



## Sweden's initial measures to implement the Global Compact on Migration

Sweden voted for the Global Compact for Safe, Orderly and Regular Migration (GCM) and supports the value of multilateralism through a 360-degree vision of international migration in a non-legally binding, cooperative framework. Sweden recognizes that there is a need for a comprehensive approach in order to maximize the overall benefits of migration, while addressing challenges in countries of origin, transit and destination.

Below is a short summary of considerations and actions taken by Sweden in implementing the GCM thus far.

Sweden would also like to take this opportunity to thank the UN Network on Migration and the UNECE for convening the regional review and for the possibility to provide input in writing, as this will hopefully ensure a fuller and more valuable process forward.

### 1. Methodology for preparing the voluntary GCM reviews

Sweden's implementation of the GCM is coordinated by the Government Offices' Ministry of Justice, which is also responsible for national migration policy. As the leading stakeholder in the field, the Ministry initiated the current process by evaluating potential ways of implementation and prepared this report.

Following standard procedures within the Swedish Government Offices for ensuring a whole-of-government perspective, the ministries and divisions participating in the preparation of this report were the same as those involved in and contributing with input during the negotiations of the GCM in 2018. The idea has been to encourage continued engagement from relevant Government stakeholders throughout the process. So far, however, there is still

relatively limited knowledge and engagement in the Government Offices in regard of the GCM compared to e.g. Agenda 2030.

As always in a process involving a whole-of-government approach, there are challenges regarding the prioritized objectives of various ministries, which go beyond the GCM. The Ministry of Justice undertook dialogue with relevant stakeholders in order to encourage comprehensive contributions to the report on GCM implementation.

Another challenge of importance to the voluntary review process, is to raise awareness about the GCM objectives among stakeholders. Much relevant work has already been ongoing in Sweden before the GCM was agreed upon. This means that several policies and measures within the overall framework of Swedish migration and development policy can now be reported as part of GCM implementation.

A whole-of-society approach is partly being taken into consideration within regular consultations between the responsible ministries, agencies and civil society stakeholders. Civil society, the private sector and local and regional government are, however, independently deciding upon and implementing project activities that may or may not be expressly framed according to the GCM objectives. The Swedish Government Offices aim to share information about the GCM and coordinate the implementation in order to inspire and encourage various stakeholders to bring forward their activities in regard of the overall GCM implementation.

## **2. Policy and enabling environment**

Sweden's implementation of the GCM is grounded in the premise that, through existing laws and policies on migration and related topics, the 23 objectives and a number of the more than 170 voluntary actions are already met. Furthermore, Sweden takes note of the GCM being firmly anchored in SDG 10.7 of the 2030 Agenda. With these two factors in mind, Sweden's reporting on the implementation of the GCM will, at this point in time, focus on our cooperation around GCM objectives with third countries. As a consequence of this focus, a number of implementing Government agencies, amongst them Sida (Swedish International Development Cooperation Agency), the Swedish Migration Agency, the Swedish Public Employment Service and Statistics Sweden, are key stakeholders engaged in the process.

A unique challenge in the Swedish context is the general structure of the central Government which consists of a relatively small Government Offices dealing with mainly policy and legislative work, and large Government agencies acting on instructions from the Government, but which are independent in their day-to-day work. Finding the right tools for involving and

encouraging these agencies in using the GCM as a frame of reference for reporting on their work will therefore be of utmost importance.

Concerning migration and development, Sweden regards the GCM as an extension to and concretization of the 2030 Agenda, to which the government as a whole and agencies have committed. The idea is to use the political weight of the 2030 Agenda and established structures and methods for its implementation, as a vehicle to facilitate GCM implementation at Government and agency level.

### **3. Progress on GCM objectives**

As stated in the previous section, Sweden's initial reporting on the implementation of the GCM focuses primarily on our efforts to reach GCM objectives through our cooperation with third countries. This will partly be achieved by supporting relevant Government agencies' ability to anchor their existing and future work in the objectives of GCM. More specifically, Sweden has identified the following GCM objectives as key optional priorities in its GCM reporting:

1. Collect and utilize accurate and disaggregated data as a basis for evidence-based policies.
2. Minimize the adverse drivers and structural factors that compel people to leave their country of origin.
7. Address and reduce vulnerabilities in migration.
10. Prevent, combat and eradicate trafficking in persons in the context of international migration.
16. Empower migrants and societies to realize full inclusion and social cohesion.
19. Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries.
20. Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants.
21. Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration.
23. Strengthen international cooperation and global partnerships for safe, orderly and regular migration.

By focusing the reporting on these key objectives of the Compact, the goal of the Ministry of Justice is to facilitate for relevant stakeholders to draw on the GCM in their work. They will then also be able to use GCM as a frame of reference when they assess and plan their work in third countries, while not excluding any of the other GCM objectives.

As a member of the European Union, Sweden continues to work actively towards policy coherence between migration and development policies of the EU and strengthening cooperation with the EU partner countries through inter-continental, regional and bilateral cooperation. Since not all EU Member States are party to the GCM, however, the level of joint EU activities in this regard are limited. Sweden has contributed with funding to EU-initiatives in 26 African countries in order to reduce the root causes of migration by strengthen resilience and support income opportunities, inter alia in the Sahel/Chad region.

#### **4. Means of implementation**

As discussed above, Sweden is now focusing our efforts to reach GCM objectives through our cooperation with third countries. As an example of this Sweden is providing IOM with core funding. In both 2019 and 2020, the organization was granted around US\$10 million. In part, our core funding for both years was lightly earmarked to strengthen IOM's internal capacity to coordinate the UN Network on Migration, thus contributing to the UN systems support to Member States implementation of the GCM. Sweden has also provided around US\$ 340 000 to the UN Migration Multi-Partner Trust Fund for implementation of GCM-related projects in developing countries, thus further strengthening migration management and cooperation in third countries.

Furthermore, in addition to its overall priorities, the Swedish Government Offices will use GCM as a frame of reference when evaluating potential beneficiaries of grants for migration projects provided by the Ministry of Justice. An example of where this has already been achieved is the grant of around US\$ 44 000 to IOM for the establishment and launch of the Global Policy Network on Ethical Recruitment which will provide member states with tools that will assist in the delivery of GCM objectives 6, 7, 19, and 23. Similarly, Sweden through Sida supports IOMs project on Enhancing Corporate Responsibility in Eliminating Slavery and Trafficking in Asia (CREST). IOM has established partnerships with Asian companies to develop standards for ethical recruitment and employment of migrant workers to reduce exploitation, violations of rights and indebtedness.

*Sida (Swedish International Development Cooperation Agency)*

The assessment of the GCM implementation is facilitated by Sida having started to report activities regarding migration and development, which is both of relevance for SDG implementation and GCM implementation. Data from 2019 report that Sida spent 1% of its aid disbursement to migration and development, representing around US\$ 20 million (188 million SEK). However, also support to refugees is included in this sum. Sida works with migration as a horizontal issue within development cooperation. For instance, Sida is integrating human rights for migrants in the implementation of other strategy goals. Poverty reduction, gender-sensitivity and a human rights based approach (rights-perspective) are overall targets. In order to reach these targets it is not necessarily relevant to look at the legal status of migrants. In many contexts both migrants and refugees are present and it can be hard to distinguish between the two groups. Thus, Sida includes migrants, refugees, returnees and internally displaced persons in development cooperation when they are amongst the most vulnerable and the poorest.

A difficulty is thus to distinguish initiatives that fall under GCM from those that possibly rather fall under the Global Compact on Refugees. The above-mentioned funding *inter alia* targets safe and orderly migration, and education in emergencies. Support to safe and orderly migration, diaspora engagement and facilitating remittances in line with the GCM are emerging areas of work for Sida.

Sida's development cooperation is governed by strategies decided by the government. Migration is part of several of the development cooperation strategies (global, regional and country-specific), enabling work according to some of the GCM objectives. Strategies concerning global sustainable economic development, sub-Saharan Africa, Syria, Uganda, Turkey, DRC, and Bangladesh cover *inter alia* the human rights of migrants, prevention of trafficking, promoting the positive development contributions of migrants and strengthening the preconditions for safe, orderly and regular migration.

Of relevance for objective 1, Sida has within Sweden's strategy for global sustainable economic development supported the Food and Agricultural Organization (FAO). FAO aims to reach an increased understanding of how migration can be an engine for sustainable economic development and reduced inequality within and between countries. For example in 2019, FAO together with the Senegalese statistical authority conducted a household survey focusing on migration linked to agriculture and livelihood opportunities in rural areas. Six separate studies based on this data aimed to strengthen the capacity of relevant actors to facilitate initiatives in these areas.

In addition to the cooperation projects with IOM mentioned above regarding objective 7, Sida has supported migrant's rights in Guatemala together with Unicef. So called "Casa Migrante" or migrant's houses have been established where migrants can stay on the road and receive support for a shorter period of time. Furthermore, a model for consular protection and support for children and young people as well as psychosocial support for children deported alone from the USA has been developed, the latter also of relevance for objective 14.

Within Sweden's strategy for regional cooperation in sub-Saharan Africa (2018-2021), Sida has since 2018 funded the African Union's flagship program Joint Labour Migration Program (JLMP) to strengthen the AU's capacity to handle labour migration on the continent. The project is being implemented within the East African Community (EAC), Ecowas and SADC with the support of IOM and ILO as implementing partners. The project is of relevance for objectives 5, 18 and 23.

Within Sweden's strategy for global sustainable economic development during 2018-2020, Sida started a new collaboration with IFAD in 2020 in order to utilize and increase the development effects of remittances. IFAD's overall goal is to link its work on remittances to SDG and GCM implementation. The global support to the Consultative Group to Assist the Poor (CGAP) has contributed to knowledge materials on cash support and financial inclusion in humanitarian situations and included migrants in the work with access to financial services. The aim has been to see how financial services can be developed to be even more relevant for, for example, remittances, pension systems and employment generation, of relevance for objective 20 and 22.

Sida has also focused its work on dialogue and methodological support on the right to equal and inclusive education for migrants, of relevance to objective 19. This has involved initiatives in low-income countries to increase access to education for migrants in collaboration with the Global Partnership for Education (GPE), Education Cannot Wait (ECW), and with UNESCO. Sida also supports ILO's initiative Advancing the Decent Work Agenda in Northern Africa, which aims to result in more job opportunities, greater social protection and strengthened rights for migrant workers in the Middle East and North Africa.

Also regarding objective 19, Sida has since several years contributed with support to the Somalian diaspora. The Swedish-Somali Business Program (SSBP) through Business Sweden and the NGO Forum South support investments in Somalia so that women and young people can find employment. The initiative aims to make it easier for the Swedish-Somali diaspora to invest in companies and thereby create jobs in Somalia. Companies have received support to start or expand SMEs. Sida also contributed to IOMs

project to assist the Somali government's capacity in three sectors by recruiting members of the diaspora.

In addition to Sida's bilateral cooperation, Sweden has contributed through extensive core funding of multilateral organisations, such as the United Nations Development Programme (UNDP) and humanitarian agencies, which have supported countries' development of policies, strategies and projects for the implementation of the GCM.

### *The Swedish Migration Agency*

The Swedish Migration Agency has recently been re-organized in terms of its international unit, *inter alia* with an aim to facilitate further cooperative projects on migration management with various partner countries. The Agency is working closely with partner countries on return and reintegration issues, as well as capacity building and support to overall migration management. Several ongoing projects in third countries focus on creating conditions for people who choose to migrate to be able to do so in a safe, orderly and regulated manner; strengthening the capacity of host countries to deal with migration in a way that safeguards the rights of migrants and that contributes to their development; and increasing the positive development effects of migration and reducing the negative effects in the countries of origin.

The Swedish Migration Agency has supported the Turkish Directorate General of Migration Management (DGMM) under the Turkish Ministry of Interior, linked to GCM objective 7. The project has, *inter alia*, worked with exchange of experience and education in the areas of asylum and LGBTQ as well as protection and gender-based violence (GBV) with the aim of strengthening the Turkish agency's ability to exercise rights-based authority. This has also been implemented in the light of the GCM objectives 12, 15 and 23.

During 2019-2020, the Swedish Migration Agency has also been a leading partner in a Twinning project on Serbia together with the Netherlands and Slovenia. In addition to developing legislation on asylum and legal migration, the twinning project will support Serbia in developing the possibilities of absorbing funds and developing cooperation with the EU. In the project, the Swedish Migration Agency has contributed to Serbia's harmonization process by evaluating and further adapting the current Serbian legislation to the applicable EU legislation in the area of asylum and migration.

Moreover, during 2019-2020, the Swedish Migration Agency has been a partner in the European Return and Reintegration Network (ERRIN), which is an initiative from Member States to facilitate return and reintegration by creating common, knowledge-driven and innovative solutions based on a European approach in line with GCM Objective 21. Some of the main

activities of the program are to offer reintegration support for return through a network of local actors, offer solutions to facilitate the return of vulnerable groups, as well as to exchange information and develop tools to improve return talks. Within the ERRIN program, the Swedish Migration Agency has also run its own sub-project European Return and Reintegration Network - Sustainable Reintegration in Afghanistan (ERRIN-SRA) with the aim of increasing capacity and creating a permanent network of local organizations that provide reintegration services. The project also aims to develop and provide educational initiatives in e.g. entrepreneurship to returnees and to increase the acceptance for return within the family and local community.

#### *The Swedish Public Employment Service*

The Swedish Public Employment Service has conducted several projects over recent years of relevance for GCM implementation. For instance, one project is running from 2016 to 2023 under the title International Training Programme for Productive Employment which contributes with establishing labour market information. Another project during 2019-2022 is about Career Guidance in Secondary Schools which partly provides support to the Cambodia National Employment Agency in labour market analysis and forecasting. Sweden also participates in the EU project MigrActions, from 2017 until February 2021. It promotes safe and legal labour migration between Senegal, Mauretania, Cap Verde, Togo and Ghana.

In this work, the Swedish Public Employment Service has benefited from previous experiences in international cooperation and capacity building. Two examples of this are firstly a project that has been considered as good practice which focused on Strengthening the Moldova capacity to manage labour and return migration within the Moldova-EU Mobility partnership during 2009-2012. Secondly, a project in Armenia during 2017-2018 concerned Strengthening current and future employment and self-employment programmes through sustainable value chain management systems under the Migration Resource Centres and Local Centres of the State Employment Agency. Current GCM implementation should make attempts to learn from previous experiences and practices of this kind.

#### *Statistics Sweden*

Statistics Sweden is in charge of reporting data on Sweden's SDG implementation according to the 2030 Agenda. An example of SDG implementation which overlaps with GCM implementation is the aim to reduce the transaction costs for sending remittances. Since the Swedish Consumer Agency launched its price comparison site, Money from Sweden, in December 2014, the cost of sending SEK 3,000 from Sweden to abroad has been reduced by 2-4 percentage points, and 5-6 percentage points to some countries. It is mainly companies that have specialized in money transfer that



account for the reduction, rather than banks. The reduced cost to the absolute poorest countries represents the greatest improvement. The transfer fee can sometimes be below 0.5 per cent. This is in line with GCM objective 20.

Moreover, a concrete example of how Sweden has drawn both from Agenda 2030 and GCM is the regional programme to improve migration statistics in Africa, funded by Sida and coordinated by Statistics Sweden in collaboration with the IOM and the AU statistical institute StatAfric. The program covers the period 2019-2021 and has strong links to the 2030 Agenda and to GCM objective 1. The project aims to increase the capacity to describe intracontinental migration covering regional economic communities (RECs), harmonize concepts and methods, strengthen the availability and awareness of gender-sensitive migration data and coordinate migration statistics. This project will help RECs to identify regional indicators that can illuminate the contribution of migration to economic growth, integration and development within the regions.

Statistics Sweden is also a member of the UN expert group The International Data Alliance for Children on the Move. The main aim of its work is to improve statistics and data on migrating and forcibly displaced children with the aim of supporting evidence-based policy making that protects and empowers them. Overall, Statistics Sweden cooperates with partner countries and regional organizations in relation to GCM Objectives 1, 5, 6 and 8.

### *Summary*

Since Sweden's focus in reporting on GCM implementation is our efforts to reach GCM objectives through our work in third countries, there is an overall identified need for capacity building and support to those countries. Swedish agencies are able to contribute with only limited resources to such cooperation, beyond and in addition to their overall mainstream activities. It is therefore very positive that also other countries are engaged in such international cooperation according to objective 23. It could be helpful if the UN Network identified project-based cooperation and were able to share information among member states about similar projects in order to avoid duplication of work as well as seeking synergies.

In view of areas in which Member States would benefit from additional support in implementing GCM, Sweden has the position that the United Nations Network on Migration could have a role to play in bringing together clusters of countries with relatively developed migration systems and similar approaches to migration and development for informal discussions. We believe that exchanging ideas on content, support and narratives relating to the GCM among like-minded could assist in harnessing the potential benefits of the GCM.

## **5. Next steps**

Sweden is in the process of developing its general approach to GCM implementation and will continue with various inter-ministerial meetings and discussions to coordinate, share and collect information on relevant aspects of a whole-of-government implementation.

Steps will also be taken to interact continuously with government agencies regarding their project activities in third countries of relevance for GCM implementation. Finally, in order for a whole of society approach to be effective, the Ministry of Justice will also coordinate interaction with civil society, the private sector, municipalities and regions in order to inspire these stakeholders to work along the lines of the GCM objectives.