

Meeting Global Challenges

Government communication
on policy coherence for development 2010



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Meeting Global Challenges – communication on policy coherence for development

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The Government hereby submits this communication to the Parliament.

Stockholm, 18 March 2010

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Main contents of the communication

In this communication the Government addresses the question of how Sweden, in pursuing policy coherence for development, has contributed to the objective of equitable and sustainable global development in accordance with Sweden's Policy for Global Development (Government Bill 2002/03:122, Committee Report 2003/04:UU3, Parliamentary Communication 2003/04:112).

The point of departure is the six global challenges described in the communication *Global Challenges – Our Responsibility* (Government Communication 2007/08:89) as being crucial to achievement of the objective and as areas where Sweden can make an effective contribution. For each of the challenges, three focus areas were identified, to enable closer study of a number of specific issues and processes. That approach remains unchanged.

The present communication gives examples of what has been achieved in the 18 focus areas. For each focus area, an overall assessment is made of *policy formulation and implementation, coordination and cooperation, and knowledge and analysis*. The communication provides the basis for a performance model that can be used to follow up the results of work on policy coherence, which will make it possible to monitor developments over time.

In the communication, the Government emphasises its collective responsibility for promoting equitable and sustainable development when implementing development policy. Sweden's development policy includes both a coherence policy embracing all policy areas and effective development assistance of high quality.

The Government's work towards a shared responsibility for global development has attracted international attention, and in international comparisons Sweden is considered to be at the forefront of efforts to ensure that development needs are taken into consideration when all policy is formulated. The performance report shows, however, that the work can be enhanced still further, particularly as regards knowledge and analysis. The assessment of outcomes in the report provides the Government with a basis for its continuing efforts to achieve policy coherence for development. A review of Sweden's forthcoming work in this area (2010–2012) is presented in the final chapter of the communication.

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1 Improved coherence and cooperation in order to meet global challenges

To a great extent, the years 2008 and 2009 were characterised by global crises of various kinds, a financial and economic crisis, soaring food and energy prices, a climate crisis, and also by the spread of new global threats to health in the form of communicable diseases (SARS, bird flu and H1N1). These crises strike hard at low-income countries and at women, men and children living in poverty. In an increasingly globalised world, such crises and the global economic downturn quickly have extensive repercussions. It is becoming increasingly obvious that the most formidable challenges we face today affect people in both high-income and developing countries, but that developing countries are particularly vulnerable and tend to suffer the most when global crises develop – crises that often originate in the rich part of the world. These crises represent a manifest obstacle to equitable and sustainable global development. The main responsibility for poverty alleviation and development in the developing countries lies with these countries' own governments. However, Sweden can and must contribute to equitable and sustainable global development. We do so out of solidarity and because we have a shared responsibility for the future of the world. Such a course also lies in our own interests. We are better able to contribute when we act coherently, when we cooperate with others and when our development assistance is realistic, effective and focused.

In the communication *Global Challenges – Our Responsibility* (skr. 2007/08:89), the Government emphasised its shared responsibility for contributing to the development of poor countries and people. In doing so, it described in practical terms how coherence between policy areas can strengthen our overall contribution to the goal of equitable and sustainable global development, as set out in Sweden's Policy for Global Development (prop. 2002/03:122, bet. 2003/04:UU3, rskr. 2003/04:112). In that communication, the Government specified that development policy embraces both the integration of development aspects in and across all policy areas (*policy coherence for development*) and the provision of *effective development assistance* of a high standard. Both Sweden's drive for policy coherence and its development assistance are based on a multidimensional view of poverty and development, and are guided by two fundamental perspectives: the rights perspective and the perspective of poor people on development.

Development assistance has an important role to play in strengthening the impact of Swedish development policy as a whole. This may involve catalytic measures that supplement activities in other policy areas, such as Aid for Trade. It may also involve engaging in collaboration and consultation in order to provide expertise and experience concerning what drives development and poverty alleviation, as a means of helping the Government Offices to formulate policy and the relevant agencies to

implement it. The present communication also sets out examples of how development assistance within its own policy objective –*to create conditions that will enable poor people to improve the quality of their lives* – has contributed to the task of meeting the six global challenges and thereby promoting equitable and sustainable development.

By striving for greater policy coherence, Sweden can contribute more forcefully to the achievement of the Millennium Development Goals. The Millennium Goals state that global cooperation for development must be intensified.

The EU is a global actor and its policies have a considerable impact on the rest of the world, not least the developing countries. Lack of policy coherence for development in the EU impacts directly on poor countries and people. It also affects the EU's credibility as a global actor for peace, human rights, democracy and poverty reduction. Consequently, the Government is actively seeking to strengthen EU efforts to encourage policy coherence for development. Efforts to improve and deepen working arrangements in the EU were given high priority during Sweden's presidency of the Union.

In the 2008 communication, the Government established the future direction of its policy coherence for development work and policy implementation. This direction remains in place. In the present communication, the Government describes examples of results from Sweden's work for policy coherence, the emphasis put on incorporating development considerations into overall government policies by ensuring coherent action between policy areas. In 2009, the Government presented a performance report on Swedish development assistance in 2008–2009, and in the spring of 2010 the government will present a new communication to the Riksdag focusing on the environment and climate areas.

Global challenges as a starting point for coherence policy

In order to give policy coherence a practical application, the Government focused its efforts on six global challenges that it considered crucial to the achievement of the overall objective of equitable and sustainable global development and where Sweden could effectively contribute: *oppression, economic exclusion, migration flows, climate change and environmental impact, conflicts and fragile situations, and communicable diseases and other health threats.*

Events in recent years have clearly shown how meeting these global challenges are vital to development in the world, and particularly for the extent to which people are able to improve their lives in developing countries. It has become clear that all policy areas and policy instruments at the Government's disposal must be used in a coherent and cohesive way to ensure that Sweden's contribution to global development is as effective as possible. The Government is constantly striving to resolve conflicts between objectives and to address synergies between policy areas – in Sweden, the EU and the international arena alike – in such a way that the developmental impact of government policy as a whole is enhanced.

The Government's engagement with global challenges has been influenced by crises of various kinds. One effect of these crises has been an increased awareness of the connections and interdependencies that link nations and regions together at the global level. There is a clear need to establish new forms of cooperation that facilitate the solution of common problems and which take into account development perspectives when nations work together. The G20 is one example of a collaborative forum that emerged from the crisis in the global financial system. There, the world's leading economies collaborate with fast-growing new economies in seeking solutions to common challenges, outside established structures. When holding the EU presidency in the autumn of 2009, Sweden represented the EU in the G20, which gave us a unique opportunity to take part in and influence key processes. At the G20 meeting in Pittsburgh in September 2009, the participating states agreed on a wide-ranging package of support measures that included more extensive support for developing countries.

The financial crisis shook the financial system in the OECD countries. It evolved into a global economic crisis that in some countries led to social unrest and political upheaval. Although financial markets in low-income countries are not particularly advanced or extensive, it became clear as the initially limited financial crisis developed into a deep global economic crisis that these countries too, could not isolate themselves from events in more mature economies. So the global economic crisis has directly influenced the *economic exclusion* of the world's low-income countries as a result of the long-term, real-economic effects of the crisis, which include a growing lack of access to the international financial market. Increased exclusion is clearly evident at the local and individual level in countries affected. It is estimated, for instance, that the number of extremely poor people in the world will increase by 64 million in 2010 alone as a result of the crisis, and that the effects of the crisis will be felt for many years to come. Private investments have declined sharply in several countries, including the value of remittances, i.e. money sent home by migrants. Declining world trade and lack of capital have struck many poor countries hard where growth is already weak. Business closures, unemployment and decreased government revenue have a severe effect both on the health and welfare of individual citizens and on the economic and social development of many low-income countries. Social security systems, both formal and informal, have suffered. Widespread corruption has also reinforced the adverse effects of the crisis.

In order to implement a coherent policy for global development the financial markets in developed countries must be sound and monitoring and regulatory arrangements must be properly elaborated in accordance with stringent requirements. The Government's efforts to maintain financial stability, both nationally and internationally, have therefore been crucial to the task of reducing global economic exclusion. While holding the EU presidency, Sweden had a special responsibility for ensuring a collective response by the Union to the financial crisis, and for developing common action to combat its consequences via multilateral cooperation.

Climate change and environmental impact represent one of the greatest challenges currently facing the world. Vulnerability and deprivation, for instance in connection with drought and flooding, tend to strike hardest at the poorest people and countries, since they have only limited means for dealing with climate change. High and unstable energy prices and lack of access to a sustainable energy supply are major problems for citizens, businesses and investors alike in many developing countries, and this often leads to the unsustainable exploitation of natural resources, e.g. through deforestation. Also, high costs for fuel and electricity make investments in enterprise less profitable, particularly in manufacturing. Poverty reduction and sustainable development cannot be achieved unless poor countries and people are given access to clean and affordable energy, but this requires support from the outside world. The unsustainable exploitation of natural resources, for instance through deforestation, must be combated, while at the same time poor people's opportunities for pursuing sustainable forestry must be improved. As requirements concerning the reporting of products' chemical content become tougher, inadequate expertise and capacity in developing countries may have economic implications for trade and exports in the short term, besides causing severe health and environmental problems. Increased urbanisation and the growth of new urban centres, however, means there are opportunities for encouraging the early introduction of sustainable public systems in such areas as energy, waste, water and transport, and for exploiting synergies.

The outcome of the climate negotiations in Copenhagen did not meet Sweden's and the EU's hopes and expectations, and also failed to adequately address the development perspectives. The Copenhagen Accord represents a political ambition, outlining the path that needs to be followed in preparation for COP 16 in Mexico in November-December 2010. Climate change is a global challenge of paramount importance, and all the states of the world need to reach a consensus on the way forward. An internationally binding agreement to reduce greenhouse gas emissions is still lacking. The long-term financing of climate action in poor countries, both adaptation measures and mitigation, are important concerns that need to be addressed. There is reason to reflect upon how the international community can reach an agreement and how UN cooperation might be made more effective so as to further the work of confronting global challenges and promoting equitable and sustainable global development.

Starvation and malnutrition are severe and growing problems currently affecting over one billion people around the world. On average, international *food prices* have declined slightly from the very high levels of 2007–2008, but it continues to fluctuate considerably. Food production in many countries is dependent on women farmers and their access to capital, which they often lack. The trend towards higher prices is a problem since women and men cannot afford to buy food. However, higher prices also represent a potential since it enables domestic agriculture to grow and develop. Solutions are needed to protect the poorest and most deprived individuals and groups from the effects of rapid price fluctuations, not least via social safety nets of various kinds.

Democracy and respect for human rights are still threatened in many countries. The fight against *oppression* based both on respect for human rights – especially the rights of women and children – and on democratic principles is therefore an ever-present theme in Swedish development policy. As a result of the priority that the Government attached to democracy and human rights when hosting the EU presidency, the Council of Ministers adopted conclusions designed to strengthen the effectiveness and coherence of the Union's support for democracy in its external relations. The implementation of these conclusions necessitates close collaboration between the policy areas concerned.

Modern communications technology offers new opportunities for strengthening the right of private individuals to freely express their view and to disseminate information, thoughts and ideas. It also enables new groups that were previously excluded from the democratic discourse to take part in it. Freedom of expression is a fundamental right and an essential precondition for combating all forms of oppression. The Government is stepping up its support for freedom of expression, especially as regards developing the great potential that new technology and new media offer in pursuit of freedom of speech. Sweden will contribute to improved access to, and the use of, information and communication technology (ICT) to enhance knowledge, the dissemination of information and participation regardless of physical borders.

States that are in *conflict* or experiencing *fragile situations* often lack the ability to ensure basic human needs such as health care and education. In many cases, these weak states have difficulty controlling their territories, and parallel security and power structures are frequent. Both democratic deficits and human rights violations are often widespread. Research shows that intrastate armed conflicts tend to last ten times longer than cross-border conflicts. Also, impunity is becoming increasingly common in conflict states with regard to crimes involving extensive sexual violence, especially against women and girls. Impunity is a result of weak justice systems and serious deficiencies in the general security situation. In conflict and post-conflict states, one of the foremost threats to security and development is a return to armed conflict.

Often, ill-health is the single most important reason why people become poor or have difficulty breaking out of the poverty trap. The UN Secretary-General has drawn the attention of the world community to the fact that the financial and economic crisis – in addition to food crises and climate change - greatly increases the risk of human ill-health, particularly among groups that are already weak and vulnerable. The WHO has demonstrated how in global terms ill-health among women and girls is due to their vulnerable position and to the discrimination they are subjected to. One of the foremost problems is the high rate of maternal mortality. Outbreaks of pandemics in recent years, such as bird flu, SARS and H1N1, show how rapidly global *health threats* can develop, how developing countries are particularly at risk and how important it is that states act together to confront such threats.

The Government's emphasis on well-developed health systems, early warnings in the event of health emergencies and health promotion measures help ensure good health levels and, generally speaking,

contribute significantly to poverty reduction and human development. Global cooperation on health-related issues is of vital importance for combating cross-border threats such as pandemics and the problem of resistance to antibiotics, and for safeguarding global public goods.

Migration and mobility within and between developing countries currently involves many hundreds of millions of women, men and children. Enhancing the positive effects of migration and reducing the negative effects is one of the principal global challenges now faced. **Migration flows** are basically due to people voluntarily searching for employment, educational opportunities or experience in order to improve their lives. Climate change, conflicts, human rights violations and economic exclusion are other factors that lead to involuntary migration, including migration flows, and that also affect migrants' chances of investing in the development of their countries of origin. This applies both to direct productive investments and to efforts to meet basic needs such as education and health. Remittances to developing countries declined sharply in 2009 as a result of the financial and economic crisis. Developing countries can benefit properly from the development potential inherent in migration only when different policy areas interact to encourage mobility between recipient countries and countries of origin and to improve opportunities for emigrant return and the investment of capital savings, expertise and experience.

Corruption is a serious obstacle to development and is a factor in all six global challenges. The African Union estimates that in Africa alone, corruption is costing the equivalent of a quarter of the continent's total GDP. When resources earmarked for the fight against poverty are used for the wrong purposes or are embezzled, people living in poverty suffer most. Consequently, we can never accept that corruption has a place in our aid programme. Corruption also has other consequences besides higher economic costs. Research shows that corruption undermines democracy, reduces citizens' faith in public institutions and leads to greater social conflict and gender imbalance.

In the present communication, the Government provides examples of what has been achieved in work on the six global challenges, divided into 18 focus areas. This reporting is based on a model developed by the OECD for work on policy coherence for development. It is divided into three parts: *policy formulation and implementation, coordination and cooperation* and *knowledge and analysis*. The communication focuses on results in the form of outputs, i.e. how the Government has shaped its policy in various areas, how Sweden has acted in various contexts, and how it has coordinated its efforts internally and externally etc. The communication establishes the basis for a model for evaluating results, which will allow the Government to follow up of developments over time and between the various focus areas.

The Government notes that Sweden is at the forefront of efforts to ensure that development considerations are mainstreamed into overall policy by means of coherent action between policy areas. This is confirmed by an annual ranking of the world's 22 richest nations, based on an assessment of how their policies affect developing countries (Commitment to Development Index 2009, *Center for Global*

Development). In 2009, Sweden topped the list. Taken as a whole, the present performance report for 2008-2010 shows that progress has been made. But more needs to be done to fully implement a coherent development policy within the framework of Sweden's Policy for Global Development. This applies in particular to our understanding of the effects of decisions on developing countries and on people living in poverty, but also to ways of translating the knowledge we possess into policy formulation and implementation. We also need to further strengthen coordination within the Government Offices and with the agencies concerned and other relevant actors. Sweden's contribution has also been noted in international comparisons undertaken by bodies such as the OECD DAC, where our explicit focus on sharing the responsibility for promoting global development between all government ministries and agencies has attracted attention.

In 2000, the countries of the world agreed on eight Millennium Development Goals, aimed at halving poverty by the year 2015. With five years to go, the UN is due to hold a summit meeting in September 2010 on the progress made so far and on the challenges that remain. Prior to this summit, Sweden is sending out a clear message that greater policy coherence for development is essential.

The Government's conclusion is that today, perhaps more than ever, a coherent Swedish Policy for Global Development is required, bringing together all policy areas to meet the challenges confronting the world. The Government intends to continue pursuing the long-term effort to promote such a development that was launched with the adoption of the Policy for Global Development by the Riksdag in 2003.

2 Performance report on policy coherence for development as part of Sweden's Policy for Global Development Skr. 2009/10:129

To give Sweden's Policy for Global Development concrete form, the Government described in its communication *Global Challenges – Our Responsibility*¹ what was to be done during the current term of office to meet six specific global challenges. It identified these both as crucial to the goal of equitable and sustainable global development and as areas in which Sweden can make an effective contribution. The global challenges are: *oppression, economic exclusion, migration flows, climate change and environmental impact, conflicts and fragile situations, and communicable diseases and other health threats.*

In all cases, it was felt that a successful outcome was dependent on coherence and interaction being established between different policy areas. The Government emphasised that development assistance was also to be incorporated, and that in certain respects this needed to be adapted so as to better support and supplement initiatives in other policy areas that promote global development, in accordance with Sweden's Policy for Global Development. For each of the six challenges, three focus areas were identified. The purpose of singling out these 18 focus areas was partly to enable the Government to deal more fully with certain issues and processes of key importance in meeting the global challenges, and partly to enhance implementation of government policy. To enable it to monitor developments over time and ensure a continuous learning process, the Government foresaw the need for a clearly defined results-based approach, with the 18 focus areas indicating the general direction that the work should take.

This chapter begins with a discussion of how the results of policy coherence for development can be followed up, and also discusses the performance reporting model used in the communication. Thereafter follows a selection of outcomes and the Government's assessment of the work undertaken. When establishing the direction of work on the global challenges in 2008, the Government also noted the need to deal with other important global events that might have a bearing on global development. The food crisis is one example of such a global challenge. The Government has ensured policy coherence across policy areas in its work in relation to the food crises. Selected results of this approach are outlined in Chapter 2.7.

Results of policy coherence for development

Results are a generic term for *outputs* – i.e. the services, products and capital goods generated by a given activity – and the *effects* they have. Establishing how Swedish policy coherence has specifically affected a developing country is no easy matter. There are many steps between a

¹ Global challenges – or responsibility, communication on Sweden's Policy for Global Development (skr. 2007/08:89)

potentially effective political initiative or decision in Sweden and its actual impact on a developing country, positive or negative. Sweden often acts in the EU or some other body in seeking to bring about change, and such a change may in turn influence the WTO, for instance, if it concerns trade policy. The same applies to potential effects in the form of reassessments of international policy on global public goods, for example. This is why Swedish actions and outputs are the focus of this performance report, i.e. what decisions the Government and relevant agencies have taken, how Sweden has proceeded in various contexts, and so forth.

Evaluating the impact of Sweden's coherence policy on developing countries

As more is understood about the importance of policy coherence for development, there is a growing need to analyse and assess which factors contribute to development that is not aid-related. A number of organisations have begun developing impact assessment models specifically to determine how policy decisions by individual countries and by the EU affect development in poor countries. The European Commission's 2009 PCD report, for instance, includes two case studies of how EU policy in a few selected areas is affecting certain developing countries. Using examples from Senegal and elsewhere, the report describes factors affecting Millennium Development Goal 1: Eradicate extreme poverty and hunger.

Example: Case study of the EU's impact on development in Senegal

The European Commission's study examines how different policies – such as those concerning food standards, import regulations and fishery agreements – have affected efforts to achieve Millennium Development Goal 1, on the eradication of extreme poverty and starvation. Parts of the study are summarised below.

The EU's Common Agricultural Policy (CAP) has affected developing countries' export prospects since the subsidising of European farmers has boosted production and pushed down world market prices. The report argues that this obstacle to development can be balanced out by the new Economic Partnership Agreements (EPAs), which are expected to increase exports. The European Commission also argues that lower world market prices have given Senegal – a food importer – access to cheaper food. With the agreement, Senegalese food export to the EU is less advantageous since it is now exposed to competition. In Senegal's case, this applies for instance to exports of vegetable oil.

Senegalese exports have also been affected by *quality and hygiene requirements in the EU*. The report notes that those producers who are able to adapt to the tougher requirements imposed as a result of EU standards, food-chain policies and other types of labelling have profited. In Senegal, small and medium-sized producers of fruit, fish and seafood, for instance, have found it difficult to live up to the requirements

concerning quality and the labelling of origin. Consequently, the EU has launched a programme to alleviate such difficulties. The EU's *fisheries agreement* is also discussed in the case study.

Skr. 2009/10:129

In studies of the impact of a given policy, established methods such as case studies, risk and environmental impact assessments, and econometric models etc may be useful, depending on what is to be evaluated. Several studies of impact assessments emphasise the importance of having wide-ranging, high-quality data at one's disposal, and note that extensive empirical investigation is often required as a basis on which to build.

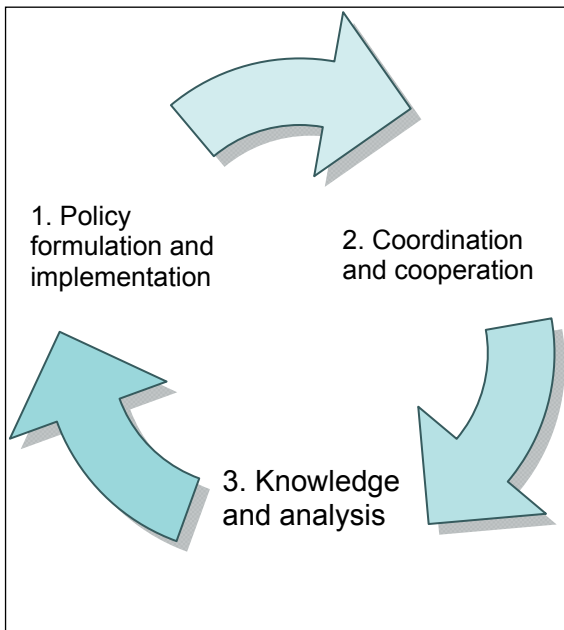
Despite the difficulties, increased analytical capacity and a closer understanding of the developmental impact of policies being pursued, or of new policy initiatives, are both essential if Sweden and other countries are to formulate more coherent policies for development and for following up on results. Only by acquiring a better understanding of what impact their policies are having can governments alter their behaviour, or at least find reason to revise policies that turn out to have adverse effects on the overall objective. The Government emphasises the need for efforts in this direction, and is therefore contributing to the further development of measurement methods by passing on experience and providing financial support to the EU and the OECD, but also by cooperating with organisations that possess expertise on development issues.²

Evaluating the impact of measures to promote policy coherence for development in OECD countries

By analysing measures that promote policy coherence for development, it is possible to evaluate the progress being made by individual OECD countries in this respect. Such analyses proceed from the fundamental assumption that greater policy coherence has a favourable impact on global development.

The Government's efforts to promote coherence in accordance with Sweden's Policy for Global Development can be illustrated by means of three mutually reinforcing parts, or key 'building blocks'. This model has been developed by the OECD and is based on comparative studies of coherence work in a number of OECD countries. It has also been used by the European Commission. The three building blocks are briefly outlined below:

² The Swedish Ministry for Foreign Affairs cooperates with bodies such as the European Centre for Development Policy Management (ECDPM) and the Center for Global Development (CGD).



1. Policy formulation and implementation

This building block refers to the way policy has been formulated, priorities made and how these have been translated into policy documents and practical action. The Government has taken a vital step by reaffirming in both this and previous communications on Sweden's Policy for Global Development³ that all policy areas – within the framework of their specific area objectives – are to seek ways of strengthening the Swedish contribution to equitable and sustainable global development. This has been duly noted in international comparisons, where Sweden's explicit ambition to ensure that all parts of the Government share responsibility for contributing to global development has attracted attention.

The Government's ambitions in this respect must not remain only a commitment. They must be put into practice. When the Government formulates its migration, trade or agricultural policies, for instance, the impact on developing countries should be clearly and carefully considered. This also applies to policy areas that at first glance may seem purely domestic in character.

In practice, this means mainstreaming a development perspective into all relevant policy formulation, whether it concerns government bills, EU policy positions or internal policy documents relating to operational planning or agency governance. It also means Swedish government representatives at international meetings and negotiations, and at meetings with civil society actors and the research community etc, contributing to a better understanding of what the development implications may be of the policies pursued by the Government.

³ *Globala utmaningar - vårt ansvar* (skr. 2007/08:89), p 6.

2. *Coordination and cooperation*

The second building block involves ensuring that policy decisions and their implementation are properly coordinated. The aim here is to create synergies and minimise any lack of policy coherence for development. If this is to succeed, efficient mechanisms will be required in the Government Offices, with consultations across ministerial lines that promote coherence in the formulation and implementation of policies.

Basically, this involves making sure that formal preparation procedures work properly, with a clear division of roles. Often, however, it is equally important to have networks or informal working groups pushing for greater coherence, cooperation, the dissemination of information and the highlighting of goals and conflicts of interest between policy areas and for procedures for dealing with them. Frequently, too, cooperation will need to involve relevant agencies with specialist knowledge and development expertise. Cooperation with external actors such as the business sector and civil society will also be required, in order to broaden commitment to the implementation of policy coherence.

3. *Knowledge and analysis*

The third component relates to do the understanding of what impact policies have on poor individuals and on groups of poor and deprived people in developing countries. Most important is ensuring enough knowledge and information is available to provide a proper basis for assessing the development implications of policy decisions, and that adequate systems are in place for this purpose.

In practice, this means ensuring sufficient capacity to analyse development consequences, but also being able to utilise existing knowledge and information from current research, from actors in developing countries and from international organisations. It may also involve making better use of expertise in agencies, in the research community and among other actors. Where there is insufficient data to enable an assessment of the development implications of policies being planned or already being pursued, resources should be made available for the purpose of initiating evaluations, studies and the like.

Performance reporting model for the Government's work on policy coherence for development in relation to the six global challenges

The reporting of work on the 18 focus areas has been structured on the basis of the three 'building blocks' described above, i.e. *policy formulation and implementation*, *coordination and cooperation*, and *knowledge and analysis*. Through the provision of selected outcomes in relation to each link in this chain, strong and weak points can be identified, thereby indicating what the Government needs to focus its future efforts on. The communication thus establishes the basis for a model for assessing performance, which will enable the Government to keep track of developments over time and between different focus areas.

Each part of the performance report contains an overall assessment of the extent to which work with the three building blocks in the model has proceeded and influenced government policies and approaches. A common set of criteria has been used for the purpose, based on the

OECD model, during preparatory work at the Government Offices. These criteria are based on what elements are deemed important in each of the building blocks described earlier in this section.

The overall assessment is categorised on a three-point scale where the Government concludes either that progress has been ‘*good*’ or ‘*relatively good*’ or that ‘*there are certain deficiencies*’. The long-term aim is for each focus area to make ‘good’ progress in all its component parts.

The overall assessment is intended to provide a ‘baseline’ – a starting point that can be used to make improvements where they are most needed, and also to illustrate how results change over time, by using the same criteria for the next round of reporting in 2012. A general description of some of the most important areas in the coming two-year period is provided in Chapter 4.

Performance report on the Government’s work on policy coherence for development based on the six global challenges

In the following, the Government provides a selection of outcomes of implementation work on the six global challenges. This is based on the objectives specified for the 18 focus areas in the 2008 communication.

The report aims to provide a picture of how work on policy coherence for development has progressed in each focus area. The examples given are structured in accordance with the performance reporting model described above. The Government is prepared to address and deal with issues of relevance for the Policy for Global Development in relation to the six global challenges on an ongoing basis. The food crisis is a case in point, and the Government gives examples at the end of this chapter (2.7) of how its efforts to deal with the crisis while maintaining a development perspective turned out.

2.1 Global challenge: Oppression

The equal worth of all people and the right to live a life in freedom are universal principles that apply to all. One of the most basic obstacles to poverty reduction and the achievement of equitable and sustainable global development is lack of freedom due to oppression. The task of protecting the rights and opportunities of individuals to assert their freedom, therefore, is crucial to the success of poverty reduction measures. Oppression comes in a variety of forms, but a common denominator is that people are deprived of control over their own lives.

In recent years, global efforts to promote human rights have brought new groups more to the fore. One anticipated result of the new UN Convention on the Rights of Persons with Disabilities is that previously marginalised groups will be given the opportunity to take part in community life.

Although democracy has made certain advances in recent years, the climate remains harsh for people around the world who risk health and life in defence of human rights. Dissidents and journalists are imprisoned and murdered, people are persecuted because of their religious beliefs, and women are dying or being severely injured by being denied both the

right to decide over their own bodies and access to contraceptives and safe abortions. Skr. 2009/10:129

As a result of the global financial and economic crisis, conditions have worsened for millions of people all over the world. The likelihood of being exposed to organised crime and human trafficking has increased, for instance, due to the fact that the progress made towards eliminating poverty has been shattered. Efforts to promote human freedom must continue to be pursued via joint, coordinated initiatives at all levels.

2.1.1 Freedom of expression

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

The right of every individual to freely express his or her opinion and to receive and disseminate information and ideas is a fundamental freedom and an essential precondition for combating all forms of oppression. Due to its longstanding and well-developed tradition of protecting freedom of expression, Sweden is well equipped to defend and promote this freedom around the world.

Policy formulation and implementation: selected outcomes

- Sweden has played a proactive role in persuading the Council of Europe's Committee of Ministers to adopt a declaration on better follow-up and monitoring of freedom of expression. The declaration is based on Article 10 of the European Convention on the Protection of Human Rights and Fundamental Freedoms. It is accompanied by a number of proposals calling among other things for measures to improve data collection, coordination, technical and political follow-up, and evaluation.
- While holding the EU presidency in 2009, Sweden helped raise the EU's profile regarding freedom of expression. Within the framework of the Common Foreign and Security Policy, EU démarches were issued and statements adopted in support of people deprived of their liberty or otherwise subjected to violence or harassment for using the Internet. Also, an EU démarche campaign was launched targeting a number of states in which freedom of expression on the Internet is restricted, including China, Vietnam, Cuba, Russia and Thailand. Within the framework of the Organisation for Security and Cooperation in Europe, the EU presidency called attention to lack of freedom of expression via a series of speeches in the OSCE Permanent Council. The topics addressed included both violence directed at journalists in Russia and Kyrgyzstan and other attempts to clamp down on the media, including the Internet, in Armenia, Azerbaijan, Kazakhstan, Turkey and Uzbekistan.
- Sweden helped focus particular attention on freedom of expression and human rights at the UN's global Internet Governance Forum (IGF). Particular emphasis was laid on the need to give the developing countries a greater say at the IGF. One direct result is that the EU now has a higher profile on issues relating to freedom of

expression on the Internet and that cooperation with civil society actors has been intensified. Work within the IGF is continuing in 2010, with a more specific focus on how the Internet can be better managed so as to meet the challenges faced by the developing countries. UNESCO has a clearly defined mandate to promote and safeguard freedom of expression at global level.

- Sweden has been proactive in developing the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, and was also one of the first countries to ratify it. The Swedish presidency chose to highlight issues concerning freedom of expression in joint EU statements in UNESCO, and Sweden also initiated an exhibition and a seminar on threatened journalists organised by UNESCO in the autumn of 2009.

Coordination and cooperation: selected outcomes

- Within the Government Offices, cooperation has been intensified primarily between foreign and IT policy in seeking to mainstream freedom of expression into work on Internet management. One result has been that human rights have become a pervasive element in the positions adopted by the EU.
- A meeting between the Government Offices, civil society organisations and the business community – held to prepare the special initiative on the promotion of freedom of expression on the Internet during the Swedish presidency – led to a closer understanding of the roles and skills of various actors, and also provided valuable input that helped shape the initiative.

Knowledge and analysis: selected outcomes

- In connection with the OSCE's Human Dimension Implementation Meeting, the Swedish presidency organised a seminar on the theme of the Internet and freedom of expression together with the Fundamental Rights Agency. As part of the effort to focus greater attention on these issues in the OSCE, this helped to spotlight the challenges and opportunities that the Internet represents in terms of freedom of expression.
- Sida has sponsored the production of a study on IT and democracy focusing on freedom of expression and citizen participation in the developing countries. Entitled ICTs for Democracy: Information and Communications Technologies for the Enhancement of Democracy – with a Focus on Empowerment, it is expected to improve understanding within development cooperation circles of the links between information technology and democracy. One of the study's conclusions is that it is important to strengthen the institutional capacity of civil society organisations while at the same time strengthening central government and public authorities so as to promote transparency and good governance.

Development assistance of relevance to the focus area: selected outcomes

- The Government has stepped up its efforts to promote democratisation and freedom of expression, and in January 2010

adopted a new policy for democratic development and human rights as part of the Swedish development cooperation programme. A special initiative has also been launched in this field. This multiyear initiative supplements the Government's other development cooperation measures on behalf of democracy and human rights and aims to strengthen actors for change, civil society groups and organisations pursuing democratisation and freedom of expression. In the budget bill for 2010, the estimated cost of this initiative is put at SEK 120 million. A number of organisations were granted funding in 2009, and Sida has received numerous funding applications for 2010.

- Sida has begun work on implementing a more sector-based media development programme encompassing legislation, economic sustainability, technical development and education. Within this framework, Sida has initiated a partnership with private industry in the Swedish and global media sector (World Association of Newspapers) in a bid to strengthen long-term economic sustainability and thus the independence of private media.

Overall assessment

The Government's assessment is that freedom of expression is an essential precondition for combating all forms of oppression. The Government has intensified its efforts to promote freedom of expression, *inter alia* by seeking to develop the great potential that new technology and new media represent in pursuit of freedom of speech. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

As regards *policy formulation and implementation*, **relatively good** progress has been made. There are a number of instances where the Government has consistently stressed the importance of and given priority to issues concerning freedom of expression from a development perspective. Cooperation between different policy areas and actors, including Sida, has been strengthened by the recent arrival of a special consultative group, which indicates that **relatively good** progress has been made as regards *coordination and cooperation*. There is a high level of awareness about development aspects of freedom of expression. Accordingly, the Government's assessment is that **relatively good** progress has been made as regards *knowledge and analysis*.

2.1.2 Sexual and reproductive health and rights

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

Although sexual and reproductive ill-health remains one of the most common causes of death and disease among poor women, and thus a serious obstacle to poverty reduction and development, many SRHR issues are still controversial.

Policy formulation and implementation: selected outcomes

- Implementation of the Government's policy for Sweden's international work on HIV/AIDS, adopted in December 2008 under the heading *Right to a Future*, has led to closer cooperation between parties in the fight against HIV/AIDS and the promotion of SRHR and gender equality. During the Swedish presidency, Council conclusions were adopted on the EU's Programme for Action to Confront HIV/AIDS, Malaria and Tuberculosis, despite the opposition of certain member states.
- As a result of Sweden's efforts to give SRHR issues greater prominence in such bodies as the UN and the EU, the Union adopted a common stance at the UN Commission on the Status of Women (CSW) meeting in March 2009, at the ECOSOC high-level segment in July 2009 and at the 15th anniversary celebrations of the International Conference on Population and Development (ICPD) in the UN General Assembly in October 2009.
- The fight against female genital mutilation continues. Sweden has conducted a political dialogue in Kampala, Uganda, that has helped the country develop its preventive work. In December 2009, Uganda passed a new law prohibiting the practice.
- The Government has embarked on a series of initiatives to intensify focus on the rights of lesbian, gay, bisexual and transgender (LGBT) persons in various connections, which included taking part in Pride festivals in 2008 and 2009. Sweden has also taken action at international level, in such forums as the UN's Human Rights Council and the General Assembly. During the Swedish presidency of the EU, Sweden and a number of like-minded countries organised a special meeting of the General Assembly to discuss the human rights of LGBT persons. These Swedish initiatives have helped make the issues of SRHR and LGBT rights considerably more visible, and they are now discussed more openly in international contexts.

Coordination and cooperation: selected outcomes

- The Government adopted an action plan in February 2009 for Sweden's efforts to implement UN Security Council Resolution 1325 on women, peace and security during the period 2009–2012. The plan also includes measures at national, regional and international level for implementing UN Resolution 1820 on sexual violence in conflict and post-conflict situations. The action plan is being implemented *inter alia* with the aid of a collaborative network encompassing various ministries and agencies and civil society organisations.
- As part of the work on implementing the Government's special initiative aimed at strengthening efforts to reduce maternal mortality, Sida has established a reference group headed by the Minister for International Development Cooperation and including representatives from the Ministry for Integration and Gender Equality, the Ministry of Health and Social Affairs, government agencies, civil society organisations and the business sector.

Knowledge and analysis: selected outcomes

- The National Board of Health and Welfare has produced two data compilations on effective methods for HIV/AIDS prevention work both among young people and among men who have sex with other men. This material has helped improve the potential for developing a consensus among Swedish actors on the links between HIV/AIDS and SRHR.
- Sweden has also contributed in clarifying the link between SRHR and gender equality by joining the other Nordic countries in organising an international meeting of experts in Oslo in November 2009, attended by government, UN and civil society representatives. This meeting yielded conclusions and recommendations that will provide a basis for the Nordic countries' further work on SRHR issues.

Development assistance of relevance to the focus area: selected outcomes

- In accordance with its action plan for combating sexual violence, Sida has contributed in Congo-Kinshasa and elsewhere to the integration of activities against this type of violence, under the current EU programme *Rehabilitation Justice in the Eastern Parts of the Congo*. One of the aims of this programme is to combat the granting of impunity for sexual violence, which also includes building up the capacity of legal institutions. Measures targeting local groups and the government groups involved in the fighting have been introduced and have helped raise awareness among them.
- As a result of Sweden's long-term policies in the SRHR sphere, Swedish basic budget support to the United Nations Population Fund (UNFPA) has more than doubled since 2003 and in 2010 stands at 423.5 million SEK.

Overall assessment

The Government's assessment is that work on sexual and reproductive health and rights continues to be of vital importance in the fight against oppression. In order to define the scale and scope of the issue more closely, the Government is reformulating the objective, which will henceforth be: *Better sexual and reproductive health and the promotion of associated rights for people in developing countries*. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The Government's clear political stand and vigorous efforts to highlight the SRHR issue in national and international policymaking shows that **good progress** has been made as regards *policy formulation and implementation*. The Government has taken a number of initiatives, engaged in various activities and underlined the importance of SRHR issues both in the Swedish debate and in international forums. A high level of cooperation within the Government Offices and with civil society and the business sector indicates that **good progress** has been made as regards *coordination and cooperation*. The Government's current training programme for enhancing knowledge and dialogue skills

at Swedish embassies shows that **good progress** has been made as regards *knowledge and analysis*. Skr. 2009/10:129

2.1.3 Organised crime with a focus on human trafficking

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

Trafficking in human beings for various forms of exploitation continues to be a severe problem. Migrants, women and children are particularly at risk, especially in countries and regions where poverty and social exclusion are widespread.

Policy formulation and implementation: selected outcomes

- The recommendations of the UN Committee on the Rights of the Child on preventive measures to combat the exploitation, abduction and trafficking of children have led Sweden to take a number of measures. One example is the special initiative to combat sexual offences committed by Swedish citizens against children abroad. This initiative is being implemented by the National Police Board and includes a website via which crimes can be reported anonymously.
- The active efforts of the Swedish EU presidency to spotlight human trafficking as an important area for cooperation under the Stockholm Programme – i.e. in accordance with the stated policy aim regarding cooperation in the justice and home affairs sector in 2010–2014 – have improved the potential for significantly more rigorous joint EU action against this practice.
- A thematic Action Oriented Paper (AOP) outlining measures for strengthening the fight against human trafficking in the EU's external relations was adopted by ministers at the Council for Justice and Home Affairs meeting in December 2009. These measures, including the establishment by the European Commission of an anti-trafficking web portal, represent an important means of strengthening relations and cooperation both with countries of origin for trafficking and with countries through which trafficking passes (transit countries).
- The Swedish presidency's ministerial conference in Brussels in October 2009 on the theme of human trafficking in the EU's external relations attracted almost 600 participants from member states, candidate countries, non-European countries, international organisations and NGOs. The conference has improved prospects for strengthening EU cooperation with non-European countries, regions and international organisations on the prevention and combating of human trafficking.

Coordination and cooperation: selected outcomes

- The Government's action plan for combating prostitution and human trafficking for sexual purposes in 2008-2010 (skr. 2007/08:167) has

resulted in the implementation of a number of measures involving close cooperation within and between the Government Offices, government agencies and international organisations. Sweden has deepened its cooperation with the International Organisation for Migration (IOM), partly through co-organising a number of events focusing on human trafficking – including the ministerial conference held in Brussels in October 2009 – and partly via Sida’s support for IOM work in places like Russia and Turkey, focusing on capacity building among judicial bodies, government agencies and civil society organisations. This cooperation has helped raise awareness and improve collaboration between the actors involved, which in turn has helped strengthen the fight against human trafficking as a whole.

- The Nordic-Baltic action group against human trafficking represents a model for cooperation between central government experts in the Baltic Sea region, involving information exchange, knowledge transfer and the implementation of joint projects between the eleven member states and the European Commission. Together with the IOM, the action group provides training for diplomats and consular staff in the Baltic Sea region, and is also producing a method manual to help embassy staff take action when confronted with suspected cases of human trafficking.

Knowledge and analysis: selected outcomes

- The Government Offices and Sida have provided support to ECPAT International (EI). The ECPAT acronym stands for End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes. The EI seeks to prevent child sex tourism and the availability of child pornography and personal advertisements with children on the Internet. Hitherto, the organisation has produced 70 country reports on the fight against the commercial exploitation of children for sexual purposes, and has contributed to the development of national action plans in a number of countries.
- Sweden has worked with the OSCE Special Representative for Combating Trafficking in Human Beings in seeking to raise awareness about human trafficking and the need for integrated efforts, *inter alia* via a seminar held to coincide with the annual meeting of the organisation’s Human Dimension in 2008. In the same year, the OSCE Council of Ministers reached a decision on enhancing criminal justice responses to human trafficking (No. 5/08).
- As of 1997, the National Police Board has acted as the national rapporteur on efforts to combat international trafficking in human beings. The rapporteur’s tenth status report on trafficking for sexual and other purposes in 2007–2008 was submitted to the Government in October 2009. The board’s reports have led both to a better understanding of what human trafficking involves and to closer cooperation between police authorities in the Nordic area and Europe. They have also led to the allocation of more resources for the investigation and prosecution of crimes.

- As a result of Sida funding to the IOM for collaborative work with ministries of justice and bar associations in Turkey and the Black Sea region, the problem of human trafficking has been brought into the open and made the general public more aware of the issue itself and of what it entails. Lawyers have been trained and a network for lawyers working against human trafficking has been set up.
- Sida's multiyear support for the UN Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-Region has enabled the countries concerned to progress both nationally and regionally in terms of multisectoral work. Preventive measures such as information campaigns, vocational training, microcredits and schooling for deprived children have been introduced, along with anti-trafficking laws and training for police. An alliance of actors has been established to reduce vulnerability among people who have had to quit their jobs in Cambodia and Thailand due to the effects of the financial and economic crisis.

Overall assessment

The Government's assessment is that preventing and combating organised crime as it applies to human trafficking remains crucial to the task of combating oppression and enabling people to exercise their rights and live their lives in freedom. In order to bring transit countries into the equation, the Government is reformulating the objective, which will henceforth be: *The reduction of organised crime and human trafficking through preventive and crime fighting measures in countries of origin, transit and destination.* The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The implementation of Sweden's action plan against prostitution and human trafficking for sexual purposes, together with the inclusion of human trafficking as an area of cooperation in the Stockholm Programme, reflects the Government's increased level of ambition in this sphere. Sweden's intensified efforts to strengthen the fight against human trafficking in the EU's external relations indicate that **relatively good progress** has been made as regards *policy formulation and implementation*. Collaborative work is proceeding smoothly both within the Government Offices and with the relevant agencies. There is, however, a need to further develop these collaborative forms and to clarify who is responsible for coordination, as a result of which the Government feels that **relatively good progress** has been made as regards *coordination and cooperation*. A close understanding of the links between organised crime, human trafficking and development has evolved at the Government Offices, and this has enabled relevant actors to formulate and implement effective counter-measures. Consequently, The Government's assessment is that **good progress** has been made as regards *knowledge and analysis*.

Over the last decade, many developing countries succeeded in harnessing the potential of globalisation to achieve high, stable growth and end economic exclusion. The economic crisis has now struck back via the same channels that had previously made these achievements possible. Open and more economically integrated countries are experiencing the severest setbacks. The financial crisis is a clear example of how events and policies in one part of the globe impact on developments elsewhere in the world. Although the crisis originated in the richer, developed world, it affects developing countries indirectly in the form of external shocks. The principal factors in the growing economic exclusion of developing countries are declining trade, a fall-off in foreign direct investment and diminishing access to international financial markets.

This trend must be reversed in precisely the same way the economic recession was transmitted to developing countries. Such a remedy will require coherent action and cross-border collaboration. The countries that were mainly responsible for the financial crisis have a responsibility to address and contain its effects. This is particularly important for confidence in economic transparency and integration as a means of achieving equitable and sustainable global development. It is equally important to counter measures that could worsen the situation of developing countries. For example, efforts must be made to check protectionist tendencies.

2.2.1 Financial markets

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

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 borrow. Land ownership rights mean security for rural and growing urban populations as these open up opportunities for credits, including microcredits, loans and mortgages.

Policy formulation and implementation: selected outcomes

- The Swedish Government has actively sought to maintain national and international financial stability. While occupying the EU presidency, Sweden played a special part in efforts to develop a collective response to the financial and economic crisis. As the presidency also gave Sweden a place at meetings such as the G8 and G20, it was able to push for broad agreements aimed at dealing with and countering the crisis and its global impact.
- Sweden contributes by supporting the efforts of the International Monetary Fund (IMF) and the World Bank Group to promote a favourable investment climate in member states and effective regulation of the financial sector. The measures adopted by the IMF and World Bank Group during the financial and economic crisis

have helped curb the effects of the crisis in financial markets in developing countries and speed up the pace of economic recovery there. Sweden supports joint IMF and World Bank Financial Sector Assessment Programmes. These assess countries' sensitivity to financial shocks and, as such, are an important tool for promoting global financial stability. Sweden has extended special support to efforts by the International Finance Corporation (IFC) to ensure trade flows to developing countries through the provision of investment guarantees against potential risks present in growth economies.

- Land issues were a focus area in the UN Commission for Sustainable Development in 2008–2009. In the negotiations, Sweden underlined the importance of national strategies for sustainable land use and clearer rules on rights and obligations with respect to land. A transparent property system also creates conditions under which women's rights to land and property can be upheld and safeguarded.
- Sweden takes part in EU and OECD initiatives to increase tax transparency and improve international exchanges of information. A Nordic project aimed at establishing agreements on information exchanges with tax havens is also in progress. Sweden supports current OECD efforts in connection with the establishment by the Development Assistance Committee (DAC) and the Tax Committee of an informal task force on tax and development. A key objective of this initiative is to identify ways in which developing countries can benefit from the improved tax transparency brought about by G20 pressure to suppress offshore tax havens.

Coordination and cooperation: selected outcomes

- Joint preparation by the Ministry of Finance and the Ministry for Foreign Affairs of matters relating to Swedish membership of the World Bank and, where relevant, cooperation with Sida and Swedish missions abroad, ensure that the development perspective is incorporated in policy-making decisions at the drafting stage. This also applies to joint preparations by the Riksbank⁴ and the Ministry of Finance of matters relating to Swedish membership of the IMF.
- An organisation strategy for the World Bank Group is currently in preparation. Its aim is to improve coordination and cooperation within the Government Offices and with missions abroad and Sida. The strategy will define objectives and forms of cooperation for undertakings with the World Bank Group during the 2010–2013 strategy period.

Knowledge and analysis: selected outcomes

- As part of the strategy for Swedish multilateral development cooperation, the Government has formulated a clearer definition of the task – assigned to missions abroad – of contributing to the World Bank Group and IMF assessment of inputs in different areas at country level. This has helped provide the Ministry for Foreign

⁴ Swedish central bank.

Affairs and Sida with a better basis for assessing the effectiveness of institutional measures and potential cooperation problems at local level.

- The Government has tasked Sida with conducting a special analysis of the effects of the economic crisis on developing countries, including the development of financial markets at local level. The analysis led to changes in terms of the direction of a number of cooperation strategies and provided background data for surrounding world analysis carried out in connection with the 2010 budget bill.
- In June 2008, the International Federation of Surveyors (FIG) and UN Habitat organised a joint seminar in Stockholm entitled Improving Slum Conditions through Innovative Financing. The seminar was a Swedish initiative promoted by the National Housing Credit Guarantee Board and the Swedish mapping, cadastral and land registration authority. Funding for the seminar was provided by the Swedish mapping, cadastral and land registration authority, the Ministry of the Environment, the Ministry for Foreign Affairs, Swedesurvey AB and the National Housing Credit Guarantee Board. The event contributed to a better understanding of the significance of financing issues for the right of poor people to housing on reasonable terms and of the role played by land surveying expertise in this connection.

Development cooperation and its relevance to the focus area: selected outcomes

- The Government recently adopted a policy for economic growth for the development cooperation. The policy particularly emphasises the need to prioritise forms of support that contribute to the development of local financial markets. The anticipated outcome of the policy, which embraces bilateral as well as multilateral development cooperation, is that support for financial systems in developing countries will be seen as having a strategic role in aid programmes.
- The Financial Sector Reform and Strengthening Initiative (FIRST) is a joint initiative launched in 2001 by several donors, including Sida, in response to the poverty effects of the financial crisis of the 1990s. FIRST provides for a rapid response designed to reduce the vulnerability of the financial systems of developing countries. It arranges for the provision of technical assistance either through multilateral institutions or the private sector, depending on needs and capacity, thereby supplementing both more traditional, long-term support for financial sector development and the more crisis-related IMF support, while closely involving the private sector. Sida's aid contribution to FIRST is currently directed at initiatives in Africa.

Overall assessment

The Government's assessment is that this focus area – financial markets – remains essential to efforts to help poor countries break out of economic exclusion. However, the Government takes the view that the focus area objective should be redefined in such a way that it does not merely apply to functioning markets at *local level*. Experience gained from the economic crisis indicates that the main problem has been poorly

functioning financial markets at *international* rather than local level. The Government will accordingly redefine the objective, which henceforth will be: *Better functioning financial markets for saving and investment in developing countries*. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Government action during the economic crisis, which coincided with the Swedish EU presidency and consequently participation in the G8 and G20 meetings, indicates that **relatively good progress** has been made as regards *policy formulation and implementation*. Sweden's profile and actions in international financial institutions testify to the Government's frequent efforts to advance the interests of poor countries. Regarding international financial institutions, established, functional policy preparation groups, where necessary incorporating the Riksbank and other agencies such as Sida and Swedish missions abroad, have long been in place in the Government Offices. This indicates that **relatively good progress** has been made as regards *coordination and cooperation*. A good deal is known about the developmental impact of relevant focus area policy adjustments, and government agencies are involved where this is deemed appropriate, which indicates that **relatively good progress** has been made as regards *knowledge and analysis*.

2.2.2 Trade in agricultural products

Objective: Increased export of agricultural products from developing countries

Agriculture is a unique instrument for economic development and poverty reduction. However, poor countries still face significant barriers to trade in agricultural products. This applies both to access by developing countries to developed markets and trade between developing countries.

Policy formulation and implementation: selected outcomes

- Sweden and the EU have strongly supported WTO and G20 initiatives designed to monitor trade barriers. These initiatives have helped restrain protectionism, which directly affects the ability of developing countries to export their products. In addition, the agreement reached by the G20 countries during the Swedish EU presidency to conclude the Doha round of trade negotiations in 2010 has contributed to the restarting of talks.
- Through the implementation of the Common Agricultural Policy (CAP) Health Check, EU agricultural policy has become less trade-distorting. Examples include reduced intervention and further decoupling of direct subsidies. A signatory to the International Plant Protection Convention (IPPC), Sweden has been proactive in the development of its recently launched, multi-year capacity-building programme aimed at helping developing countries implement international plant protection standards more effectively.
- In 2009, the transitional period for exemption of rice and sugar from the tariff reduction scheme came to an end as regards both economic

partnership agreements (EPA) with countries in Africa, the Caribbean and the Pacific Region (ACP) and the Everything But Arms initiative, thus allowing duty- and quota-free access to the EU market for all goods except military equipment. This is entirely in accord with Sweden's position in the negotiations.

- Due to dissension between member countries and within the European Commission, reform of EU preferential rules of origin has not been completed. However, this remains a high-priority issue in view of its potential importance in terms of real market access for developing countries.

Coordination and cooperation: selected outcomes

- Regular meetings are held by a trade policy reference group at the Ministry for Foreign Affairs. Attended by representatives of the business community and other interested parties, the meetings provide a platform for broad consultations on trade policy.
- Working groups in the Government Offices, working in consultation with relevant ministries and agencies on WTO-related matters, EPAs and sanitary and phytosanitary issues, help ensure that relevant aspects of development are highlighted and taken into account in ongoing negotiations.

Knowledge and analysis: selected outcomes

- The invitation to take part in a dialogue on the EPA extended by the Minister for Trade to African ambassadors based in Stockholm, along with targeted reporting assignments to the embassies concerned, have contributed to a better understanding of the wishes and needs of partner countries in negotiations.
- The National Board of Trade plays an important part in supporting the Government with trade policy analyses from a development perspective and by implementing trade-enabling development cooperation. The board's evaluation of the EU-Cariforum EPA has given the Ministry for Foreign Affairs and other ministries a better basis for assessing key development aspects in forthcoming agreements. Capacity building for trade-related development cooperation has furnished a basis for more effective utilisation of specific Swedish trade expertise in the development cooperation sphere. This is given concrete form in training programmes for developing countries.
- The project on trade and development aspects of climate labelling and standardisation launched in early 2008, including the conference held on this theme in Stockholm in 2009, has led to greater knowledge and broader involvement on the part of developing countries.

Development cooperation and its relevance to the focus area: selected outcomes

- Evaluation of EU trade-related development assistance programmes implemented in 2009 shows that the EU had already achieved the volume target for 2010 by the end of 2007, and that Sweden

increased trade-related assistance by almost 50 per cent between 2006 and 2008. Skr. 2009/10:129

- During the year, Sida support to the World Bank Multi-Donor Trust Fund on Trade and Development has yielded direct results in terms of advisory services and training programmes. These have helped strengthen the ability of developing countries to formulate their own positions and take informed decisions in the Doha round.

Overall assessment

The Government's assessment is that increased agricultural exports from developing countries to OECD countries and less trade-distorting agricultural policies remain an important factor in ending the economic exclusion of countries and people, and also in improving their conditions through reduced supply-side constraints. Expanding opportunities for developing countries to trade with one another is equally important. This focus area – trade in agricultural products – will accordingly remain in place, while its objective is redefined and will henceforth be: *Increased agricultural trade in developing countries*. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

There are several clear examples showing that the Government has consistently prioritised the focus area and translated its key objectives into relevant policy initiatives, with a resulting impact on overall EU policy. This indicates that **good progress** has been made as regards *policy formulation and implementation*. There are established policy preparation groups both in the Government Offices and involving external actors. The Government has actively sought to improve dialogue, make more effective use of external expertise and intensify knowledge exchanges between policy areas, which indicate that **relatively good progress** has been made as regards *coordination and cooperation*. A great deal is known about the developmental impact of trade in agricultural products. Government agencies, whose contributions include well-grounded analyses, are extensively involved in this area. Although knowledge gaps still exist in terms of translating focus area objectives into policy at micro level, particularly with regard to impacts on social groups, **good progress** has nevertheless been made as regards *knowledge and analysis*.

2.2.3 Swedish trade and investment

Objective: A better trade and investment climate in developing countries which benefits local business development and Swedish business interests.

Swedish companies contribute, with trade and investment, to the generation of economic growth in developing countries through higher employment, technology and knowledge transfer, and through tax revenues. This contribution is strengthened when companies embrace corporate social and environmental responsibility. Government efforts to

frame and implement trade policy aimed at boosting free trade and development are likewise of major relevance to the objective. Skr. 2009/10:129

Policy formulation and implementation: selected outcomes

- The Business and Development Council recently established by the Government with the aim of turning the experience, expertise and resources of the Swedish business sector to account is expected to contribute to the implementation of Sweden's Policy for Global Development. As a leading entity within the larger Network for Business and Development, the council will be expected to contribute to the existing body of knowledge about conditions conducive to a better business climate, increased trade, and investment in developing countries.
- The EU Conference on Corporate Social Responsibility (CSR) held in Stockholm during the Swedish presidency helped improve knowledge about and support for Protect, Respect, Remedy, a UN policy framework on business and human rights. This was reaffirmed in the Council conclusions adopted by the EU foreign ministers in December 2009. The conference also put forward proposals on the first stage of the process of incorporating the framework into EU policy-making. A number of activities spanning all policy levels have been implemented as part of the CSR cooperation agreement between Sweden and China. These include training programmes for provincial trade authorities aimed at enhancing awareness among Chinese companies as well as Swedish enterprises based in China of working conditions, environmental concerns and industrial pollution etc.
- During its EU presidency, Sweden played a highly proactive role at the latest Conference of the Parties to the UN Convention against Corruption (UNCAC) held in Doha in November 2009, at which states parties agreed to adopt an UNCAC review mechanism. This is viewed as a major step forward; among other things, it gives participating countries access to a tool to support implementation of the convention. In the long run, reduced corruption is expected to promote conditions conducive to a better climate for business development, investment and increased trade.

Coordination and cooperation: selected outcomes

- The Government CSR reference group, whose participants include business sector representatives and civil society actors, acts as a platform for dialogue and exchanges of experience, resulting in further development of CSR policies and practices by Government and business sector alike.
- Regular collaboration under the direction of the Ministry for Foreign Affairs takes place between private sector actors represented by the Swedish Association for UN Business (SWEUNB) and state actors engaging with the UN, such as the Ministry of Defence, the Ministry of the Environment and the Ministry for Foreign Affairs, as well as relevant government agencies. This has not only resulted in greater coordination of Swedish-UN relations but is also expected to enable the Government and the business sector, working together, to offer

integrated solutions that will contribute to UN efforts for peace and poverty reduction. Examples of integrated solutions developed and presented to the UN include temporary refugee reception centres and field medical care.

Skr. 2009/10:129

Knowledge and analysis: selected outcomes

- The EU conference on government and corporate social responsibility, entitled Protect, Respect, Remedy, was held in Stockholm in November 2009. Its point of departure was a report by the UN Special Representative on Human Rights and Transnational Corporations and Other Business Enterprises. The conference was attended by a wide range of actors, including representatives of EU member states and candidate countries, the business community, the trade union movement, the research community and civil society. Participating EU enterprises saw the conference as a major step towards a clearer definition of their roles in safeguarding the principles of corporate responsibility.
- The Swedish embassy in New Delhi has performed an analytical overview of Indian needs in two areas prioritised by the Swedish Government – the environment and multi-actor cooperation – and sought to match them against Swedish expertise in environmental technology. This has resulted in collaborative project involving the embassy, Sida, the Swedish Trade Council. The Swedish Agency for Growth Policy Analysis (formerly the Institute of Growth Policy Studies, ITPS) and the Invest in Sweden Agency (ISA). Delegation visits, seminars and preliminary studies in these areas are being planned in collaboration with Swedish companies, with joint ownership and funding from the Swedish Energy Agency, the Ministry of Enterprise, Energy and Communications, Sida and others.

Development cooperation and its relevance to the focus area: selected outcomes

- Working in close cooperation with Sida, the Swedish Geological Survey (SGU) has developed a concept for aid funded multi-actor cooperation in the minerals sector. SGU is seeking to promote mutual collaboration between a broad range of actors from Sweden with corresponding clusters in partner countries through the establishment of Meeting Points Mining. Joint pilot projects will be launched in South Africa, Botswana and Namibia in the spring. Meetings, training programmes, cooperation between companies, etc. are expected to improve conditions for sustainable mineral extraction, increased trade and economic growth.
- Sida has developed a new programme for collaboration with the business sector, in Sweden, internationally and in partner countries. Companies, organisations, public authorities and other donors are currently collaborating on the construction of new models and instruments for private-public cooperation. This undertaking is aimed primarily at supporting the development of goods and services for poor people, and at devising innovative financing models for

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mobilising private capital and addressing market failures in the health and other sectors.

Overall assessment

The Government's assessment is that there is considerable potential for strengthening Swedish trade and maximising the contribution of investment to efforts to help poor countries break out of economic exclusion. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The establishment of the Business Development Council along with government efforts to promote corporate social responsibility through the CSR conference and in other ways during the Swedish presidency is the ground for affirming that **good progress** has been made as regards *policy formulation and implementation*. Established and effective collaboration within the Government Offices that includes the business sector and external actors indicates that **good progress** has been made as regards *coordination and cooperation*. There is still scope for improving knowledge about and integrating an explicit development perspective in the work of promoting Swedish trade and investment, which would indicate that **relatively good progress** has been made as regards *knowledge and analysis*.

Example: The Business and Development Council

The Business and Development Council was established by the Government to ensure that the collected experience and expertise of Swedish business and public sector actors can be turned to account and thus contribute to global development and poverty reduction. The council is part of a large network of private and public sector actors, known as the Network for Business and Development (NBD).

The council is intended to serve as a forum for mutual exchanges of experience and dialogue between high-level representatives of the Swedish business sector and its organisations working with development cooperation activities and/or developing countries on the one hand, and relevant public sector actors mainly engaged in development cooperation activities, foreign trade and/or trade and investment promotion on the other. Other areas of key importance for implementation of the Policy for Global Development are also involved, such as enterprise, environmental, agricultural and health policy. The council will focus initially on ways in which Swedish enterprises, organisations and government agencies can contribute to the global challenge of economic exclusion.

A working group at senior official level – the Business and Development Group – has been set up to serve as a hub within the NBD and to prepare and follow up matters for consideration by the council. The creation of structured forums for dialogue and exchanges of experience in developing countries through the establishment of national and regional consultations within the NBD is a matter of urgency. Through regular dialogue, concrete experience can be discussed and important lessons learned and fed into the NBD, into the implementation of policy coherence for development and into Swedish development cooperation

projects and programmes. To ensure coherent Swedish action, NBD consultations must take place on a regular basis under the administrative direction of the Swedish ambassador or diplomatic missions, in close cooperation with Swedish Trade Council offices and other official Swedish representations. The work of the NBD is to be consultative in nature.

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2.3 Global challenge: Migration flows

Today, some 200 million people are living outside their countries of origin. We know that the development potential of migration is by no means fully realised. Migrants now have more opportunities than ever to contribute to development in their countries of origin. Today, the main challenge is to enhance the positive effects of migration on development and minimise the negative effects. Statistics from 2009 indicate that internal displacement, involving some 740 million people, is almost four times the size of the international flow of refugees (200 million), and that only about a third of the latter group migrates from developing countries to richer countries. Both displacement and international migration are affected by the global crises: the financial and economic crisis, the food crisis and climate change. All of these crises drive migration and greatly influence its developmental outcome, due to factors such as employment opportunities and unemployment, financial flows, including remittances (which fell by 10 per cent in 2009), and opportunities for people to invest and earn a living in their country and area of origin.

The global trend is that the number of refugees is declining, while the number of internally displaced persons (IDPs), particularly urban displaced persons, is on the increase. In 2009, the estimated number of refugees in the world was 16 million and the number of IDPs almost 27 million, of which almost half were located in Africa. Coordinated efforts to find durable solutions for refugees can lead partly to less pressure on countries of destination, since people return to their countries of origin or travel on to settle elsewhere, and partly to people helping countries of destination develop through local integration. Interstate and intrastate conflicts remain the principal reason why refugee and internal displacement situations develop, increasingly so when combined with the effects of the global crises, e.g. the depletion of natural resources as a result of climate change.

In revising the objective for the Migration expenditure area in 2009, the Government specified that Sweden's migration policy now aims to consider and promote the developmental effects of migration. If migration is to promote development, both governments in countries of origin and countries of destination and the international community as a whole must harness its potential in relevant legislation, policy formulation and practical action, and as part of the drive for a coherent policy for development.

Objective: To enhance the developmental impact of labour immigration to Sweden and the EU

Labour immigration represents a considerable development potential, for individual migrants, for their families, for countries of destination and for the developing countries that the migrants come from. When migrants return, temporarily or permanently, the new knowledge and experience they bring with them can help their countries of origin to develop.

Policy formulation and implementation: selected outcomes

- Sweden's new rules for labour immigration that entered into force in December 2008 have made it easier for third-country nationals to come to Sweden to work and for Swedish employers to recruit labour from outside Europe. To spread information regarding the new rules, the Swedish Institute has created an informative web portal at the Government's request. During the first year during with the new law, almost 18 000 work permits have been issued. This legislation has the potential to enhance the developmental impact of labour immigration, e.g. via remittances and the transfer of knowledge and experience. Instruments for evaluating impact, however, are still lacking.
- The EU's five-year programme for justice and home affairs 2010–2014 (the Stockholm Programme) was adopted during the Swedish EU presidency. Sweden was a driving force behind the inclusion of a special section about migration and development. It stresses the importance of taking measures both to realise the development potential of migration for third countries and to improve people's livelihood options and decent working conditions in these countries.
- The EU's commitment to enhancing the developmental impact of migration has been strengthened as the result of a number of Council conclusions adopted since 2008. The conclusions adopted on migration and development, as part of the EU's efforts to promote policy coherence for development, have given the Commission and the Member States clearer guidance on how to proceed in their continuing work in this area.

Coordination and cooperation: selected outcomes

- The work of formulating the substance of the EU Mobility Partnership with Moldova and Georgia has helped improve coordination and opportunities for coherent action between Swedish actors (including the Public Employment Service, the Swedish Migration Board, Sida and the Government Offices).

Knowledge and analysis: selected outcomes

- The conference during the Swedish EU presidency conference, entitled *Labour Migration and its Development Potential in the Age of Mobility*, in Malmö in October 2009 has contributed to policy development in the EU by engendering an open dialogue on the EU's need for labour immigration and on circular migration and its

developmental impact. The conference conclusions were confirmed in Council conclusions in November 2009. The European Commission was tasked with i.e. investigating the prospects for improving matching in the labour market by enhancing cooperation between actors, Member States and third countries, and of conducting a study on circular migration and its developmental impact.

- The government-appointed parliamentary committee on circular migration and development has been commissioned to examine the preconditions for migration to and from Sweden, to analyse the links between migration and development, and to consider the implications of greater mobility both for Sweden and for countries of origin. The Committee is to propose measures that could help facilitate circular migration to and from Sweden, with a view to enhancing the positive impact on developing countries.
- As of December 2008, the Swedish Migration Board has been required to provide statistics on the number of permits granted for each of the ten most widely represented professions that labour immigrants occupy. This makes it possible to monitor any increases in the number of labour immigrants from particularly vulnerable sectors of society in developing countries.

Development assistance of relevance to the focus area: selected outcomes

- One result of Sweden's participation in the Mobility Partnership between the EU and Moldova is an EU-funded project headed by the Swedish Public Employment Service. The project seeks to promote voluntary return migration and the reintegration of Moldovan citizens, to collect and disseminate information on legal channels of immigration to Europe, and to boost the positive developmental impact of migration for Moldova. A further example is the decision by Sida in 2009 to financially support the Georgian Civil Registry Agency, which is e.g. responsible for monitoring migration flows to and from Georgia.
- Sida has continued in 2009 to contribute funding to the Söderköping process being implemented by the Swedish Migration Board. This aims to strengthen the capacity of countries of destination to establish a legally secure and effective asylum system in accordance with international and European standards. The project focuses primarily on cooperation with Ukraine, Moldova and Belarus.

Overall assessment

The Government's assessment is that labour immigration to Sweden and the EU remains a key component in efforts to harness the development potential of migration. To ensure greater clarity, the Government is revising the objective for this focus area, which will henceforth be: *Enhance the positive effects on developing countries of circular migration to and from Sweden and the EU.* The focus area will now be renamed *Circular migration to and from Sweden and the EU.* It is through measures such as facilitating the circular migration of labour immigrants, students and other migrant categories that the positive

developmental impact of migration is best promoted. As a result of this revision, the objective for the focus area *Remittances and the transfer of skills and knowledge to developing countries* is also redefined, since circular migration is a component of the latter part of this objective (i.e. in the form of contributions to development in countries of origin by diaspora groups and entrepreneurs with immigrant backgrounds). The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Revision of the objective for the *Migration* expenditure area (U08) so as to incorporate the developmental impact of migration, together with the new rules for labour immigration, the initiative to include a section on migration and development in the Stockholm Programme, and the EU presidency conference focusing on labour immigration and circular migration, all indicate that **good progress** has been made as regards *policy formulation and implementation*. There are established networks for *coordination and cooperation* between relevant actors. There is however scope for strengthening the development perspective further in the policy for labour immigration, as a result of which the Government finds that **there are certain deficiencies** as regards *coordination and cooperation*. The government-appointed parliamentary committee on circular migration and development that has now begun work, and the Swedish Migration Board's mandate to report labour immigration statistics, together show that **relatively good progress** has been made as regards *knowledge and analysis*

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

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

The transfer of capital, knowledge and experience to migrants' countries of origin can promote development. Remittances can contribute to development by being invested both in production and in areas such as better health and education. The value of remittances can be increased by making transfers safer and cheaper. Knowledge can also be transferred through so-called social remittances, which includes both networks and values.

Policy formulation and implementation: selected outcomes

- In the Stockholm Programme's section on migration and development, the European Commission is given the task of presenting by 2012 proposals on how the transfer of remittances can be made safer and cheaper, how the developmental impact of remittances can be improved, and the possibility for establishing an EU portal for information about transfer costs. Under the mandate, the Commission is also required to present proposals on how the EU Member States might support the development initiatives of migrant diaspora groups in their countries of origin, and to examine the links between climate, migration and development.

- The annual Global Forum on Migration and Development (GFMD) was established in 2007 and provides a unique platform for dialogue between states on policy issues and lessons learned in this area. As the result of Sweden's initiative at the first GFMD meeting in 2007, policy coherence for development has become a standing item on the GFMD's agenda. Following another Swedish initiative, the EU adopted a common position for the first time at the GFMD meeting in Athens in November 2009. Sweden has contributed financially to all GFMD meetings to enable the participation of delegations from developing countries.
- The Government's initiative, the Kosmopolit project, targeting foreign-born nationals as a resource in trade promotion, aims to make use of the knowledge and contacts they possess and which place them in a particularly good position both to pursue trade and to offer guidance to other Swedish enterprises. Kosmopolit can be expected to help give developing countries greater access to the Swedish market and improve these countries' chances of attracting foreign investment.

Coordination and cooperation: selected outcomes

- The Government has begun establishing a migration policy network of Swedish organisations to supplement the existing refugee policy network. Since 2008, the Ministry of Justice has been heading an informal policy preparation group for migration and development containing representatives from relevant ministries and agencies (including Sida and the Swedish Migration Board). These networks contribute to further cooperation, collaboration and exchanges of information and experience, in the complex area migration and development.
- The forum established by the Government for the internationalisation of higher education is helping to pave the way for more extensive cooperation between the various agencies and organisations engaged in the reception of foreign students. One of the points of discussion is how universities and colleges can become more actively involved in Sweden's Policy for Global Development.

Knowledge and analysis: selected outcomes

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

- During the year, Sida has contributed financing to support the World Bank's *Migration and Remittances Studies*, which are expected to be completed in the spring of 2010. The aim of these studies is to learn more about migration and remittances in sub-Saharan Africa, including their scope and scale, the reasons for sending them and the extent to which they help reduce poverty.

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Aid of relevance to the focus area: selected outcomes

- The Government has contributed to the project 'Investment Cooperation with Entrepreneurs from Immigrant Backgrounds' which is being undertaken by Swedfund International AB in collaboration with Swedish entrepreneurs with backgrounds from Asia, Africa, Latin America and Eastern Europe outside the EU. The project supports business ideas with the potential to become viable enterprises in the entrepreneur's country of origin. In 2009, over 50 business ideas were received (primarily relating to health, energy, ICT and manufacturing). In cooperation with the entrepreneurs themselves, Swedfund has transformed about half of these ideas into business plans, of which two targeting Iraq have now been approved.
- If migration issues are to be advanced in Swedish development cooperation, these must be addressed at the analysis stage and given prominence in bilateral and multilateral cooperation strategies. Migration is featured in Sida's analytical tools *Integrated Economic Analysis* and *Social Analysis*. Migration and/or refugees are now mentioned in about 85 per cent of current strategies for bilateral development cooperation. There are, however, few strategies that contain any in-depth discussion of the issues, and even fewer make reference to migration in the parts dealing with the objectives and direction of cooperation.

Overall assessment

The Government's assessment is that remittances to developing countries continue to be an important part of efforts to harness the development potential of migration. The Government is reformulating the objective for this focus area, which will henceforth be: *Work to ensure safer and cheaper remittances from Sweden to developing countries, and to enhance their developmental impact*. The focus area is re-named *Remittances from Sweden to developing countries*. This change is due to the proposed revision of the objective for the first focus area and will help clarify the policy. Since the first focus area, which is now concentrated on circular migration, will cover contributions to development in developing countries from both migrant diaspora groups and entrepreneurs from immigrant backgrounds, this focus area will concentrate primarily on securing safer and cheaper remittances as a way of enhancing their developmental impact. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The Government has succeeded in influencing policy discussions on the links between migration and development both within the EU and the GFMD, but has been less successful in its undertakings concerning remittances and diaspora contributions to development in developing

countries. The overall assessment, therefore, is that **relatively good progress** has been made as regards *policy formulation and implementation*. The informal policy preparation group for migration and development headed by the Ministry of Justice in cooperation with other ministries and agencies shows that **relatively good progress** has been made as regards *coordination and cooperation*. It still remains, however, to secure unequivocal ownership of issues concerning remittances and the promotion of contributions to development by diaspora groups. **There are certain deficiencies** as regards *knowledge and analysis*. As a basis for future policy formulation, there is a need to learn more about remittances from Sweden to developing countries and also about diaspora groups and their contributions to development.

2.3.3 Protection and durable solutions for refugees

Objective: Durable solutions for people in need of protection

If Sweden is to effectively help solve the situation of refugees and internally displaced person (IDPs), initiative will be required both in the long-term development cooperation area and in the humanitarian aid and migration areas. Efforts to boost international cooperation will also be needed. Broad-based solutions and joint strategic action can help reduce the burden on countries accommodating large refugee populations, and can also enhance capacity building in these countries and contribute to development in entire regions.

Policy formulation and implementation: selected outcomes

- Sweden is the fourth largest donor to the UNHCR, and this contribution helps make possible the organisation's wide-ranging activities as the agency responsible for refugee issues in the international community. The UNHCR operation covers both efforts to protect refugees and IDPs and policy work in refugee-affected countries designed to help host governments arrive at the best possible solutions.
- During the Swedish EU presidency, the Council and the European Parliament adopted a common position on the establishment of a European support office for asylum issues. Negotiations were successfully pursued in the Council on a proposal to establish a common resettlement programme for the EU. Formal decisions are expected in early 2010 both on the support office and on the resettlement programme.
- An agreement has been reached on the Stockholm Programme, which covers issues such as future EU cooperation on asylum and migration policy in 2010–2014. Among the measures agreed upon is further expansion and development of the regional protection programmes and an increase in the total volume of resettlement to the EU. Under the programme, all further action in this area should be taken in close cooperation with the UNHCR and other relevant actors.

- In 2009, a total of 1 735 people were granted what is termed re-establishment support for voluntary return to a country where such a course is problematic due to the prevailing situation. As of 2009, this support – which previously applied to people returning to Afghanistan, Iraq and Somalia, and to stateless Palestinians from the Gaza Strip – can also be granted to people returning to another 20 countries or regions, most of them in Africa.

Coordination and cooperation: selected outcomes

- Through practical action, Sweden has demonstrated the importance of international cooperation in seeking solutions to protracted refugee and IDP situations. The Swedish Migration Board has been instructed by the Government to work closely with the UNHCR to resettle in Sweden people in need of protection as a result of refugee situations around the world, under a special resettlement programme. The Swedish refugee quota for 2009 was 1 900 persons, primarily from refugee situations in areas adjacent to Iraq and Afghanistan. They will now be resettled in Sweden.
- Sweden has contributed to closer cooperation on refugee issues between African countries by providing financial support to help the African Union hold its extraordinary summit meeting in October 2009 on refugees and IDPs. The convention adopted at this summit is valuable since it formally recognises internally displaced persons as a refugee category, in contrast to the status currently accorded the group as a result of the UN's guiding principles on IDPs.

Knowledge and analysis: selected outcomes

- Sweden was proactive in ensuring the adoption of the UNHCR's 2009 conclusions on international protection in protracted refugee situations. The conclusions are of a consultative nature but affect how international humanitarian law is interpreted since they were adopted by the UNHCR Executive Committee by consensus.
- As chair of the Annual Tripartite Consultations on Resettlement (ATCR), the Swedish Migration Board has offered encouragement to countries preparing to establish resettlement programmes – such as Switzerland, Germany, Bulgaria, Italy and Spain – and has provided them with assistance in the form of knowledge and experience.

Development assistance of relevance to the focus area: selected outcomes

- In the humanitarian sphere, Sweden gave the UNHCR a core contribution of SEK 620 million in 2009. In addition, Sida contributed an additional SEK 100 million in humanitarian aid. The Ministry for Foreign Affairs has also given core contributions to the International Red Cross Committee (ICRC), Displacement Solutions and Brookings Berns to assist their work on protecting refugees and IDPs and to promote durable solutions to refugee situations.
- Within the framework of Sweden's bilateral cooperation strategies, initiatives have been implemented *inter alia* in Bangladesh and the Democratic Republic of the Congo (DR Congo), in pursuit of

sustainable solutions to protracted refugee situations. In this context, it is primarily a case of helping to create conditions for voluntary return and local integration. Skr. 2009/10:129

Overall assessment

The Government's assessment is that protection and durable solutions for refugees, focusing on the three solutions to refugee situations that the international community is prioritising – local integration, voluntary return and resettlement – continue to be of crucial importance and should therefore be retained as a focus area. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Swedish support to various humanitarian organisations has facilitated their direct efforts to find durable solutions for people in need of protection. During the Swedish presidency, negotiations in the asylum area in the EU have progressed and practical results have been achieved on several points, which indicate that **good progress** has been made as regards *policy formulation and implementation*. In the development and humanitarian spheres, well-developed forms of cooperation are in place both internally and internationally. The Swedish Migration Board is working closely with the UNHCR to resettle refugees and others in need of protection. Internal interaction between the development, humanitarian and migration spheres, however, can be improved further, which indicates that **relatively good progress** has been made as regards *coordination and cooperation*. The various ministries and agencies have sound knowledge of the issues, their own analytical capacity and good informational exchanges with other relevant actors, which make for well-grounded decisions and an efficient work process. However, there are benefits to be gained from spreading this knowledge more widely among the various actors, which indicates that **relatively good progress** has been made as regards *knowledge and analysis*.

2.4 Global challenge: Climate change and environmental impact

Climate change and environmental impact are exerting a substantial and growing strain on all the countries of the world. The adverse effects they have will hit the poorest and most vulnerable countries hardest. Dealing with the effects of climate change and their negative impact on the environment is therefore crucial to the goal of global sustainable development. Under the UN Framework Convention on Climate Change, the EU is pressing for a globally and legally binding agreement stipulating that the average increase in temperature at the earth's surface should not be allowed to exceed two degrees Centigrade. It failed to achieve this at the UN climate conference in Copenhagen in December 2009. The Copenhagen Accord represents an important basis for further action in pursuit of a new, comprehensive climate change agreement after 2012.

Both the importance of sustainable urban development for climate change and the linkages to poverty reduction are receiving increasing

attention. In Africa and southern Asia alike, urbanisation is proceeding rapidly, and today it is estimated that 40 per cent of Africa's population is living in urban areas. Global urbanisation has important implications for sustainable development in a number of ways, particularly as an engine of economic growth and in that it provides opportunities for investing in environmentally sustainable solutions in terms of energy, transport and water systems.

The sustainable use of natural resources and biological diversity are both closely linked to the safe management of chemicals. Chemical production, trade and usage are all increasing rapidly in developing countries. There is a risk that the positive economic effects of this development may be undermined by the lack of capacity in many countries for dealing with the complex health and safety aspects of chemical management. The chemical industry is in large measure global in character and accounts for eleven per cent of total world trade.

2.4.1 Climate- adaptation and emission reduction

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

Greenhouse gas emissions affect the climate wherever they occur on the planet. Climate change undermines efforts to reduce global poverty and achieve sustainable development. There was a considerable degree of political mobilisation in 2009 at both national and international level to confront climate change and deal with the unavoidable negative effects, and this task remains a top priority in Sweden. Despite such widespread involvement, the countries of the world failed to reach an agreement on limiting climate change.

Policy formulation and implementation: selected outcomes

- Sweden played an important role as the EU presidency holder at the international climate negotiations. Under Sweden's leadership, the EU moved forward its positions. It specified, for instance, what action was needed to help developing countries in the adaptation process, and this had an impact on the negotiations. The REDD+ area of negotiation, which aims to reduce greenhouse gas emissions caused by deforestation and non-sustainable forestry practices, was developed further. The importance of capacity building for tackling climate change was an important cross-sector issue that also won support.
- In the Council conclusions on climate and development, the EU made clear that climate change will generate new costs in developing countries and warned that efforts to combat poverty and meet the Millennium Development Goals must not be jeopardised. The Council conclusions also clarified how climate-related measures in developing countries might be supported, placing special emphasis on the needs of the least developed and most vulnerable countries. In Copenhagen, the developed countries agreed to

contribute USD 30 billion during the period 2010–2012 for adaptation and emission reduction purposes. They also adopted a target whereby they are to mobilise USD 100 billion per year up to 2020 for climate change measures in developing countries. Sweden will contribute approximately SEK 8 billion in financial support in 2010–2012.

- In 2009, the Government presented a cohesive climate and energy policy in two bills submitted to the Riksdag. One of the proposals established a target of a 40 per cent reduction by 2020 in greenhouse gas emissions not covered by the EU's trading system, and called for an integrated programme of action for achieving this target.
- Sweden has actively supported the development of a ten-year framework of programmes for sustainable consumption and production (SCP) under the Marrakech Process. One recipient of Swedish support has been an international working group on lifestyles, which has undertaken projects in 43 developing countries aimed at influencing policy direction and identifying tools for changing unsustainable consumption and lifestyles.

Coordination and cooperation: selected outcomes

- Climate change management extends to a number of different policy areas. Sweden has coordinated work on the international climate negotiations at several levels, and this has helped strengthen and clarify the development perspective in Sweden's negotiating positions. Relevant agencies and civil society organisations have contributed to the Swedish positions through regular progress checks and reconciliation.
- At EU level, Sweden has coordinated work both in preparation for the climate negotiations in Copenhagen and at the meeting itself, as well as in other contexts where it has represented the EU, e.g. at the Major Economies Forum for Energy and Climate.

Knowledge and analysis: selected outcomes

- There is close cooperation between the Government Offices and relevant agencies such as the Swedish Environmental Protection Agency, Sida and the Swedish Energy Agency at the international climate negotiations. Reports on climate-related issues sent in by the Swedish embassies have boosted the availability of relevant information at the negotiations.
- In many respects, environment and climate are clearly linked to peace and security. Sweden organised a conference on the environment, climate change and security in 2009. The purpose of the conference was to deepen knowledge about the link between these areas and to discuss possible solutions, and also to give Swedish measures greater focus by acquiring a closer understanding of the causal links.
- Global food production accounts for an estimated 25–30 per cent of all climate-changing gas emissions. In November 2009, the Government and the European Commission jointly organised a conference on climate-smart food. Among the topics discussed was

how climate impact in the food sector could be reduced without inhibiting free and open trade. Skr. 2009/10:129

Development assistance of relevance to the focus area: selected outcomes

- By supporting the Convention on Biological Diversity (CBD), the Commission on Genetic Resources for Food and Agriculture (CGRFA) at the UN Food and Agriculture Organisation, the International Treaty on Plant Genetic Resources (ITPGR), and the Cartagena Protocol on Bio safety, Sweden is facilitating measures for preserving, sustainably using and fairly distributing the profits and benefits of biological diversity and ecosystem services.
- By providing both financial aid and expertise, Sweden is helping to improve the joint administration of cross-border/shared water resources in Africa and Asia, since climate change there is largely manifested in altered flows of water.

Overall assessment

The Government's assessment is that support for both adaptation to climate change and the reduction of global emissions remains vital if poverty alleviation and equitable and sustainable global development are to be respected and strengthened in efforts to meet the challenge of climate change and environmental impact. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Examples show that the Government has frequently and consistently prioritised and applied the objective for this focus area when formulating national and European climate policy, which indicates that **good progress** has been made as regards *policy formulation and implementation*. Efforts have been coordinated at several levels and with relevant actors, which indicates that **good progress** has been made as regards *coordination and cooperation*. The Government has initiated the International Commission on Climate Change and Development and has also helped bring about a number of climate-related conferences, which indicates that **good progress** has been made as regards *knowledge and analysis*.

Example: The International Commission on Climate Change and Development

The Government established the International Commission on Climate Change and Development (CCCCD) in October 2007. The Commission has studied adaptation to climate change and how it relates to risk reduction in the developing countries, focusing in particular on the human dimension and on how the resilience of vulnerable people and societies can best be strengthened. On 14 May 2009, the Commission submitted its report to the UN Secretary-General during the meeting of the UN Commission on Sustainable Development (CSD) in New York. The report presents conclusions of relevance to development cooperation in a changing climate and makes specific recommendations as to how the international

community might establish institutional frameworks to strengthen the resilience of vulnerable people and societies. In response to the recommendations of the CCCD, the UN Secretary-General is planning to appoint a high-level panel to study the question of climate and development and associated issues. The CCCD report was also of key importance to policy development during the Swedish EU presidency and represented an important contribution both to the joint communication from Sweden and the European Commission on climate change and development and to the Council conclusions on this subject.

2.4.2 Chemicals management

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

Due to the fact that hazardous chemicals are increasingly being produced and used in poor countries with inadequate controls, there is a growing risk that the handling of them will result in severe health and environmental problems. Lack of knowledge and proper controls may also lead to reduced trade and lower growth.

Policy formulation and implementation: selected outcomes

- At the Fourth Conference of the Parties to the Stockholm Convention on Persistent Organic Pollutants (COP4, May 2009), agreement was reached on phasing out a further nine highly dangerous pesticides, including PFOS, following active efforts on Sweden's part. This decision is expected to help reduce emissions of these harmful substances, which are broken down slowly in the environment.
- At the Second Conference of the Parties on a global chemicals strategy in May 2009, it was decided to embark on a joint international programme to improve information on the presence and levels of hazardous substances in products. Sweden has taken a leading role in this work.
- Sweden has pressed for a legally binding instrument targeting mercury to be negotiated by the end of 2012. A decision to enter into negotiations was taken at a meeting of the UNEP board in February 2009. The first round of talks will be held in Sweden in June 2010.
- In November 2009, the EU's Plant Protection Products Directive was adopted. This contains strict decision criteria relating to health and environment as well as rules concerning the substitution principle, both of which are important principles in efforts to reduce the risks associated with the use of pesticides.

Coordination and cooperation: selected outcomes

- Sweden is coordinating its international work on safe chemicals management at several levels. At senior official level, the efforts of various ministries and relevant agencies – such as the Swedish

Chemicals Agency, the Swedish Environmental Protection Agency and to some extent Sida – are regularly coordinated. Skr. 2009/10:129

- The reports that the Government Offices have been receiving from the Swedish Chemicals Agency over the years, concerning how the agency both as part of its own activities and in cooperation with other actors has proceeded in seeking to meet its obligations under the Policy for Global Development, have helped strengthen efforts in this focus area.

Knowledge and analysis: selected outcomes

- Sweden has initiated and financed a number of studies and projects under the global chemicals strategy in preparation for the negotiations on a legally binding mercury convention. These include a study on better access to information on chemicals in products, another on trading in goods containing heavy metals, and a third on the cost of failing to act in the chemicals area. These have contributed data of considerable value for the work being undertaken nationally, within the EU and in the international negotiations.
- In connection to the negotiations on the EU's REACH legislation on chemicals, a number of analyses were carried out, including one on the implications for the developing countries. This showed that for most of the countries, the changes introduced as a result of such legislation would be manageable, and that there were benefits to be had in the form of better access to information on the properties of the various substances.

Development assistance of relevance to the focus area: selected outcomes

- Sida and the Swedish Chemicals Agency have been cooperating in the chemicals area since 2006, bilaterally, regionally and globally. Swedish cooperation helped Serbia adopt a new chemicals law in 2009. Also in 2009, both Vietnam and Serbia established new chemicals control agencies. Tanzania has produced a draft amendment to its chemicals legislation. Swedish cooperation has also helped the UNEP and UNDP to develop guideline documents for countries wishing to strengthen their chemicals controls, and to develop the monitoring of persistent substances in African countries.
- As a result of Swedish support for the new Basel Convention-led partnership programme Action on Computing Equipment (PACE), tools are being produced to support the developing countries in their efforts to establish environmentally sound systems for the disposal of used and spent computer equipment.

Overall assessment

The Government's assessment is that chemicals management continues to be a key element in work on climate change and environmental impact. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Sweden is striving to reduce the use of hazardous chemicals in all countries, which indicates that **good progress** is being made as regards *policy formulation and implementation*. Coordination is proceeding at

several levels and with relevant actors, which indicates that relatively **good progress** has been made as regards *coordination and cooperation*, but there is a need for even closer cooperation as a means of strengthening development potential in this area. Sweden has initiated several studies on chemicals usage and its impact on developing countries, which indicates that **good progress** has been made as regards *knowledge and analysis*.

2.4.3 Sustainable urban development

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

Over half of the global population now lives in urban areas, and much of the world's energy consumption, environmental problems and to a growing extent global poverty is concentrated here. Urban areas can also, however, be resource-efficient centres generating economic growth and an increased supply of public services, and can thereby contribute to solutions to both poverty-related and environmental problems.

Policy formulation and implementation: selected outcomes

- Via the SymbioCity concept, Swedish expertise in the fields of environmental technology and sustainable urban development has been presented in the international arena. Efforts in this area involve cooperation between a number of different ministries, agencies, municipalities and enterprises, and the work is being coordinated by the Swedish Trade Council. Countries in which SymbioCity has been presented include Nigeria, Kenya, Vietnam, Brazil, Egypt, South Korea and China.
- Knowledge transfers and exports of environmental technology have been facilitated by bilateral cooperation agreements on sustainable urban development, renewable energy and environmental technology with a number of countries, including China and Brazil.
- Within the UN system, UN Habitat is responsible for issues concerning sustainable urban development. One important concern that Sweden has promoted successfully is the need to hasten implementation of institutional reforms within the Habitat framework, which can be expected to boost efficiency. As a result, efforts are currently under way to reform the internal management of Habitat.
- The Government has assigned the Swedish Trade Council to develop a pilot project for sustainable infrastructural development focusing on poor sections of the population in southern Africa.

Coordination and cooperation: selected outcomes

- Swedish-Chinese cooperation on environmental technology, and the special coordinator appointed for the purpose, have contributed to the development of closer cooperation between enterprises and agencies, a broader area of contact vis-à-vis Chinese partners, and increased Swedish exports. Regular cooperation on environmental

technology between the Ministry of the Environment, the Ministry of Industry, Employment and Communications and the Ministry for Foreign Affairs – at both political and senior official level – is expected to facilitate a more effective and coherent approach to potential partners in other growth and development countries as well.

- The financing of the Centre for Environmental Technology, CENTEC, has been broadened and the centre is now being co-financed by Sida and the Ministry of Industry, Employment and Communications. CENTEC's task is to identify and develop strategic demonstration projects in China and to coordinate the participation of Swedish enterprises in the projects. It is also intended to serve as a platform for dialogue with Chinese decision-makers on policies, standards and technical solutions in order to promote the development of sustainable urban areas.

Knowledge and analysis: selected outcomes

- The Swedish EU presidency's high-level conference, European Cities and the Global Climate Challenge, featuring participants from the World Bank, UN Habitat, the OECD and China, and the EU member states, has focused attention in the Union on the global importance of urban issues for sustainable development and the climate challenge.
- To coincide with the climate change summit in Copenhagen, the Government organised a seminar on sustainable urban development together with the Malmö and Stockholm city authorities, at which the participants included representatives from China and the World Bank.
- The SymbioCity concept has been used in a number of countries to raise awareness and build knowledge. It emphasises the importance of an integrated approach and of creating synergies. Proceeding from an understanding of the problems and possible solutions, enterprises and organisations can themselves take the next step and offer their services to municipalities, an agency or an enterprise.

Development assistance of relevance to the focus area: selected outcomes

- Through a programme agreement with Habitat, Sweden is supporting the UN body's execution of its Medium-Term Strategic Implementation Plan for work on urban planning, land use, housing finance, safer cities and institutional development in developing countries. This agreement makes it possible to conduct a dialogue together with other donor countries at a more general strategic level instead of at the project level.
- Through cooperation with Slum Dwellers International on support for the Urban Poor Fund International, Sweden has supported work on water and sanitation in extremely deprived urban environments, focusing in particular on capacity development. Better solutions in this sphere vastly improve conditions for poor people.

The Government's assessment is that sustainable urban development should continue to be a focus area in Sweden's work on climate change and environmental impact, since much of the world population and global environmental impact is concentrated to urban areas, and increasingly so in developing countries. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The Government has launched new initiatives through for example bilateral cooperation agreements and the SymbioCity project, as a result of which problems in this focus area have been addressed, which indicates **good progress** has been made as regards *policy formulation and implementation*. Coordination and interaction between relevant actors has increased, but there is scope for an even more integrated perspective on urban development and even more collaboration, which indicates that **relatively good progress** has been made as regards *coordination and cooperation*. Sweden has focused attention on the global implications of urban issues for sustainable development and climate change at a number of conferences and seminars during the year, which indicates that **good progress** has been made as regards *knowledge and analysis*.

2.5 Global challenge: Conflicts and fragile situations

In states that are in conflict or post-conflict situations, the government often lacks the ability to satisfy the basic needs of the population. Such states have difficulty controlling their own territory and there are often parallel security structures in the country. Also, the rule of law tends to be weak. Frequently, these countries have a democratic deficit and violations of human rights occur. In conflict and post conflict states, one of the foremost threats to poverty reduction and development is a return to armed conflict, or the risk of this happening. The financial and economic crisis of 2009 showed that these countries are in a particularly vulnerable position. Declining growth can lead to destabilisation and a return to armed conflict.

Today's conflicts are complex and impose new demands on the international community. The time is past when normal procedure was to dispatch military troops to keep the warring factions apart. Nowadays, interventions are often designed and structured to take into account the fact that the objectives are not just peace but also security, development and respect for human rights. Today, the UN Security Council issues multifunctional mandates aimed at ensuring peace and strengthening societies as a whole through both military and civilian interventions.

Conflicts entail tremendous suffering, and women and children are particularly exposed. Economic development and social welfare growth are hampered or halted in their tracks. Instability in turn leads to refugee flows, environmental destruction and in some cases terrorist activities as well. Conflicts are made worse and prolonged as a result of the illegal arms trade, which often affects whole regions. In the aftermath of war, organised crime flourishes, especially the drug trade and human trafficking, which is often due to the collapse of the rule of law at

national level. No part of the world is left untouched by this. Europe and Sweden are affected by wars and conflicts far beyond our immediate area.

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2.5.1 Security sector reforms

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

If poverty is to be successfully reduced in conflict-affected countries, a durable peace and a properly working security sector are both essential. A vital aim of Swedish policy is to strengthen security-sector structures, including the police force and other parts of the justice system, the armed forces, and the administration and supervision of the security sector.

Policy formulation and implementation: selected outcomes

- Work on security sector reform (SSR) is complex and involves many different actors and tools. The coordination of lessons learned in this field is vital. While holding the EU presidency, the Government initiated an analytical instrument for the planning and implementation of the EU's SSR work. The Folke Bernadotte Academy headed a working group comprising representatives from the Council Secretariat, the European Commission and member states. Its efforts resulted in what is termed the Guiding Framework for EU SSR Assessment. This instrument gives EU member states the opportunity to plan and implement SSR initiatives in a more harmonised fashion within the Union.
- Sweden has contributed to capacity building, guidance and the dissemination of knowledge and information through education and training initiatives in support of SSR in Afghanistan, Ukraine, Georgia and the Western Balkans, and as part of the effort to build up the African Union's international crisis management capacity. In Afghanistan, Swedish training and coordination groups of military advisers are helping to build up and support the Afghan army, the long-term aim being to enable responsibility for the security sector to be handed over to the Afghan administration.
- Sweden's personnel support for international civil crisis management within a broad SSR framework has included political advisers, prison service staff, gender experts, police officers, judges, customs officials and public prosecutors. This group has provided training and guidance on more than 25 missions.
- A formal agreement on police collaboration established between the UN and Interpol is facilitating cooperation between crime fighting operations and the UN's peacekeeping operations.

Coordination and cooperation: selected outcomes

- Cooperation within the national contact group for SSR, which is being coordinated by the Folke Bernadotte Academy, brings together agencies working in the military, policy, justice and development

assistance spheres. This has contributed to a higher level of preparedness and coherence on the part of relevant Swedish agencies dealing with SSR issues.

- On the Government's instructions, an SSR steering committee with representatives from the Ministry for Foreign Affairs, the Ministry of Defence and the Ministry of Justice is evaluating incoming requests for Swedish participation in SSR interventions.

Knowledge and analysis: selected outcomes

- The government-appointed inquiry into the Swedish justice system's participation in international assignments delivered its report in December (SOU 2009:76). It included recommendations on how such participation might be strengthened so as to help Sweden become more closely involved in civil crisis management and international development cooperation efforts.
- In 2009, the national contact group for SSR undertook a 'scoping study' in Liberia. This was based on the group's tool for analysing needs and included a preliminary study, an inventory of the political context, identification of SSR-relevant actors and identification of Swedish opportunities for contributing to an SSR process.
- In recent years, besides training police officers, military personnel and prison service staff in recipient countries, Sweden has developed an efficient SSR training system for both its own and international personnel. Training is being provided continuously, and the aim is to increasingly train personnel on site. Within the SSR framework, the Folke Bernadotte Academy is seeking to make use of the lessons learned by staff working in the field. The Academy's support for SSR training and method development has also been used by other bodies, including the UN and the African Union, which has further strengthened Sweden's role as an important partner in the SSR sphere in international contexts. In 2009, Sweden contributed training support to the UN with a view to developing its ability to provide skilled prison service staff on peacekeeping operations. Sweden staged the first conference of its kind for the UN's contributing countries on the subject of prison service provision.

Development assistance of relevance to the focus area: selected outcomes

- Sida is actively pursuing SSR initiatives in a number of countries, including Serbia, Afghanistan, Colombia and Liberia. It is also involved in security sector activities in individual programmes and projects focusing *inter alia* on the justice system, e.g. in Kenya and Uganda, and on the police system via cooperation with the National Police Board in countries such as Rwanda, Nicaragua and Sri Lanka.
- In the traditional justice sphere, which may be considered a part of SSR, Sida has provided support to a number of countries, including DR Congo and Colombia. Sweden's active involvement in these countries has given many other countries a better understanding of the need for SSR. Among other initiatives, the Government has intensified its focus on SSR in its cooperation strategies, which has boosted Sida's policy capacity in this area.

Overall assessment

The Government's assessment is that security sector reforms remain crucially important if Sweden is to successfully contribute to a legitimate security sector under democratic control both in conflict and post-conflict countries and in fragile situations, and thereby improve the prospects for poverty reduction and development. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

There are clear examples of how the Government has consistently prioritised security sector reform and incorporated it into relevant policy formulation, which indicates that **good progress** has been made as regards *policy formulation and implementation*. Established and efficient policy preparation groups are in place at the Government Offices, which indicates that **good progress** has been made as regards *coordination and cooperation*. A good deal is known about the focus area, and agencies are extensively involved, which indicates that **relatively good progress** has been made as regards *knowledge and analysis*.

2.5.2 Women, peace and security

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

Too little attention is paid to the role of women as actors in most peace processes, and nor is their role and their particularly vulnerable position during armed conflicts being properly addressed. Sweden has long given priority to these issues in its foreign policy, which has led to a better understanding of the difficulties and prospects of implementing UN Security Council resolutions 1325, 1820, 1888 and 1889.

Policy formulation and implementation: selected outcomes

- Sweden's updated action plan for the implementation of UN Security Council Resolution 1325 on women, peace and security is facilitating the achievement of Swedish qualitative and quantitative aims concerning the participation of more women in international operations, not least in civilian efforts.
- The Government has focused particularly on increasing the number of women among police personnel taking part in international peace support operations. Today, over one in four police officers serving abroad are women, which is double the number that served in 2004. Police are now training what are termed contingency managers – personnel who take part in operations with special responsibility for seconded Swedish police officers – to encourage and support women interested in applying for leading positions in the operational setup. In the UN, the second-highest ranking police chief today is a woman seconded from Sweden.
- Much of the Government's efforts consist of making Resolution 1325 a natural part of the planning, structuring, implementation and evaluation of the EU's civilian and military crisis management

programme. This has led *inter alia* to the adoption by the EU of a cohesive approach to the implementation of resolutions 1325 and 1820. A special document has been adopted concerning the planning and implementation of measures under the EU Security and Defence Policy (ESDP).

- In training programmes for UN police officers from African countries, Sweden has contributed courses that focus specifically on bringing more women into peace operations.

Coordination and cooperation: selected outcomes

- A working group has been established in the Government Offices to enhance implementation and cooperation in connection with Resolution 1325. Cooperation is also taking place between the Government Offices, relevant agencies and civil society actors. Closer cooperation has led to increased ownership in the implementation of this resolution, and also to a clearer division of roles between actors. A good example of inter-agency cooperation is that between the Swedish Armed Forces, the Swedish Civil Contingency Agency, the Folke Bernadotte Academy, the Swedish Police and the Kvinna till Kvinna (Woman to Woman) Foundation. Together, they have provided joint courses for staff due to work as gender equality advisers in international operations.
- Through the action plan for implementing Resolution 1325, cooperation has been extended to embrace agencies and NGOs that engage in relevant research, provide training and send forth personnel on international missions.

Knowledge and analysis: selected outcomes

- The work of the Swedish Civil Contingency Agency on Resolution 1325/women, peace and security has led to a significant recruitment increase of 13 percentage points – from 24 per cent in 2008 to 37 per cent recruited to the resource pool – and also to an increase in the proportion of women on operations, although to a lesser extent. The appointment and financing of gender equality advisers to the EU mission EUFOR Chad/RCA has facilitated the feedback of knowledge and experience to the Swedish Armed Forces' international operation.
- The Swedish Civil Contingency Agency organised a wide-ranging experience-feedback seminar for mission staff that had been away on missions in 2009, at which the integration of a gender perspective into operational activities was one of the main themes. Seminars of a similar nature will be held about three times a year when necessary, e.g. in conjunction with major interventions. The 2009 seminar generated a range of practical recommendations, one of which was that the EU should develop specific training/educational material on resolutions 1325 and 1820 for use by all member states in their pre-mission training programmes.
- During the Swedish EU presidency, a seminar was organised in Brussels that dealt with educational aspects of resolutions 1325 and 1820 under the ESDP. The aim was to improve the training of personnel before and during assignments as part of the EU crisis

management programme. The seminar concluded that there was a need to develop training material on resolutions 1325/1820 that member states could use in their training programmes. A second seminar was organised in the spring of 2009 focusing on the national action plans for the implementation of Resolution 1325. Besides the EU member states, it was attended by representatives of the UN, the AU, the OSCE and NGOs. The two seminars have meant the EU is now better equipped to implement Resolution 1325.

Development assistance of relevance to the focus area: selected outcomes

- In a number of strategies for partner countries in Swedish development cooperation programmes in conflict and post-conflict states, Resolution 1325 has been specifically identified as a priority. In these countries, the number of targeted initiatives under Resolution 1325 has increased, and practical tools and instructions have been developed for how this resolution may be given prominence in the dialogue with relevant actors. As a result, Sweden is now in a better position to promote the safety and security of women and girls in these countries.

Overall assessment

The Government's assessment is that the focus area 'Women, peace and security' remains crucial to the task of improving the situation of women in conflict and post-conflict countries and thus improving the prospects for poverty reduction and development. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The Swedish action plan for Resolution 1325 and the explicit priority that the Government has given to the inclusion of issues relating to women, peace and security in relevant policies indicates that **good progress** has been made as regards *policy formulation and implementation*. Policy preparation groups are in place at the Government Offices, and agencies have been specifically assigned to work on the focus area. There is scope for further improvement in the forms for coordination, but the Government nevertheless considers that **relatively good progress** has been made as regards *coordination and cooperation*. A great deal is known about relevant political considerations and trade-offs, and agency expertise is being widely used, which indicates that **good progress** has been made as regards *knowledge and analysis*.

2.5.3 From conflict to long-term sustainable development

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

Post-conflict periods are full of challenges but also of opportunities, and it is important to ensure that the activities of all actors working in parallel

in conflict or post-conflict situations are well coordinated both nationally and internationally. This is a daunting task immediately after a conflict ends, since interventions must then occur rapidly. At the same time, there has to be a long-term plan in place if the short-term measures are to help ensure stability and development in the longer run.

Policy formulation and implementation: selected outcomes

- The Swedish EU presidency initiated a meeting to discuss the EU Special Representatives' mediation activities, with a view to strengthening EU mediating capacity and eventually to providing better assistance in the form of confidence-building measures at an early stage in a conflict. In November 2009, this resulted in the EU ministers for foreign affairs adopting a concept document and proposals on how the EU might boost its dialogue and mediation capacity.
- In the context of Swedish involvement in Afghanistan, Swedish representatives have consistently drawn attention to the interaction between the security dimension and the development dimension. The importance of an inclusive approach has been stressed where a combination of political, civil, developmental and military instruments is needed to ensure that the international community succeeds in its efforts. Coordination between instruments and between organisations is also essential. Continued support for the Afghan government in its endeavour to ensure a stable and secure society has been identified as crucial to effective reconstruction efforts, stronger growth and sustainable social and economic development.
- During its presidency of the EU, the Government presented proposals in various forums on how national actors in the justice and home affairs sphere might become more actively involved in ESDP matters. As a result, the Council for Justice and Home Affairs adopted a comprehensive report on the advancement and intensification of cooperation between the justice/home affairs sphere and the civil crisis management sphere under ESDP.
- Within the EU, Sweden has pressed for the EU Code of Conduct on Arms Exports to be adopted as a common position, which duly occurred in 2008. This means that important aspects are now weighed in when European arms exports are assessed, including the human rights situation in the destination countries and how arms imports might affect prospects for sustainable development there. Sweden has actively sought adoption of the previous code of conduct as a common position and also sought to ensure that it is interpreted and applied in a uniform manner by the EU member states.

Coordination and cooperation: selected results

- The Government has begun establishing a special collaboration unit within the Government Offices that with the support of relevant agencies will seek to strengthen civil-military coordination work of Swedish contributions to international operations. An inaugural meeting has been held at which the agenda included the work in

Afghanistan. The unit will continue to meet regularly. Closer cooperation will boost the overall effect of Sweden's contribution and the achievement of the development objectives.

- During the Swedish EU-presidency, an action agenda for democracy support in the EU's external relations was adopted. The EU will thereby be able to contribute more effectively to democracy and respect for human rights, initially in ten pilot countries. The prospects for an international dialogue on democracy will be examined, and the EU's dialogue with partner countries on human rights will be given increased priority. One example where this will be relevant is Afghanistan, where input such as a combination of political, civil, development and military instruments will be needed if the international community is to successfully support the Afghanistan government in its quest to ensure equitable and sustainable development and a stable and secure society.

Knowledge and analysis: selected outcomes

- A special effort has been launched to enhance the Swedish and international body of knowledge on combating violence-oriented radicalism and breeding-grounds for terrorism. During the Swedish EU presidency, the Government produced a publication entitled 'The role of development cooperation in the prevention of terrorism'. This clarified Sweden's view of the issue, and the publication has also proved a source of inspiration and provided a basis for discussion in the EU and other forums.
- In connection with the European Commission's Instrument for Stability (IFS), Sweden has sought to focus greater attention on efforts to counter radicalism and terrorism in Afghanistan, Pakistan, Yemen, the Horn of Africa, and Sahel. The Swedish publication mentioned above and Sweden's special commitment to these issues in the EU have helped establish a solid knowledge base for further work on combating breeding-grounds for terrorism and radicalism.
- In 2009, the Folke Bernadotte Academy was assigned to develop an analytical tool for identifying legal aspects and needs in public administration in conflict and post-conflict situations. The purpose of this tool is to assist international actors and national agencies in states affected by conflict.

Development assistance of relevance to the focus area: selected outcomes

- Since the country focus process was concluded in 2007, twelve cooperation strategies have been developed for countries in conflict or post-conflict situations. These strategies, and their preparatory processes, represent a way for all Swedish actors involved to take account of the situation in the countries concerned and to identify both short-term and long-term needs.
- In the OECD's International Network on Conflict and Fragility (INCAF), Sweden is heading a special working group that will develop guiding international recommendations in 2011 on financing in transition contexts. Due to Sweden's active involvement in this

area, the Swedish Minister for International Development Cooperation hosted an international panel of experts at the UN in 2009 together with the development affairs minister of the DR Congo and representatives of the UN and the World Bank. This panel has proved useful when Sweden has produced national action plans and policy documents for development cooperation in countries experiencing conflict or post-conflict situations.

Overall assessment

The Government's assessment is that this focus area remains crucial to the task of bridging the gap between conflict and long-term sustainable development. The focus area needs to be renamed, however, and will henceforth be entitled: *From conflict to a stable peace that paves the way for long-term sustainable development*. Such a redefinition means that the focus can be placed on stabilising peace in connection with conflicts or when there is a risk of conflict or of a relapse into conflict. It also encourages better management by results in the policy areas that interact in these kinds of contexts. The objective *To bridge the gap between conflict and development* remains in place, but with a clearer focus on a stable peace as the foremost prerequisite for long-term sustainable development.

The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Sweden's efforts to ensure that the activities of all actors in a conflict or post-conflict situation are well coordinated both nationally and internationally serve to illustrate the importance that the Government has attached to the focus area objective in formulating relevant policy. There is, however, scope for further policy documents and strategies of relevance to the focus area, which indicates that **relatively good progress** has been made as regards *policy formulation and implementation*. Policy preparation groups and consultative units have been set up at the Government Offices, which indicates that **relatively good progress** has been made as regards *coordination and cooperation*. A good deal is known about the challenges that commitments in conflict and post-conflict countries represent, and agencies are extensively involved, which indicates that **relatively good progress** has been made as regards *knowledge and analysis*.

Example: Coherent EU policy in the Horn of Africa

Sweden initiated, and during its EU presidency won approval for, a coherent regional approach to the Union's relations with the countries in the Horn of Africa. This was adopted by the Council of Ministers in December 2009. The situation in the Horn of Africa is unstable, due to a fragile peace and ongoing conflicts both within and between countries in the region. Domestic political strife frequently has cross-border implications. Despite the fact that elections and referendums are planned in many of the countries in the Horn of Africa, a democratic deficit prevails and human rights are being set aside. Based on an in-depth analysis of the underlying and dynamic causes of the conflicts in the region, the new EU policy stresses the

importance of a broad, integrated regional outlook, coupled with local accountability.

The policy identifies four priority areas in which the EU intends to step up its efforts: Mediation and conflict solution, the implementation and monitoring of peace agreements, general elections and political processes leading to democratic development, and measures to reduce the impact of climate change on local livelihood patterns, which is often devastating. A growing number of conflicts in the region stem from competition on the limited supply of water and land. By adopting this policy, the EU has paved the way for renewing and deepening its involvement in the Horn of Africa and for coordinating its efforts in relevant policy areas such as peace and security, development cooperation, regional cooperation, multi-actor cooperation and in-depth dialogue.

2.6 Global challenge: Communicable diseases and other health threats

In general, human health has improved significantly in recent decades. At the same time, however, the health situation is distinguished by wider gaps in many low and medium income countries, both within countries and between them. A noticeable trend is that the disease scenario has undergone a change and that people are increasingly contracting non-communicable diseases, which now represent over 60 per cent of the global disease burden. The difficulty of ensuring good health for people living in poverty is reflected by the fact that the three UN Millennium Development Goals concerned with health are lagging behind the other five. This is particularly noticeable in the case of child and maternal mortality, which remains high, especially in sub-Saharan Africa.

Global health issues are receiving a steadily increasing amount of attention and resources. There is growing awareness of how complex the issues are, partly as a result of reports from the WHO showing how for instance both economic and social factors and gender-based discrimination have a crucial impact on human health worldwide. Reports from the UN Secretary-General also show how the global economic crises – as well as food crises, climate change and environmental degradation – are reducing the health of millions of people. The World Bank states that ill-health is often the single most important reason why people fall below the poverty line. It also notes that disability and poverty are interlinked. In 2008, global health was discussed for the first time by the G8 group of countries, and in 2009 it was the theme for a ministerial segment of the UN's Economic and Social Council, ECOSOC. The linkages between global health and foreign policy were addressed in the UN General Assembly in 2007 and 2009. In the EU, discussions began in 2009 on ways of strengthening cooperation in the global health sphere.

The Government is focusing on sustainable health systems and improved access to medicines, early warning systems and prompt control measures, along with health-promoting and disease-preventives

initiatives, all of which are crucial to the task of ensuring good health and are thus of considerable importance in the fight against poverty. Skr. 2009/10:129

2.6.1 Sustainable health systems and greater access to medicines

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

Efficient health systems are a condition of good health care and are essential if care provision, the distribution of medicines and preventive measures are to reach those in need. In low and medium income countries, these systems often determine whether or not people have access to safe medicines, vaccinations and measures in support of maternal health.

Policy formulation and implementation: selected outcomes

- Sweden is one of the most active countries in the world in the fight against antibiotic resistance (ABR), which has been identified by the WHO as one of the foremost global threats to human health – particularly in low and medium income countries. During the EU presidency in 2009, Sweden organised an EU conference on the development of new antibiotics, which lifted the issue up the agenda in the Union. Sweden also pursued the issue at the summit meeting between the EU and the US in 2009, as a result of which it was decided to establish a joint working group to develop practical proposals in this sphere. Cooperation focusing on ABR has been initiated with China and also with countries in the Baltic Sea area.
- Sweden's efforts to promote bilateral partnerships and exports of health technology, aimed for instance at strengthening health systems, involve phasing out traditional development cooperation and replacing it with actor-driven cooperation for mutual benefit. In 2009, Sweden signed a memorandum of understanding with India in the health field, and also deepened cooperation with China, e.g. through cooperation agreements on infection control and IT in health care services.
- Sweden's close involvement in international HIV/AIDS work resulted in 2008 in a new policy featuring demands for greater respect for human rights, gender equality and greater focus on young people and vulnerable groups. Sweden's HIV/AIDS policy has contributed very substantially to the fact that globally, not least in UNAIDS and the Global Fund, it has won approval for the adoption of a more explicit rights perspective in HIV/AIDS work and has ensured a stronger focus on both prevention and the long-term development consequences of the disease.
- As holder of the EU presidency, Sweden played a leading role at the ECOSOC negotiations on a ministerial declaration on global health, which was adopted in July 2009. Swedish initiatives helped bring to the fore issues such as ABR and sexual and reproductive health.

Coordination and cooperation: selected outcomes

- At regular meetings, the Swedish WHO working group on global health, which includes representatives from the Government Offices, Sida and the National Board of Health and Welfare, is continuing to facilitate efficient coordination of global health issues based on the Swedish Policy for Global Development. Skr. 2009/10:129
- Swedish positions are established through consultations between the Government Offices and agencies, primarily Sida, both prior to and during Sweden's policy actions in such forums as UNAIDS and the Global Fund to Fight AIDS, Tuberculosis and Malaria.

Knowledge and analysis: selected outcomes

- In December 2009, the Government organised a conference on global health in collaboration with the Karolinska Institute. This meeting represented a significant contribution to the European Commission's efforts to prepare a communication on the EU as a global health actor, where one of the goals was to achieve greater coherence between different policy areas.
- The Swedish Institute for Infectious Disease Control is active in the HIV/AIDS field in such areas as the development of vaccines and disease control methods, primarily in Africa and Asia. It has also pursued research on parasitic disease in Africa and Central America, which has furthered understanding of this important but commercially less attractive field.
- Since 2007, the Swedish Council for Working Life and Social Research (FAS) has been financing the Centre for Global Health Research at Umeå University. The centre is involved in research projects in a number of countries, including Ethiopia, Indonesia and Nicaragua. Funding from FAS has enabled it to carry out long-term studies and engage in long-term partnerships with developing countries.

Development assistance of relevance to the focus area: selected outcomes

- Swedish assistance for the development of health systems is primarily provided in the form of support for national health planning via programme support, the main recipients in 2009 being Bangladesh, Nicaragua and Uganda. In addition, substantial support for measures to enhance health systems is being provided to the multilateral health organisations GAVI and the WHO.
- Via Sida, Sweden also supports global efforts to combat ABR by funding the ReAct network and providing research funds for product development in the fields of HIV vaccine and microbicides.

Overall assessment

The Government's assessment is that sustainable health systems and greater access to medicines continue to be of major importance in combating communicable diseases and other health threats. Without cohesive health systems and access to safe and effective medicines, long-term health programmes cannot succeed. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

There are a number of clear examples showing that the Government has been committed to and has included a development perspective in the formulation of its policies, e.g. in the public debate and via policy initiatives concerning such matters as antibiotic resistance and HIV/AIDS, and also through enhanced bilateral partnerships and multi-actor cooperation, which indicates that **good progress** has been made as regards *policy formulation and implementation*. For WHO-related issues, an efficient policy preparation group is in place, comprising representatives from the Government Offices and relevant agencies and also, when required, external actors, which indicates that **relatively good progress** has been made as regards *coordination and cooperation*. Scientific findings on the importance of health systems provide a solid basis for political decisions. Data is collected by the Government Offices from Sweden's missions abroad, from specialised agencies and from the research community. In sum, this indicates that **relatively good progress** has been made as regards *knowledge and analysis*.

2.6.2 Early warning and prompt control measures

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

Outbreaks of diseases such as bird flu, SARS and H1N1 show how quickly new health threats can develop. These outbreaks illustrate the importance of proper systems for early warning, of a high level of preparedness and of coordinated action, nationally, in the EU and globally, and also show how vulnerable low income countries are in this respect.

Policy formulation and implementation: selected outcomes

- During its presidency of the EU, Sweden actively helped strengthen information exchange and contingency planning in connection with the H1N1 flu pandemic. In the autumn of 2009, Sweden initiated a conference and a meeting of EU health ministers devoted entirely to H1N1, and was responsible for formulating the Council conclusions adopted in October 2009. Here, the EU states agreed on the principles that are to govern cooperation within the Union and vis-à-vis low income countries when seeking to counter the effects of the pandemic.
- Since 2007, Sweden has been taking part in a process within the WHO aimed at establishing a framework for contingency measures against all forms of pandemic influenza. Among the issues are exchanges of virus samples, entitlement to information and knowledge that can be used in the development of medicines, and how this is to benefit low and medium income countries.
- The WHO's international health regulations (IHR) represent an important early warning instrument in that they require member

states to report developments. Sweden is taking an active part in efforts to strengthen this instrument and develop it further. Skr. 2009/10:129

Coordination and cooperation: selected results

- At regular meetings, the Swedish WHO working group dealing with global health, comprising representatives from the Government Offices, Sida and the National Board of Health and Welfare, has continued to facilitate efficient coordination of global health issues based on the Swedish Policy for Global Development.
- Through the participation of the National Board of Health and Welfare in international networks, Sweden is helping to strengthen global initiatives concerning such matters as early warning in connection with communicable diseases at EU and global level. Since 2007, the National Board of Health and Welfare's collaboration with the Swedish Armed Forces, the Swedish Civil Contingency Agency and the Swedish Institute for Infectious Disease Control has resulted in international assignments requested by the WHO, and these have led to practical measures against the spread of infection.

Knowledge and analysis: selected outcomes

- The Swedish University of Agricultural Sciences, the National Veterinary Institute, the Board of Agriculture and the National Food Administration organised an international seminar on communicable animal diseases in 2009, in collaboration with a number of UN organisations (the FAO, OIE, WHO and UNSIC). This represented a practical contribution to efforts to prevent the development of pandemics involving diseases that can be transferred from animals to humans.

Development assistance of relevance to the focus area: selected outcomes

- Over and above the regular Swedish contribution to the WHO, the Government placed additional funding at its disposal in the autumn of 2009 for aid-related initiatives targeting H1N1, and this is expected to help strengthen capacity and training and thereby improve health systems in the countries affected by the disease.
- Sida's support for national health systems in poor countries, in the form of training and equipment, is helping to generally improve health efforts relating to early warning and to reduce the spread of pandemics.

Overall assessment

The Government's assessment is that early warning and prompt control measures continue to be of vital importance in the fight against communicable diseases and other health threats. The outbreaks of bird flu and H1N1 testify to the importance of international warning mechanisms for dealing with threats to human life and health, not least in developing countries. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

The Government has established its priorities and set out its positions in the EU and international negotiations through its strong commitment to the fight against the H1N1 pandemic. Other measures for dealing with health threats arising more suddenly, however, have not been accorded the same priority. The overall assessment is nevertheless that **relatively good progress** has been made as regards *policy formulation and implementation*. For WHO-related issues, an efficient policy preparation group is in place comprising the Government Offices and relevant agencies, which indicates that **relatively good progress** has been made as regards *coordination and cooperation* on these aspects. Specialised Swedish agencies take part in international cooperation programmes at the operative and preventive level, and Swedish research is contributing to knowledge-building in this sphere, but further effort is needed to turn such findings to account in the Government Offices, which indicates that **there are certain deficiencies** as regards *knowledge and analysis*.

2.6.3 Health promotion and disease prevention

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 is in line with prevailing knowledge

Sweden has actively helped to ensure that awareness of the importance of preventive measures has grown considerably at global level in recent decades. As a result, global threats to human health are increasingly being met by health-promoting and disease-prevention measures designed to tackle fundamental causes of preventable ill-health and premature death.

Policy formulation and implementation: selected outcomes

- Sweden has contributed actively to strategically important decisions taken by the EU and the WHO aiming to reduce the harmful effects of alcohol on human health and social development. In December 2009, Council conclusions on this area of work were adopted by the EU health ministers. Sweden has also exerted a decisive influence on the WHO's efforts to develop a global strategy for reducing the harmful effects of alcohol. This has made it easier to obtain funding that gives WHO member states a better chance of preventing premature death, diseases and harm and thereby of reducing the disease burden and the social problems that alcohol gives rise to, especially in low and medium income countries.
- Sweden and the other Nordic countries have been proactive in encouraging the WHO to adopt a 2008 decision on a global action plan to prevent non-communicable and chronic diseases. This plan has the potential to slow down the dramatic global increase in these diseases.
- In the tobacco sphere, Sweden has contributed actively to the development and implementation of the WHO's Framework Convention on Tobacco Control. This convention makes it easier for

low income countries – whose national legislation in this field is often weak or non-existent – to combat ill-health and help ensure that the limited resources of poor families are not spent on tobacco.

- Sweden has been proactive in following up the WHO's resolution on health promotion from 2007, which has led *inter alia* to policy development and the compilation of data providing a basis for the Ninth Global Health Promotion Conference in Nairobi in 2009.

Coordination and cooperation: selected results

- At regular meetings, the Swedish WHO working group dealing with global health, comprising representatives from the Government Offices, Sida and the National Board of Health and Welfare, is continuing to facilitate efficient coordination of global health issues based on Sweden's Policy for Global Development.
- Under its appropriation directions for 2010, the National Board of Health and Welfare is required to help implement the Government's Policy for Global Development both as part of its regular activities and in cooperation with other actors.

Knowledge and analysis: selected outcomes

- During its presidency of the EU, Sweden helped raise awareness about the harmful effects of alcohol. In September 2009, for instance, it organised a global meeting of experts on harmful alcohol consumption, with support from the WHO. This meeting focused both on the impact of alcohol consumption on social and economic development and on how it contributed to the spread of communicable diseases, especially in low and medium income countries.
- Sweden has taken an active part in work by the WHO on social health determinants and has helped raise awareness of the decisive impact that economic and social factors tend to have on human health. Sweden has also contributed to work in the EU on the Communication on Solidarity in Health presented by the European Commission in 2009.

Development assistance of relevance to the focus area: selected outcomes

- In 2008, the Government extended its strategic action plan against communicable diseases, including HIV/AIDS, to include the years 2009–2010. The plan now covers development assistance to combat HIV/AIDS – in the form of both prevention and care initiatives – and work in connection with SRHR, malaria, tuberculosis, measles, antibiotic resistance and flu vaccine. Swedish support is provided both for health systems and research, and is channelled through such bodies as the WHO, UNICEF, the UNFPA, UNAIDS and the Global Fund and ReAct. Most has been distributed by Sida to country and regional programmes and to research. Support levels rose sharply between 2005 and 2008, due not least to the substantial funds made available to the Global Fund for the fight against HIV/AIDS, malaria and tuberculosis.

- Along with UNICEF, the UNFPA and the World Bank, the WHO is the most important multilateral organisation in terms of health promotion and disease prevention, and Swedish support to the organisation is channelled to this policy area among others. The support helps reduce the risk of increased ill-health both in countries and among people already in a vulnerable position.

Overall assessment

The Government's assessment is that health promotion and disease prevention measures remain crucial to the task of tackling communicable diseases and health threats. The Government's overall assessment of Sweden's contribution to the focus area and its objective is as follows:

Sweden has consistently adopted a long-term view and been proactive in prioritising negotiations on health promotion and disease prevention measures at both EU and global level, which taken together with increased bilateral cooperation and multi-actor cooperation indicates that **good progress** has been made as regards *policy formulation and implementation*. For WHO-related issues, an efficient policy preparation group is in place comprising the Government Offices and relevant agencies – and also including external actors where appropriate – which, together with the National Board of Health and Welfare's new tasks in relation to the Policy for Global Development, described in its appropriation directions for 2010, indicates that **relatively good progress** has been made as regards *coordination and cooperation*. Extensive scientific data is available on prevention, which has enabled Sweden to arrive at well-founded decisions. Information gathering by the Government Offices from Swedish missions abroad, specialised agencies and the research community is being given high priority, which taken as a whole indicates that **good progress** has been made as regards *knowledge and analysis*.

2.7 Performance report on the Government's handling of the food crisis

The ability to deal successfully with the global food crisis, which has caused the number of hungry people to increase from 900 million to over 1 billion, is a decisive factor in the quest for global development. Agriculture, forestry and fishing as engines of economic growth represent an important means of reducing hunger and poverty.

Policy formulation and implementation: selected outcomes

- Through initiatives such as active participation in international meetings on global food supply, including the food summit in Rome in November 2009, Sweden has contributed to taking the international debate on this issue forward. In October 2009, as the result of a Swedish initiative, the EU's Agriculture and Fisheries Council adopted conclusions on a coherent strategy for food supply, and informal discussions on the subject were held at ministerial level.

- Skr. 2009/10:129
- Sweden led the EU in negotiating the declaration adopted at the summit meeting on global food supply in Rome in November 2009. What are termed the five Rome principles in the declaration, which include national responsibility for food supply and the channelling of sufficient funds to long-term work on agriculture and food supply, are to serve as a guide for the FAO's newly reformed Committee on World Food Security (CFS).
 - The G8 summit meeting in the Italian town of L'Aquila in July 2009, in which Sweden took part in its capacity as the new EU leader, gave attention to the problem of the growing number of hungry and malnourished people in the world. A special declaration was passed noting the need for greater investment in agriculture, efficient markets and research, and for about USD 20 billion in aid commitments to fund projects and programmes in this area. Sweden is actively participating in the follow-up to the L'Aquila initiative, which aims partly to monitor the practical initiatives currently under way and partly to coordinate work among the various donors. An important part of this endeavour is to support a special regional agricultural development programme in Africa.

Coordination and cooperation: selected results

- The Swedish FAO Committee, with representatives from both agencies and NGOs, meets regularly and consults with the Government on issues affecting the FAO's area of operation. This has enabled broad-based consultation on issues with a bearing on global food supply.
- The Ministry of Agriculture has frequent consultations with the Board of Agriculture, the National Board of Fisheries, the National Board of Forestry, the Swedish University of Agricultural Sciences and Sida on issues concerning the FAO and food supply. As a basis for Sweden's policy positions on global food supply, the Board of Agriculture will at the ministry's request be presenting a survey and analysis of possible ways of alleviating the impact on developing countries should price fluctuations for agricultural commodities increase.

Knowledge and analysis: selected outcomes

- As a result of the EU Green Paper 'Reform of the Common Fisheries Policy' (CFP) issued in the spring of 2009, which also addressed the global dimension of the Fisheries policy, the National Board of Fisheries joined the Swedish Environmental Protection Agency in producing a report that analysed the CFP and its implications for the fishing industry in many developing countries. The report emphasises the importance of the objectives outlined in the Policy for Global Development.
- In 2008 and 2009, the Swedish FAO Committee published two discussion pamphlets aimed at arousing interest in issues relating to global development. One examines the problem of illegal overfishing worldwide, which is threatening the food supplies of poor countries. The other shows that the development of agriculture,

forestry and fishing in Africa is a vital precondition of stable, long-term poverty reduction. Skr. 2009/10:129

Development assistance of relevance to the focus area: selected outcomes

- In December 2009, Sweden contributed SEK 100 million to the International Fund for Agricultural Development (IFAD) to help mitigate the impact of the food crisis and the financial crisis on the poorest countries of the world. This contribution, which is in addition to Sweden's regular replenishment of the fund, will mainly be used to support small-scale farming in the developing countries. Up to 25 per cent of it may be used for technical cooperation in partnership with the FAO. The Government intends to report to the Riksdag on the outcome of this initiative.
- In April 2008, the Government decided to contribute an extra SEK 70 million to the UN's World Food Programme (WFP) to help counter immediate effects of rising food prices. The Government intends to report to the Riksdag on the outcome of this initiative.

3 Performance report on the Government's work on policy implementation

In its communication to the Riksdag in 2008, the Government observed that the implementation of policy coherence would necessitate a results-based approach in the government offices and in the work undertaken with and between relevant agencies, including the Swedish missions abroad. An important result of this approach is that the present performance report is in itself more *results-based* in structure than previous communications. Here, the Government has included an assessment of progress made towards achieving the objectives of the 18 focus areas. This enhances clarity and comparability between areas and facilitates efforts to monitor developments over time. Such an approach may also offer guidance in further efforts to strengthen policy coherence focusing on the six global challenges.

The Government's ambitions in this respect will necessitate consideration of capacity and analysis and the effective use of existing structures for decision-making, governance and international advocacy work, especially within the EU framework. The Minister for International Development Cooperation has been assigned to coordinate policy by taking supportive and proactive steps within the Government and the Government Offices. This chapter contains selected outcomes of work on policy implementation as a supplement to the performance report on the 18 focus areas.

The policy implementation objectives were formulated for the first time in the 2008 government communication, and are to guide the Government and Government Offices in all aspects of their work on the six global challenges.

The following report addresses these four objectives from the 2008 communication:

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.

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.

Objective: To encourage broad civil society participation in and discussion of the implementation of Sweden's Policy for Global Development.

Objective: To strengthen EU work on policy coherence for development

In accordance with the performance reporting model used for the focus areas, the Government has chosen to categorise outcomes for these objectives under the same headings as for the focus areas: *policy formulation and implementation, coordination and cooperation, and knowledge and analysis.*

This model is based on the OECD study Building Blocks for Policy Coherence for Development, in which the OECD countries' work on policy coherence for development is reviewed.

Policy formulation and implementation: selected outcomes

Overall, the assessments of *policy formulation and implementation* for the 18 focus areas show that **good progress** has been made in the case of twelve areas and **relatively good progress** in the case of the remaining six.

The OECD stresses the importance of public policy commitments that clearly relate to development objectives, but also the importance of ensuring that these commitments are given priority in the implementation process and are translated into practical policy.

According to the OECD, Sweden has come furthest in terms of policy formulation, along with the European Commission and the Netherlands. In the organisation's assessment, Sweden has a 'substantial political commitment' to policy coherence.⁵

Sweden's ambitious commitment to policy coherence is confirmed in the Center for Global Development's annual review, the Commitment to Development Index, which assesses the overall impact on the developing countries of the major donor countries' policy work. Besides development assistance, this index reviews trade, investment, migration, security, technology and environment policy. Sweden topped the list in the 2009 index and shared second place in 2008.

In 2009, the OECD DAC conducted a peer review of Sweden that also includes an analysis and assessment of Swedish efforts to achieve policy coherence. In general, it welcomes Sweden's strong commitment in this area, as illustrated both by the cross-government Policy for Global Development and by its intent to tackle identified deficiencies by means of a stronger emphasis on policy implementation, as set out in the 2008 communication.⁶

The following is a selection of outcomes of the Government's work on policy formulation and implementation.

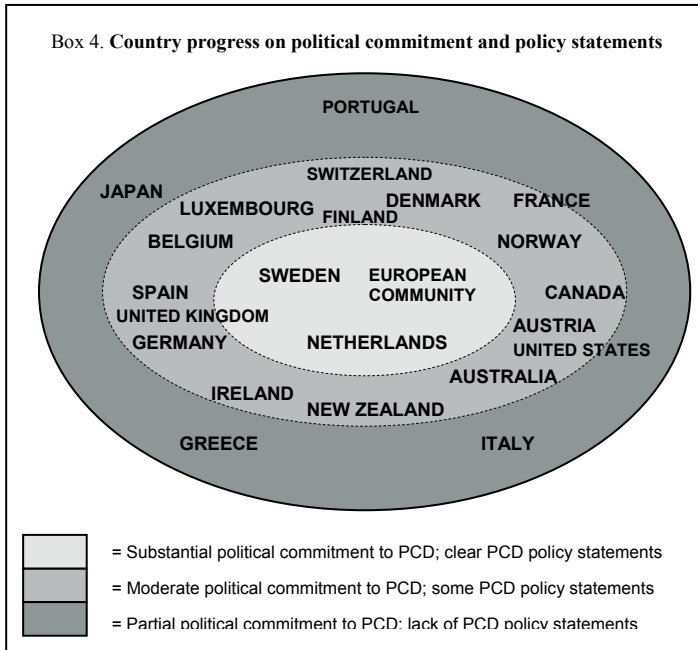
- Since 2008, the Government has included an explicit development perspective in key policy documents such as the Climate and Energy

⁵ OECD 2009: Building Blocks for Policy Coherence for Development, www.oecd.org/development

⁶ OECD DAC Peer Review Sweden 2009, p 12 ff

Bill and the Research Bill. Also, following its revision of the objective for the Migration expenditure area in 2009, the Government has specified that Sweden's migration policy now aims to consider and promote the developmental effects of migration.

- Sweden's government agencies have a key role to play in implementing policy coherence. In 2010, a total of 20 agencies have been specifically assigned either in their government instructions or their appropriation directions to contribute to the Policy for Global Development, which is five more than in 2009. The agencies are required to report on how they have contributed to policy implementation both as part of their regular activities and in cooperation with others. For some agencies that have not previously been involved, work has now begun. One such agency is the National Housing Credit Guarantee Board, which has been tasked in its appropriation directions for 2010 with examining how it can contribute to policy coherence.
- The Government's efforts to achieve a more integrated approach and greater coherence in bilateral relations have resulted in the development of a strategy for Swedish cooperation with South Africa. This strategy is not confined to development assistance alone but also covers political cooperation and export promotion. In addition, a number of different agencies are involved in the policy implementation process, including the Folke Bernadotte Academy, the Swedish Trade Council and the National Police Board.
- In connection with the Riksdag's consideration of the 2008 government communication, the Parliamentary Committee on Foreign Affairs organised a public hearing on 6 May 2008 on different aspects of the Policy for Global Development. This hearing helped spread knowledge and awareness about the policy and the implementation process among a broad range of actors, including the Riksdag, the Government Offices, research scientists, civil society and the business community. The Minister for International Development Cooperation took part in the hearing. A written record of the meeting is included in the report of the Parliamentary Committee on Foreign Affairs (2007/08:UU5).



Example: Working with policy coherence in multilateral organisations

As an active member of various multilateral organisations' governing boards, Sweden has pressed for a coherent approach to global development issues. In the multilateral development banks, for instance, Sweden has initiated discussion of the conflicts between objectives that tend to arise when major investments are needed to boost energy production in borrowing countries but risk contributing to increased emissions and thereby to environmental degradation. In such contexts, Sweden has urged the development banks to play a constructive role by going ahead with the energy investments required to reduce poverty but at the same time ensuring the use of the best possible technology from an environmental viewpoint.

The Government's 'multilateral development cooperation project', established to support the implementation of its multilateral strategy, has developed key tools and approaches designed to enhance the impact of Swedish efforts in multilateral organisations, for instance through better coordination. In 2009, the Government adopted guidelines on division of labour that define and clarify the different roles and responsibilities of the ministries and Sida. A key element in these guidelines is the introduction of consultations on multilateral organisations requiring the relevant ministries and Sida to meet twice

a year at departmental/divisional head level to exchange information and discuss issues of strategic importance. Organisation-specific consultations are also to be held once or twice a year in which relevant actors from ministries and agencies take part to jointly plan and follow up operations. In 2009, six such consultations were held.

Coordination and cooperation: selected results

Overall, the assessments of coordination and cooperation for the 18 focus areas show that **good progress** has been made in the case of four areas, **relatively good progress** in the case of 13 and that **there are certain deficiencies** in the case of one.

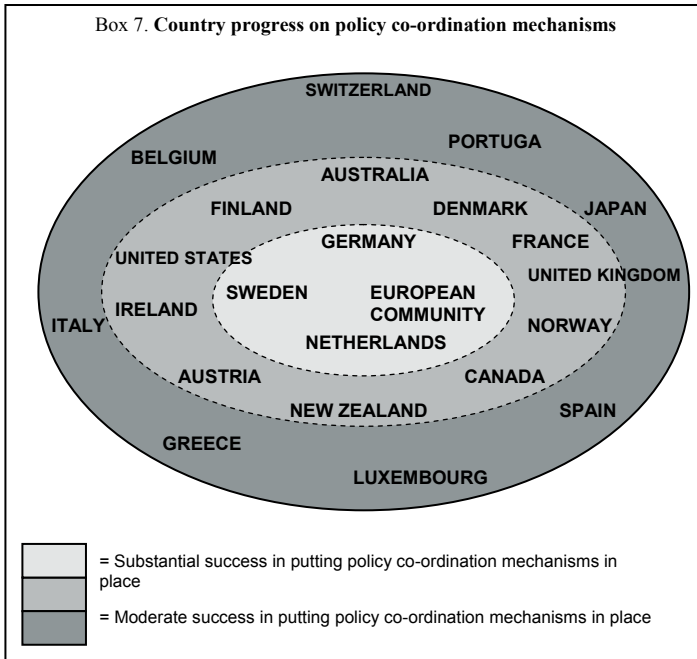
The OECD stresses the need to have formal and informal mechanism for policy coordination and cooperation in place to ensure that a development perspective is adopted in the preparation of government policy. This includes encouraging and assigning development expertise within agencies to take an active part in the work.

- The Government Offices, under the leadership of the Ministry for Foreign Affairs, has established and is heading operative working groups on efforts to meet the six global challenges on a regular basis, including 18 subgroups for the various focus areas. As a result of the groups' work, a network has been established for relevant ministries within the Government Offices and relevant agencies, the aim being to encourage cooperation on issues of importance for the task of tackling the global challenges. The working groups will continue to be an important instrument for policy implementation.
- The global development policy forum led by the Ministry for Foreign Affairs and presented in the 2008 government communication has in practice been realised through the work of the above groups and through broad-based annual meetings that are intended to meet the aims of such a forum. At these meetings, the Ministry for Foreign Affairs has summoned relevant heads of department/division from the Government Offices to discuss policy implementation, including the pursuit of policy coherence for development under the Swedish EU presidency.
- Sida has deepened both dialogue and cooperation on policy coherence with a large number of agencies in discharging its government mandate to support other agencies by supplying development expertise. One example is the partnership established between Sida and the National Board of Fisheries, whereby the latter has taken part in and followed up Sida's support to regional fishery bodies such as the Fishery Committee for the Eastern Central Africa. This has given the agency important access to information on regional and local conditions that can be used both in future analyses and as a basis for Swedish fisheries policy.
- To make the Policy for Global Development better known and to encourage a broad discussion among public actors of various kinds, the Government has spotlighted the problems associated with the six

global challenges by providing targeted support for studies and seminars. One example is a series of studies developed by Forum Syd, the Swedish Peace and Arbitration Association, Save the Children Sweden, the Fair Trade Center and others. The studies were presented at a seminar in the spring of 2009 attended by representatives from the Government Offices, the Riksdag, and a number of agencies and civil society organisations.

Skr. 2009/10:129

Excerpt from the OECD's comparative study Building Blocks for Policy Coherence for Development:



Knowledge and analysis: selected outcomes

Overall, the assessments of knowledge and analysis for the 18 focus areas show that **good progress** has been made in the case of eight areas, **relatively good progress** in the case of a further eight, and that **there are certain deficiencies** in the case of two.

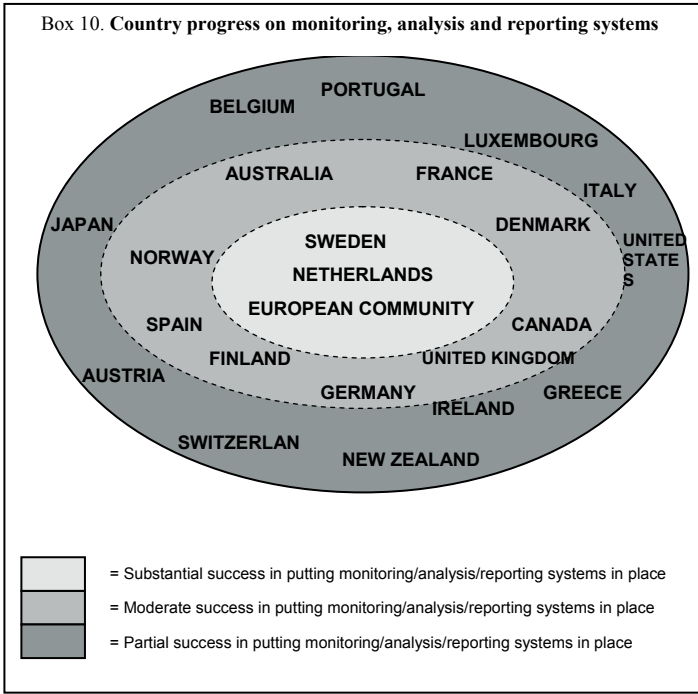
The OECD emphasises the importance both of ensuring that sufficient resources and capacity are available to enable analysis of development perspectives and of boosting and utilising knowledge concerning the implications of the policies pursued, not least the lessons learned by civil society actors and actors working in developing countries.

- In revising its instructions to Sida in 2009, the Government gave the agency a more specific mandate to act as an expert authority on

development issues.⁷ One result is that Sida is now assisting the Government Offices and other agencies with development analyses and support to a greater extent than previously.

- With a view to developing impact assessment tools as an aid in policy preparation work at the Government Offices, the Ministry for Foreign Affairs commissioned a consultancy report to determine what kind of guidance is most needed. This report recommended a combination of guidance documents and training programmes. One conclusion that the Ministry for Foreign Affairs has drawn from efforts in this area is that it is not possible to create a generic tool capable of providing the requisite in-depth knowledge. What is needed is a combination of guidance, training, access to channels for seeking development analyses, and good practices.
- The OECD plays a unique part in bringing together knowledge and lessons learned about policy areas and their developmental impact. The Government has specifically given priority to the OECD's work on policy coherence for development in its overall OECD strategy. In recent years, the OECD has taken an international leadership role in seeking to develop methodology for impact assessments of member countries' policies and of how they affect developing countries. The OECD has published a number of reports on the developmental impact of policies in such areas as health, information technology and agriculture. The Government regularly contributes with experience and financial support to the OECD's work so that Sweden in turn can make use of the knowledge gained in its own policy coherence efforts.
- The Government has entered into a cooperation agreement with the Center for Global Development (CGD), which is a research organisation focusing on a wide range of development issues. Through its research and its external activities, the CGD exerts a considerable influence on the international policy discourse and its views are frequently taken aboard by major donors such as the US and by such institutions as the World Bank, the IMF and the WTO.
- The Government's decision to strengthen Sweden's presence by upgrading the present section offices in the Caucasus, West Africa and the Balkans will make it easier to raise issues concerning the overall impact of Swedish policies on these countries as part of the political dialogue.

⁷ Section 3: 'Sida shall specifically (1) cooperate with and advise government agencies, organisations and the business community on development cooperation issues and policy coherence for development. Sida shall also assist the Government Offices with work in the same area.'



3.1 The Government's work on policy coherence for development (PCD) during the Swedish EU presidency in 2009

Objective: To strengthen EU work on policy coherence for development

The EU is a global actor and its common policies in the trade and agricultural sphere, for instance, have a considerable impact on the rest of the world. In order to meet global challenges such as the financial and economic crisis and climate change, the EU needs to examine not only its role as the world's leading aid donor but also how its policies as a whole affect developing countries. That is a matter of the EU credibility as a global development actor.

The Government is actively seeking to strengthen the EU's work on policy coherence for development (PCD) so as to enhance the impact of Sweden's own policy coherence work. The EU is obliged under the Treaty to promote policy coherence for development and consider the development aspects of decisions in all Community policy areas that

affect developing countries. This was confirmed in the Treaty of Lisbon⁸, Skr. 2009/10:129 which has now entered into force. A political framework for the PCD has been in place since 2005. This framework encompasses commitments relating to work and decision-making procedures, follow-up and reporting in pursuit of greater coherence, but also commitments within 12 specific thematic areas.

Under the framework, the European Commission is required to report biennially on the EU's PCD work. These reports are based *inter alia* on surveys carried out in the member states and in EU institutions. In September 2009, the second PCD report was presented.⁹ Together, the two reports show that progress has been made within the Union but that challenges remain. These reports represent an important supplement to the Government's own reports to the Riksdag on Swedish coherence policy. In 2009, case studies focusing on the EU's impact on developing countries were included for the first time (see examples in Chapter 2).

Regarding work procedures, the 2009 PCD report notes that the *European Commission* has made progress in terms of the internal preparatory work between directorates and in terms of the use of impact assessments. As regards the role of the *Council*, PCD work needs to be deepened further, for instance by strengthening systems for the mainstreaming of development considerations into the Council's work and decision-making procedures. The report also shows that a number of *member states* are using the EU's PCD framework to strengthen their own national programmes in this sphere, which is a favourable development.

The 2009 PCD report confirms the criticism levelled by Sweden and other countries to the effect that PCD work in the EU has weak political ownership outside the development cooperation ministers' circle and that existing instruments for greater coherence are weak and often dependent on the political will of successive presidencies. The different roles of the EU institutions have also been unclear.

Strengthening the EU's PCD work was a development policy priority for the Swedish EU presidency. A number of examples of how the Government has used its presidency of the EU to promote coherence in various policy areas are described under the 18 focus areas. The aim of the Government's PCD work during the EU presidency was to improve and deepen procedures for dealing with policy coherence for development within the Union. The examples below are selections of outcomes of this work:

- Drawing on the two PCD reports and on proposals from the European Commission, a new political basis was adopted for the development of a *new operative programme for PCD* within the EU. In November 2009, the Council adopted conclusions establishing that a new work programme was to be produced aimed at boosting the development potential in relevant policy areas, processes and instruments. The PCD work programme for the period 2010–2013

⁸ Article 21 (2d, 3) and Article 208

⁹ EU 2009 Report on Policy Coherence for Development, SEC. (2009) 1137 final

has been inspired by Sweden's own work on global challenges in its Policy for Global Development and will focus on important cross-sectoral EU processes in trade and finance policy, climate change, food security, migration and security spheres. A further aim is to mobilise political will in the selected areas, to identify objectives and indicators for the work ahead and to involve the partner countries more closely in dialogue on the areas chosen.

- One requirement in the EU's PCD framework is that each presidency is obliged to analyse all Council agendas with a view to identifying processes that are potentially relevant to development and which may require the involvement of different policy areas. In preparing for the Swedish EU presidency, the Government produced such a study with the assistance of many parts of the Government Offices. The Government's assessment of the work undertaken in this area is that it is well intentioned and a timely reminder to member states of the need to consider development aspects. At the same time, the Government notes that work procedures need improving. The new work programme will serve as a tool for stronger results-based management and clarifies the roles of the European Commission, the Council and the EU member states.
- When the 2009 PCD report was presented, the Swedish presidency initiated the discussion of outcomes and outstanding issues in the Council. The EU's Agriculture and Fisheries Council, for instance, adopted conclusions on a coherent strategy for food supply, and informal discussions on the same theme were held at ministerial level on the initiative of Sweden. Council conclusions were adopted concerning migration and development, and the Trade Committee (the 133 Committee) held an informal discussion on trade and development. The Government views this kind of attention on the part of the Council of Ministers as essential to the task of enhancing knowledge about policy coherence for development and spreading ownership in the EU, even when discussions are of an informal nature.

Example: A process of relevance to the PCD during the Swedish presidency

The EU's action plan for combating illegal logging and related trade achieved two practical results under the Swedish presidency. One is that a first partnership agreement on trading in timber and wood products has been signed between the EU and government of Ghana. Under this agreement, Ghana undertakes to ensure that timber and wood exports to the EU carry a licence guaranteeing that they have been harvested legally, and the EU pledges to only import wood products from Ghana if they are properly licensed. The other is a political agreement reached in December 2009 in the Agriculture and Fisheries Council on the issues of substance in the European Commission's proposal for a regulation establishing what is required of operators releasing timber and wood products into the EU market for the first time. The purpose of the regulation is to minimise the risk of timber logged illegally – and of products deriving from such timber – being released into the EU market. Illegal logging is mainly to be found in developing countries in the tropical belt with weak social structures, and has adverse environmental effects while also hampering the countries' development (e.g. through loss of tax revenue).

4 The Government's further work on coherence policy during the period 2010–2012

In the present performance report, a selection of outcomes is described showing how the Government is proceeding in its efforts to achieve the objectives for the 18 focus areas identified in 2008. This is the first time an overall assessment of the work has been carried out based on the 18 focus areas.

Looking ahead to the coming two-year period, the Government's assessment is that the main policy direction for meeting with the six global challenges should remain unchanged. A new assessment of direction of work will be made when the Government presents its next communication on its coherence policy performance to the Riksdag in 2012.

From the assessments made for the 18 focus areas one can conclude that some adjustments either of the areas themselves or of their objectives are proposed for the future work, with the aim being to make it as relevant as possible. Appendix 1 contains a full list of focus areas and their associated objectives for the period 2010–2012. Below is a brief summary of how work on the six global challenges will proceed during the coming two-year period and how the policy will be implemented.

Oppression

The Government is intensifying its support for freedom of expression, especially as regards developing the considerable potential that new technology and new media represent. Over the next two years, efforts to promote freedom of expression should focus even more specifically on improving access to and the use of information and communication technology (ICT) so as to enhance knowledge, the dissemination of information and participation, regardless of physical borders. A special reference group for further work on freedom of expression and human rights will be established in the Government Offices.

As a direct result of its work concerning freedom of expression and human rights on the Internet, Sweden will assist the UN Special Rapporteur on Human Rights in developing principles concerning freedom of expression in cyberspace. In connection to this, Sweden will host a meeting of experts in 2010 to discuss ideas on how freedom of expression in electronic media can be given stronger international protection. Based on its new culture policy objectives, the Government intends to continue developing and emphasising the cultural agencies' international and intercultural partnerships, one of the aims being to promote freedom of expression both in Sweden and at international level. As part of its development cooperation effort, Sweden will actively seek to enhance freedom of expression by supporting journalist training and journalist organisations/association, and by supporting projects that aim

to improve both press freedom and freedom of expression and compliance with existing legislation. Skr. 2009/10:129

It is in intergovernmental negotiations of various kinds that the lack of a coherent approach to sexual and reproductive health and rights (SRHR) is most evident. The Government will take vigorous action to persuade the international community to address a wider range of SRHR issues more comprehensively. The forms of cooperation established among Swedish actors in recent years are to be strengthened in order to improve present and future measures in the areas of maternal health, the promotion of human rights for LGBT persons and the fight against sexual violence in conflicts and crises. Advocacy work in the EU and UN, for instance, must be further pursued in a range of different ways, for instance by emphasising the rights perspective and the principle of non-discrimination in discussions on SRHR.

The Government is continuing its efforts in the EU to intensify the fight against human trafficking in the EU's external relations, as decided by EU ministers at the meeting of the Justice and Home Affairs Council on 1 December 2009. The measures planned are listed in the Action Oriented Paper. The Government also intends to promote better coordination in the EU to increase the effectiveness of the measures introduced in the fight against human trafficking in the Union's external relations, as a result of Sweden's proposed priorities and follow-up mechanisms in connection with implementation of the Stockholm Programme.

Economic exclusion

The Annual Bank Conference on Development Economics will be taking place in Stockholm in the summer of 2010. As an annual event, organised jointly by the World Bank and a host country and attended by some 500 of the world's leading development economists, the conference will offer a unique opportunity to acquire more knowledge and a better understanding of the new challenges and linkages that have arisen in the wake of the recent crises.

The Government also intends to work within the OECD and other forums for greater tax transparency as a means of stemming capital flight. This should also benefit developing countries.

The Government's recently adopted Policy for Economic Growth in Development Cooperation 2010–2014 is to be implemented. The policy not only focuses on the role of development cooperation, but also highlights other policy areas such as international financial stability, trade and migration, which in concert with development cooperation, can have an impact on economic growth in developing countries.

The Government will seek to facilitate agricultural trade in developing countries partly by encouraging the G20 to live up to its commitment to conclude the 2010 Doha round, and partly by continuing to push for CAP reform by advocating budget reductions and greater market orientation. CAP reform efforts will continue as negotiations proceed on the long-term EU budget for the period after 2013. Sweden will continue to emphasise both the importance of sanitary and phytosanitary issues to

developing countries and their ability to boost their trade in agricultural products. Sweden will also continue to press for broad, ambitious and development-friendly free trade agreements. Offering developing countries effective, generous access to the EU market will be given high priority. In the coming years, the Economic Partnership Agreement (EPA) process will focus on finalizing negotiations on outstanding interim agreements and concluding full agreements for all regions. In order to extend existing knowledge and improve analyses, the Government intends to focus particularly on the impact of EPA agreements on people living in poverty. Intensified dialogue between policy areas and with ACP states will be a key component here. Sweden will continue to press for globally sustainable fishing. As regards EU fishing agreements with developing countries, Sweden will continue to strive for quality control of the scientific data underpinning decisions on fishing quotas reached in the agreements, as well as for better standards for evaluating such agreements. An overall policy for trade-related development assistance will be formulated in 2010. This will supplement the Government's Policy for Economic Growth which stresses the importance of increased agricultural productivity. The Government intends to follow up the conclusions of the 2010 international research project designed to review recommendations concerning which trade-related interventions and tools have the greatest impact on the livelihoods of poor people.

The Government will seek to strengthen the Swedish business sector's contribution to global development and poverty reduction, without however deviating from the Swedish principle of untied development assistance. A key point of departure here is the Business and Development Council set up in 2010. Special business and development consultations will also be set up in a number of partner countries in order to strengthen collaboration at local level.

Initiatives will be implemented in accordance with internationally recognised CSR instruments. This will help enhance awareness of the issues within the Swedish business community, while strengthening its competitiveness in a global market. The activities of the Swedish Trade Council will play a particularly important role here. Also in preparation is a new strategy for making Swedish business sector expertise and experience more widely available to poor people through international financial institutions, the EU and the UN.

The CSR reference group, in which representatives of industry and employees take part, will remain an important forum for dialogue with the Swedish business sector on these issues. The Government will also press the EU Commission to highlight CSR issues and build on the UN framework Protect, Respect, Remedy in accordance with the December 2009 conclusions of the Council of Foreign Ministers.

In its development assistance the Government will support efforts by Sida to develop new instruments for cooperation with the international business community aiming, i.a. to support the development of goods and services to meet the needs of poor people through so-called 'challenge facilities'. The Ministry for Foreign Affairs and the Swedish Trade Council will cooperate on the drafting and introduction of special

Migration flows

In its efforts to meet this global challenge, the Government is emphasising the importance of greater mobility in enabling migrants to contribute to development in their countries of origin. Greater mobility means that more migrants can bring home new knowledge and valuable experience that new and old networks for trade and commerce etc can be maintained, and that transfers of financial savings can be made safer and cheaper. By redefining two focus areas, the Government has chosen to focus more specifically on circular migration and remittances.

The Government plans to help boost the positive development impact of circular migration to and from Sweden and the EU on developing countries by i.e. contributing actively to the implementation of the Stockholm Programme action plan and by taking part in relevant partnerships promoting mobility between the EU and third countries. In addition, as part of its development cooperation programme and via capacity-building initiatives, the Government will seek to ensure that the knowledge and experience of returning migrants are better utilised. The consideration of the final report of the parliamentary committee on circular migration and development will be of crucial importance to the way future policy is formulated.

The Government intends to advocate for safer and cheaper remittances from Sweden to developing countries and will seek to enhance the developmental impact of such transfers. To help achieve this aim, and in accordance with the objective adopted by the G8 meeting in L'Aquila in July 2009, the Government intends to invite relevant private actors, trade associations, Sida and the Swedish Financial Supervisory Authority to engage in a dialogue on possible alternatives in the Swedish market that would enable migrants to transfer money as cheaply and safely as possible. In developing work in this area, statistics on remittances from Sweden, information on existing transfer channels and data on diaspora groups in Sweden will be needed.

Sweden will continue to assume its share of the responsibility for seeking durable solutions for people in need of protection, both nationally and within the EU and UN systems. To this end, initiatives will be required under both the development cooperation and the humanitarian aid programmes and in the migration sphere. Migration work will focus *inter alia* on persuading more member states to become involved in resettlement activities, on boosting the number of people brought to Europe for resettlement, and on the elaboration of the common European asylum system, where the Government stresses the importance of close cooperation with the UNHCR.

In 2010, the Government will adopt a policy for migration issues under the Swedish development cooperation programme. The purpose of this policy is to clarify and enhance the contribution of development cooperation to the goal of maximising the positive developmental impact of migration on developing countries and minimising the negative

impact. This particular policy will be an important part of the Government's endeavour to further develop its overall policy for migration and development. Here, the promotion of synergies between policy areas is crucial.

Climate change and environmental impact

The political agreement negotiated at the UN climate negotiations in Copenhagen in 2009 failed to achieve the goals of an ambitious global and legally binding agreement and a two degree limitation on global warming, but nevertheless represented a step forward. Sweden will continue to engage strongly with the issue of climate change and show leadership as well as encourage the EU to work towards the established objectives. Cooperation with developing countries aimed at strengthening their participation in the international climate talks is important. Sweden should continue to be proactive in encouraging the EU to take a lead in relation to mitigation, adaptation measures and the fulfilment of both short-term and long-term obligations vis-à-vis the developing countries.

Sustainable urban development, investment in environmental technology and environmentally sound economies are all vital to the achievement of long-term sustainable global development. The Government Offices, government agencies and the business community are working together in pursuit of the goals identified for the global challenge, but there is considerable potential for closer cooperation in the future.

The integration of the chemicals issue into development policy and a more specific development objective in chemicals policy both in the EU and at global level are vital components in the implementation of existing agreements and policy frameworks, including the Strategic Approach to International Chemicals Management (SAICM), the Montreal Protocol and the Stockholm Convention. In the forthcoming negotiations on a new mercury convention and in the development of more rigorous environmental management in the chemicals sphere, Sweden will be singularly proactive in pressing for ambitious and far-reaching commitments.

Conflicts and fragile situations

The Government will continue its efforts to ensure that Sweden's work in support of conflict-affected countries and in dealing with fragile situations is informed by an explicit development perspective and coherent interaction between relevant policy areas.

In contributing to a legitimate security sector under democratic control in conflict and post-conflict countries, the Government will seek to ensure that Sweden and the international community coordinate SSR projects and programmes with other relevant reform initiatives to a greater extent, particularly as regards countries' justice systems and administration. Sweden will continue its contributions to the joint Nordic commitment to support the build-up of the AU's East African rapid

response force, EASBRIG. In addition, Sweden will review the prospects for supporting the EU's training in Uganda, in support of Somali government security forces. Together with the Nordic and Baltic countries, Sweden will also continue providing SSR support to the Western Balkans, Ukraine and Georgia. Besides receiving EU military support, DR Congo is an example of a country in which the EU – via the Commission's Justice Sector Support Programme and the GSPF initiatives EUPOL and EUSEC – will continue to support reform of the police and defence sector. Afghanistan and Bosnia and Herzegovina are further examples of how the EU intends to continue working with SSR in exploiting synergies between crisis management and development aid instruments.

The Government will further seek to ensure that the cooperation agreement between the EU and Interpol on joint crime fighting measures is carried through.

A stronger focus on the thematic area 'Women, peace and security' has helped raise awareness among politicians, policy makers and the media, both nationally and in conflict and post-conflict countries, but has also yielded a closer insight into the difficulties associated with enforcing UN Security Council resolutions 1325, 1820, 1888 and 1889. The Government will continue to prioritise the implementation of training initiatives at both national and international level in seeking to ensure that the resolutions are implemented. The agencies involved in the Gender Force project will continue to provide regular training for Swedish personnel due for field service, as well as targeted courses in conjunction with major interventions.

In its work on the thematic area 'From conflict to long-term sustainable development', the Government will continue to focus on bridging the gap. As part of its regular development programme, the Government plans to formulate a policy on security and development in 2010. This policy will lay down a number of principles that are to apply in situations where security and development challenges are present side by side. It will also help strengthen coordination in this area between relevant national actors.

Communicable diseases and other health threats

The Government intends to continue pressing for stronger measures to combat communicable diseases and other health threats. The work will focus on such areas as health systems and increased access to medicines. The spread of antibiotic resistant bacteria (ABR) is a rapidly developing global threat that will necessitate international action in the years to come. At EU level, Sweden will seek to ensure that the ABR initiatives adopted during the Swedish presidency in the autumn of 2009 are followed up, including the adopted Council conclusions. At global level, the Government will encourage the WHO to intensify its efforts to stop the spread of ABR. In 2010, as a member of a working party of member states, Sweden will actively press for the formulation of a framework defining the EU's role in the global health sphere. Sweden will continue to take part both bilaterally and multilaterally in the EU's efforts to live

up to its obligations under the UN Security Council's declaration on HIV/AIDS (2001 and 2006), based on Sweden's new policy for work in this sphere. In the development assistance field, the Government intends to formulate a new health policy in 2010 relating for instance to education and development. At the UN's evaluation of the Millennium Development Goals in the autumn of 2010, the Government plans to address health systems and focus on areas such as gender-related ill-health and maternal mortality.

The Government expects cooperation to be stepped up on issues relating to the control of communicable diseases, such as pandemic contingency planning and the implementation of the International Health Regulations, IHR. The Government intends to work actively both at EU level and globally. Also, Swedish agencies dealing with communicable disease issues are being reviewed in 2010. The areas of work identified as important in 2008 are still relevant. In addition, however, there is reason to consider both work dealing with the crucial gap between short-term (i.e. early warning) and long-term (i.e. health systems) contingency planning and efforts to tackle other health protection issues besides communicable disease control. These include food safety and environment-related health aspects, which are attracting growing attention worldwide.

The Government intends to continue prioritising health-promoting and disease-preventive policies. Both in the EU and the WHO, important groundwork has been laid that will enable Sweden to pursue public health issues further, e.g. via the EU health programme Together for Health, the European Commission communication Solidarity in Health and the EU's alcohol strategy. In 2010, the WHO process for the adoption and implementation of a global alcohol strategy will be a priority issue for Sweden, as will the alcohol objective in the Baltic Sea Strategy. In addition, Sweden intends to develop and strengthen partner-driven, bilateral cooperation, in particular with China, India and Russia. At the UN's evaluation of the Millennium Development Goals in the autumn of 2010, Sweden will seek to link preventive health work with broader measures to promote economic and social development. The Government's assessment is that the present objectives are relevant in all essentials. In future work, however, the gender perspective should be strengthened. Also, new sub goals on the need for nutritious food and better sanitary conditions may be considered. The objective of a global alcohol strategy should be redefined to emphasise the implementation aspect.

Policy implementation

The Government is continuing its efforts to concretise ways in which coherence and cooperation across policy areas can help achieve the objective of Sweden's Policy for Global Development, by dealing collectively with some of today's global challenges. Its point of departure in this is the re-launch and refinement of the Policy for Global Development presented to the Riksdag in March 2008.

International research and experience (e.g. that of the OECD) shows the importance of ensuring the right forms of policy implementation in order to achieve an effective coherence policy. The Government has chosen to be inspired by the OECD model for following up coherence policy implementation in assessing how the Swedish Policy for Global Development has been implemented. The three building blocks in this model – *policy formulation and implementation, coordination and cooperation* and *knowledge and analysis* – have served as a basis for this communication's performance report. To make this approach even clearer, the Government is redefining the previous objectives for policy implementation, which will now read:

- Political ownership manifested in an explicit development perspective in policy formulation and implementation.
- Coordination and cooperation both in support of efforts to meet global challenges and for the purpose of mainstreaming a development perspective into policy areas while strengthening synergies between them and managing conflicts between their various objectives.
- Knowledge and analysis concerning both the developmental impact of the Government's policies as a whole and methods for applying the knowledge gained to policy formulation.

In the Government's view, the EU's PCD work remains of crucial importance. Accordingly, this objective will continue to be:

- To strengthen EU work on policy coherence for development

Below is a brief summary of policy implementation measures to be taken during the coming two-year period:

Policy formulation and implementation

The Government concludes that broad political ownership is crucial if measures to improve knowledge and cooperation are to result in greater policy impact, and reaffirms in this communication its collective responsibility for the policy implementation.

The number of agencies assigned in government instructions and appropriation directions to help implement the Policy for Global Development has been increased. In line with the recommendation of the OECD DAC review of Swedish development policy¹⁰, the Government intends to bring additional agencies into the policy implementation process. The Government also intends to specify management and working procedures more closely as regards the role of the agencies in policy implementation, especially their participation in both development cooperation and policy coherence activities. Such clarification has been

¹⁰ DAC Peer Review Sweden 2009, p 40 ff

sought by a number of agencies. To provide a basis for this endeavour and further improve procedures, the Government intends to make a special study of the lessons learned from agency work on the Policy for Global Development. The Government is also planning to deepen its dialogue with partner countries on the impact of Swedish and EU policies. The prospects for such a dialogue have improved significantly as a result of the planned upgrading of the present section offices in places like West Africa, the Caucasus, Moldova, Rwanda and Cambodia.

Coordination and cooperation

The Government will continue its efforts to support the mainstreaming of a development perspective into work on global challenges through both formal and informal consultations within the Government Offices. In connection to this, the informal working groups set up to deal with the six challenges represent a valuable supplement to formal drafting procedures and other forms of consultation. As the process continues, working procedures for these groups will be developed further so as to improve coherence and cooperation and resolve conflicts between policy objectives in different areas. One of the tasks of the challenge groups, based on the assessments in the present communication, will be to draw up action plans describing how performance and outcomes may be improved further and what matters are to be given priority. These groups will also be the first to deal with any conflicts of interest or objective that may arise. The coordination modalities described above will replace the Policy for Global Development Forum presented in the 2008 government communication. The Government will also continue its efforts to make better use of the experience and perspectives of Swedish actors in formulating policy, via reference and collaborative groups of various kinds. To follow up the present communication, a high-level meeting of actors will be held at the Government Offices in the spring of 2010 to which representatives of civil society organisations will be invited.

Knowledge and analysis

The Government intends to take a series of measures during the coming two-year period to strengthen analytical capacity and deepen understanding of the development perspective within the Government Offices.

An important part of this work is the continued elaboration of guidance tools for impact assessments from a development perspective. Such tools must be sufficiently flexible to adapt to different contexts rather than being generic in character. Guidance, good examples and references to international studies assessing the impact of various policy areas on developing countries will all be available on the development pages recently added to the Government Offices' intranet. Strategically targeted training courses will be provided within the Government Offices, along with knowledge and inspiration seminars also attended by relevant agencies. An important aim is to increase exchanges of information between policy areas where an understanding of development issues is essential. To make the performance report even more accessible, the Government intends to publish a web-based version of the communication that will include clickable links to relevant documents

and the various bodies referred to, such as government bills, Council conclusions, and organisations etc. This will represent a further step in the Government's efforts to increase openness in Sweden's development policy.

In the Government's view, an important way of strengthening analyses is to make better use of knowledge already available. By cooperating closely with the European Commission and the OECD, and also with partners and think tanks such as the European Center for Development Policy Management (ECDPM) and the Center for Global Development (CGD), the Government Offices will proceed more systematically in pursuit of knowledge and experience that can provide a basis for the formulation of government policy. The Government will also initiate studies and evaluations that contribute to a closer understanding of the focus areas. In the next communication in 2012, the Government plans to supplement the performance report with selected case studies illustrating how Sweden and the EU's efforts to improve policy coherence have affected an individual developing country.

The more specific mandate assigned to Sida requiring it to act as an expert advisor to the Government Offices will be exploited more strategically, and the Government intends to develop modalities for this. The OECD DAC states in its peer review that it should be possible for Sweden to use its missions abroad – but also other agencies – more extensively in seeking to learn more about the overall impact of Swedish and EU policies on individual developing countries. The Government shares this view and plans to strengthen its analysis of the drivers of development and what challenges are involved when preparing new guidelines for cooperation strategies in the Swedish development cooperation programme. This is part of the work of strengthening the strategic role of Swedish development assistance, but will also contribute to a better understanding of the overall impact of Swedish and EU policies regarding individual countries.

The present communication itself marks a step towards a type of performance reporting that can more easily be followed up, and this aspect will be developed further during the coming two-year period.

EU work on policy coherence for development

The Government will continue to encourage the EU to live up to its commitment to promote policy coherence for development, as prescribed by the Treaty. In this regard it is important to follow up the Council conclusions adopted during the Swedish presidency calling for the presentation of a new PCD work programme in 2010. Such a programme is viewed as an important means of achieving a more focused and operational approach to PCD work in the Union. Once the work programme is ready, the Government will have a valuable tool at its disposal for the task of seeking greater policy coherence in general in the EU through better management by objectives and results and through a clearer division of roles. The work on the five priority issues will also be an important instrument in this endeavour.

Appendix 1. Focus areas and objectives 2010–2012

The overriding objective of Swedish development policy, as laid down in the Swedish Policy for Global Development, is *to contribute to the achievement of equitable and sustainable global development*.

Both Sweden's coherence policy and its development assistance are based on a multidimensional view of poverty and development, and are guided by two fundamental perspectives: *the rights perspective and the perspective of poor people on development*.

Global challenge: Oppression

Focus area: ***Freedom of expression***

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

Focus area: ***Sexual and reproductive health and rights***

Objective: *Better sexual and reproductive health and the promotion of associated rights for people in developing countries*

Focus area: ***Organised crime with a focus on human trafficking***

Objective: *The reduction of organised crime and human trafficking through preventive and crime fighting measures in countries of origin, transit and destination.*

Global challenge: Economic exclusion

Focus area: ***Financial markets***

Objective: *Better functioning financial markets for saving and investment in developing countries*

Focus area: ***Trade in agricultural products***

Objective: *Increased trade in agricultural products*

Focus area: ***Swedish trade and investment***

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

Global challenge: Migration flows

Focus area: ***Circular migration to and from Sweden and the EU.***

Objective: *Enhance the positive effects on developing countries of circular migration to and from Sweden and the EU*

Focus area: ***Remittances from Sweden to developing countries***

Objective: *Work to ensure safer and cheaper remittances from Sweden to developing countries and to enhance their developmental impact* Skr. 2009/10:129

Focus area: **Protection and durable solutions for refugees**

Objective: *Durable solutions for people in need of protection*

Global challenge: Climate change and environmental impact

Focus area: ***Climate – adaptation and emission reduction***

Objective: *Limitation of global greenhouse gas emissions and adaptation to climate change in developing countries*

Focus area: ***Chemicals management***

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

Focus area: ***Sustainable urban development***

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

Global challenge: Conflicts and fragile situations

Focus area: ***Security sector reforms***

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

Focus area: ***Women, peace and security***

Objective: *To improve the situation of women in conflict and post-conflict situations*

Focus area: ***From conflict to a stable peace that paves the way for long-term sustainable development***

Objective: *To bridge the gap between conflict and development*

Global challenge: Communicable diseases and other health threats

Focus area: ***Sustainable health systems and greater access to medicines***

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

Focus area: ***Early warning and prompt control measures***

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

Focus area: ***Health promotion and disease prevention***

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* Skr. 2009/10:129

Policy implementation

Objective: Political ownership manifested in an explicit development perspective in policy formulation and implementation

Objective: Coordination and cooperation both in support of efforts to meet global challenges and for the purpose of mainstreaming a development perspective into policy areas while strengthening synergies between them and managing conflicts between their various objectives.

Objective: Knowledge and analysis concerning both the developmental impact of the Government's policies as a whole and methods for applying the knowledge gained to policy formulation.

Objective: To strengthen EU work on policy coherence for development

Appendix 2. Abbreviations used in the text

ABR	Antibiotic Resistance
ACP	African, Caribbean and Pacific States
AOP	Action Oriented Paper
ATCR	Annual Tripartite Consultations on Resettlement
AU	African Union
CAP	Common Agricultural Policy (EU)
Cariforum	Caribbean Forum of African, Caribbean and Pacific States
CBD	Convention on Biological Diversity
CFP	Common Fisheries Policy (EU)
CFS	Committee on World Food Security
CFSP	Common Foreign and Security Policy (EU)
CGD	Center for Global Development
CGRFA and Agriculture	Commission on Genetic Resources for Food
COP	Conference of the Parties
CSD	(UN) Commission on Sustainable Development
CSR	Corporate social responsibility
CSW	Committee on the Status of Women
DAC	(OECD) Development Assistance Committee
EASBRIG	Eastern African Standby Brigade
ECDPM	European Centre for Development Policy Management
ECOSOC	(UN) Economic and Social Council
ECPAT	End Child Prostitution Child Pornography and Trafficking of Children for Sexual Purposes (NGO)
EI	ECPAT International
EPA	Economic Partnership Agreement
EU	European Union
EUFOR Tchad/CAR	European Union forces in Chad
Europol	European Law Enforcement Agency
EUSEC DRC	EU Security Sector Reform Mission in the Democratic Republic of the Congo
FAO	(UN) Food and Agriculture Organization
FAS	Swedish Council for Working Life and Social Research
FIG	International Federation of Surveyors
FIRST	Financial Sector Reform and Strengthening Initiative
GAVI	Global Alliance for Vaccines and Immunization
GDP	Gross Domestic Product
GFMD	Global Forum on Migration and Development
H1N1	New flu strain (swine flu)

HR	Human Rights
ICPD and Development	(UN) International Conference on Population
ICRC	International Committee of the Red Cross
ICT	Information and Communication Technology
IFAD Development	International Fund for Agricultural
IFC	International Finance Corporation
IFS	Instrument for Stability (EU)
IGF	Internet Governance Forum
IHR	(WHO) International Health Regulations
IMF	International Monetary Fund
INCAF and Fragility	(OECD) International Network on Conflict
IOM	International Organisation for Migration
IPPC	International Plant Protection Convention
IT	Information Technology
ITPGR Resources	International Treaty on Plant Genetic
JHA	Justice and Home Affairs Council
LGBT	Lesbian, gay, bisexual, and transgender
MSB	Swedish Civil Contingencies Agency
OECD Development	Organisation for Economic Cooperation and
OECD/DAC	OECD Development Assistance Committee
OIE	World Organisation for Human Health
OSCE Europe	Organization for Security and Cooperation in
PACE Equipment	Partnership for Action on Computing
PCD	Policy Coherence for Development
PFOS	Perfluorooctanesulfonic acid
PGU	Swedish Policy for Global Development
REACH Chemicals (EU)	Registration, Evaluation, Authorization of
REDD+ Forest Degradation in Developing	Reducing Emissions from Deforestation and Countries
SAICM Management	Strategic Approach to International Chemicals
SARS	Severe Acute Respiratory Syndrome
SCP	Sustainable Consumption and Production
SGU	Geological Survey of Sweden
Sida Cooperation Agency	Swedish International Development
SMI Control	Swedish Institute for Infectious Disease
SRHR	Sexual and Reproductive Health and Rights
SSR	Security Sector Reform
SWEUNB	Swedish Association for UN Business
UN	United Nations
UNAIDS	Joint UN Programme on HIV/AIDS

UNCAC	UN Convention against Corruption	Skr. 2009/10:129
UNDP	United Nations Development Programme	
UNEP	UN Environment Programme	
UNESCO Organization	UN Educational, Scientific and Cultural Organization	
UNFCCC Change	UN Framework Convention on Climate Change	
UNFPA	UN Population Fund	
UN-HABITAT	UN Human Settlements Programme	
UNHCR Commissioner for Refugees	(Office of the) United Nations High Commissioner for Refugees	
UNICEF	UN International Children's Fund	
UNSIC	United Nations System Influenza Coordination	
WFP	UN World Food Programme	
WHO	World Health Organization	
WTO	World Trade Organization	

Ministry for Foreign Affairs

Extract from the minutes of the Cabinet Meeting, 18 March 2010

Present: Prime Minister Reinfeldt (Chair), Ministers Odell, Ask, Husmark Pehrsson, Larsson, Erlandsson, Torstensson, Carlgren, Hägglund, Björklund, Carlsson, Littorin, Borg, Sabuni, Billström, Adelsohn Liljeroth, Tolgfors, Krantz and Ohlsson

Rapporteur: Minister Carlsson

The Government hereby adopts the communication Meeting Global Challenges – communication on policy coherence for development



REGERINGSKANSLIET

Ministry for Foreign Affairs
Sweden