising the security situation. Sweden has also continued its efforts to promote implementation of UN Security Council Resolution 1325 on women, peace and security, both nationally and in the UN, the EU and the Organisation for Security and Cooperation in Europe (OSCE), as well as in other international and national forums.

4.3.2 Global public goods

The term global public goods refers to the growing number of issues that require action beyond national borders, such as a healthy environment, financial stability, the limitation of communicable diseases and the eradication of international terrorism.

The international working group established at Sweden's initiative to look into the question of global public goods and the challenges associated with them presented its final report in September 2006, which helped to draw international attention to the issue. The Government provides funding to a number of actors engaged in the task of disseminating knowledge and heightening awareness of development issues. By supporting the OECD Development Centre, for example, Sweden is contributing to a forum for dialogue and policy analysis across a wide range of areas of relevance for development.

The Government believes that Sweden has helped lift these issues higher up on the international agenda and contributed to a broader discussion of the importance of finding ways and means of managing global public goods. Greater resources are now being invested in some of the principal challenges, primarily climate change.

4.4 Conclusion

The performance and outcome evaluation report offers a clear picture of how Sweden has contributed through efforts in different policy areas to equitable and sustainable global development since May 2006. Sweden's efforts have contributed to equitable and sustainable development in numerous areas. A number of the activities and initiatives described in the report are ongoing processes of a long-term character undertaken by multilateral organisations. Thus the results – and the extent to which Sweden has contributed to them – are sometimes difficult to quantify and often cannot be directly linked to Sweden's global development policy.

Moreover, the report points to a lack of focus and effective strategic control of activities in this area. It is difficult to determine what headway has been made in achieving greater coherence over time and how

different policy areas have interacted to strengthen coherence and Sweden's overall contribution to equitable and sustainable global development. In the absence of proper goals and targets for policy implementation, it has not, for example, been possible to follow the way in which knowledge and awareness of the policy for global development has developed. Skr. 2007/08:89

On the basis of the performance and outcome evaluation of last year and previous years, the Government concludes that policy implementation – and thus the results available for reporting – has been hampered partly by the large number of objectives (65) and partly by the fact that some of these lack relevance and/or are inadequate as policy instruments.

Appendix - Key to abbreviations used in the text

AERC	African Economic Research Consortium
ATT	Arms Trade Treaty
AU	African Union
ACP	African, Caribbean and Pacific States
ASEM	Asia-Europe Meeting
CAP	Common Agricultural Policy (EU)
CATW	Coalition Against Trafficking in Women
CBD	Convention on Biological Diversity
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CODESRIA	Council for the Development of Social Science Research in Africa
CSD	(UN) Commission on Sustainable Development
CSR	Corporate Social Responsibility
CSW	Commission on the Status of Women
DDI	Diamond Development Initiative
DDR	Disarmament, Demobilisation and Reintegration (of former combatants)
DfID	UK Department for International Development
DPKO	(UN) Department for Peacekeeping Operations
EBRD	European Bank for Reconstruction and Development
ECBI	European Capacity Building Initiative
ECDPM	European Centre for Development Policy Management
ECOSOC	(UN) Economic and Social Council
EFA	Education for All
EIDHR	European Instrument for Democracy and Human Rights
EPAI	Economic Partnership Agreements
EU	European Union
Europol	European Police Office
EWL	European Women's Lobby
FAO	Food and Agriculture Organization of the UN
UN	United Nations
FDI	Foreign Direct Investment
FTI	Fast Track Initiative
GAVI	Global Alliance for Vaccines and Immunization

Genfund	Multi-Donor Trust Fund for Gender Mainstreaming	Skr. 2007/08:89 Bilaga 2
GDN	Global Development Network	
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria	
GFMD	Global Forum on Migration and Development	
GOVNET	(OECD DAD) Network on Governance	
GPG	Global Public Goods	
GSP	(EU) Generalised System of Preferences	
HBT (persons)	homosexual, bisexual and transgender persons	
HCFC	Hydrochlorofluorocarbon	
HIPC	Heavily Indebted Poor Countries	
IAVI	International Aids Vaccine Initiative	
ICPD	(UN) International Conference on Population and Development	
IDEA	International Institute for Democracy and Electoral Assistance	
IF	Integrated Framework	
IFFIm	International Finance Facility for Immunisation	
IGWG	(WHO) Intergovernmental Working Group on Public Health, Innovation and Intellectual Property	
IHR	(WHO) International Health Regulations	
IISD	International Institute for Sustainable Development	
ILO	International Labour Organisation	
IMF	International Monetary Fund	
INSTEC	Indo-Swedish Cooperation on Technical Research and Education	
IOM	International Organisation for Migration	
IPEC	International Programme on the Elimination of Child Labour	
IPPC	International Plant Protection Convention	
ISA	Invest in Sweden Agency	
ISAF	International Security Assistance Force	
ITPGRFA	International Treaty on Plant Genetic Resources for Food and Agriculture	
LDC	Least Developed Country	
MOU	Memorandum of Understanding	
NGO	Non Governmental Organisation	
OECD	Organisation for Economic Co-operation and Development	
OECD/DAC	OECD Development Assistance Committee	
OHCHR	(UN) Office of the High Commissioner for Human Rights	
OIE	World Organisation for Animal Health	

OSCE	Organisation for Security and Cooperation in Europe	Skr. 2007/08:89 Bilaga 2
PRS	Protracted refugee situation	
PRT	Provincial Reconstruction Team	
REACH	Registration, Evaluation, Authorisation and Restriction of Chemical Substances	
RPP	Regional pilot protection programme	
SAICM	Strategic Approach to International Chemicals Management	
SALW	(Action Programme on) Small and Light Weapons	
SARS	Severe acute respiratory syndrome	
SCP	Sustainable consumption and production	
SI	Swedish Institute	
Sida	Swedish International Development Cooperation Agency	
SRHR	Sexual and Reproductive Health and Rights	
SSR	Security Sector Reform	
TRIPS	(WTO Agreement on) Trade Related Aspects of Intellectual Property Rights	
UNCTAD	United Nations Conference of Trade and Development	
UNDEF	UN Democracy Fund	
UNDOC	United Nations Office on Drugs and Crime	
UNDP	United Nations Development Programme	
UNECE	United Nations Economic Commission for Europe	
UNEP	UN Environment Programme	
UNFCCC	UN Framework Convention on Climate Change	
UN-HABITAT	United Nations Human Settlements Programme	
UNHCR	(Office of the) United Nations High Commissioner for Refugees	
UNODC	United Nations Office on Drugs and Crime	
VIF	World Infection Fund	
WAIPA	World Association of Investment Promotion Agencies	
WASHA	Work and Health in Southern Africa	
WHO	World Health Organization	
WIPO	World Intellectual Property Organization	
WTO	World Trade Organization	
WUF	World Urban Forum	
YPARD	Young Professionals Platform for Agricultural Research for Development	

Extract from the minutes of the Cabinet Meeting of 17 March Skr. 2007/08:89

Ministry for Foreign Affairs

Present: Prime Minister Reinfeldt, Ministers Olofsson, Ask, Leijonborg, Hägglund, Björklund, Carlsson, Malmström, Sabuni, Billström, and Björling.

Rapporteur: Minister Carlsson

The Government hereby adopts the Government Communication, Sweden's Policy for Global Development



REGERINGSKANSLIET

Ministry for Foreign Affairs
Sweden