

Migration 2002

Foreword

Each year the Government presents an account of the past year's migration policy to Parliament. This report is an abbreviated and revised version of that account.

Immigration to Sweden is a social issue that affects many people and invokes a variety of opinions. Some people feel that Sweden permits too many foreigners to reside in Sweden, while others feel that we are too restrictive in granting residence permits. A large segment of Sweden's citizens feel that politicians and the authorities have created a system that works, by and large. The Government and Parliament issue the laws and regulations that regulate immigration and government agencies enforce these laws.

All of us working with migration policy welcome an open and stimulating debate on these important questions and hope this report will provide more information and facts within the area, which has been requested in the public debate.

Stockholm, Sweden
June 2002

Jan O Karlsson
Minister for Development Co-operation, Migration and Asylum Policy

A few key terms

Migration

Immigration and emigration between different countries, the resettlement of people.

Migration policy

Those principles, regulations and agreements that regulate the travel and migration of people between states. The Swedish migration policy should be regarded as a whole, including the areas of refugee, immigration and return migration policy. Migration policy is also a part of the foreign, security, trade and foreign aid policy. Furthermore, there are common points of interest with the integration policies.

Refugee policy

Consists of the following segments:

- efforts in the UN and other international organisations to contribute to counteracting and resolving international conflicts, and upholding respect for human rights.
- economical and other types of support to the UNHCR (United Nations High Commissioner for Refugees), UNRWA (United Nations Relief and Work Agency for Palestine Refugees), the International Committee of the Red Cross and other organisations that provide support to refugees.
- work within the EU aimed at a greater compatibility of policies
- international collaboration aimed at promoting a shared distribution of responsibility between countries and at strengthening refugees' legal protection
- the transfer to Sweden, in close co-operation with the UNHCR, of particularly vulnerable persons in need of sanctuary from persecution or those who cannot return to their homeland.
- the reception in Sweden of people other than refugees in need of protection
- state-financed municipal reception for refugees and other persons, to help these people adjust and integrate in Swedish society
- assistance to persons who have received protection in Sweden and who wish to return to their homeland or apply for resettlement in a third country.

Immigration policy

Principles and regulations concerning the granting of permission for aliens to take up residence in Sweden. Immigration to Sweden is regulated since 1967, with the exception of citizens from the Nordic countries who are entitled to live and work in any Nordic country they choose, and for citizens of the States that are party to the EEA agreement. As of 1 June 2002, Swiss citizens are also included. Membership in the EU means that citizens of all EU Member States are free to move between the Member States to work, study, reside and live without a work permit. This free mobility extends to family members, regardless of citizenship.

Asylum

From the Latin word *asylum* (sanctuary, place of refuge), residence permit issued to a foreigner on the basis of his/her refugee status under the Geneva Convention.

Asylum seeker

A person who has made his/her own way to Sweden and declares himself or herself to be in need of protection (asylum), but whose application has not yet been completely reviewed.

Refugee

A person outside the country of which he/she is a citizen of and who has well-founded fears of persecution for reasons of race, nationality, membership of a particular social group, or on account of religious or political beliefs and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country.

In this report, the word "refugee" is also used in its popular connotation/meaning "people who flee".

Others in need of protection

A person who has left his/her country of origin because he/she is in need of protection. This group includes, besides refugees, people who

- fear capital punishment, corporal punishment, torture or other inhuman or degrading treatment or punishment
- due to an external or internal armed conflict are in need of protection or who cannot return to their country due to an environmental disaster,
- feel a well-founded fear of persecution due to their gender or sexual preference.

The Geneva Convention

The 1951 United Nations Convention governing the legal status of refugees.

Humanitarian reasons

A person may be granted a residence permit (but not asylum) primarily based on reasons solely related to the individual, e.g. serious illness or circumstances related to a long duration of residence in Sweden.

The first asylum country principle

A refugee is expected to apply for asylum in the first country he/she arrives at after fleeing, if he/she is protected from persecution in this country and against being returned to the country he/she has fled.

Resettlement (Quota refugees)

A person belonging to the special quota of persons in need of protection, as determined by Parliament, who are given the opportunity to settle in Sweden. Selection and travel to Sweden is organised by the Migration Board in close co-operation with the UNHCR. These funds are intended for persons who cannot receive protection in any other manner or who cannot return to their homelands. The funds may also be used for other refugee measures.

Close family member of an immigrant

A person who is granted a residence permit because he/she has close relatives living in Sweden. Spouses, partners and unmarried children under the age of 18 are regularly granted residence permits in Sweden. The term "family ties" is often used.

Visa

A document required by citizens from certain countries when visiting Sweden. Visas are issued by foreign missions (i.e. embassies and certain consulates) or the Migration Board.

Return migration

Voluntary migration to the country of origin by persons legally residing in Sweden.

Return

People who return to their country of origin because they do not, or no longer satisfy the requirements for residence permit in Sweden. The return can be made voluntarily or through a decision of rejection or expulsion, carried out by the Swedish authorities.

Brief history

The era of the great emigration

Between 1851 and 1930 a total of 1.4 million Swedes emigrated, most to North America. In some parts of Sweden as many as every second person emigrated. Despite this, Sweden's population rose from about 3.5 million to 6.1 million inhabitants. This considerable population growth was one of the reasons for the mass emigration. The opportunities to make a living in the rural areas deteriorated significantly, resulting in famine in some places. However, it was not the poorest of the growing rural proletariat who emigrated. Instead, it was those among the poor who were somewhat better off and could afford a trip across the Atlantic.

Many people were attracted by the infinite possibilities they believed existed in North America. It was not until the close of the 1920s that emigration declined, partly due to the more restrictive immigration laws introduced in the USA at that time. Most of those who emigrated remained, but almost every fourth emigrant returned. During 1900-1930, 222,000 people immigrated to Sweden, a large portion of which is presumed to have been returning Swedish-Americans.

From a country of emigration to a country of immigration

In the 1930s, Sweden underwent a transition from emigration country to an immigration country. The number of foreign citizens at that time was still limited. The effects of the Great Depression also affected Sweden and unemployment was widespread at times. At the same time, the depression in the western world meant that North America was no longer such an attractive option. The insignificant scale of immigration and emigration meant that net immigration – immigration minus emigration – to Sweden remained limited. Up until the 1940s, it did not even reach 10,000 people/year.

It was not until WWII that immigration increased more markedly. Sweden had remained neutral during the war but had a moral obligation to keep its borders open to refugees from the neighbouring countries. About 70,000 Finnish war children were evacuated to Sweden in 1939 after Soviet attacks in Helsinki and other cities. Many of these children were subsequently adopted by their foster parents and remained in Sweden. During 1943-45, about 30,000 Estonians, Latvians and Lithuanians moved to Sweden, in addition to about 60,000 Norwegians and Danes. Somewhat later, about 34,000 refugees from Europe and the horrors of the concentration camps were brought to Sweden as part of the Bernadotte Action. Many refugees returned home after the war ended or moved to the USA and other countries, but many settled permanently in Sweden. Many of the refugees that returned home came to play a significant role in the reconstruction of their countries. Among the best known are Willy Brandt and Bruno Kreisky.

The era of labour immigration

After WWII, industries were desperate for labour. A Europe devastated by war had to be rebuilt and Swedish export industry could contribute. Increased production was made possible by hiring more workers. The so-called Labour Force Commission started in 1947 to recruit workers from Italy, Hungary and Austria. In the 1950s, business companies began recruiting in West Germany and Holland, and eventually

even from Italy, Austria, Belgium and Greece. Total immigration to Sweden during this period was 256,000 people.

The Nordic passport control agreement, which is still valid today, was introduced in 1954. This agreement means that citizens in the Nordic countries are free to live and work in the other Nordic countries. Due to the common labour market, Nordic immigration in the 1960s accounted for three-quarters of the total immigration to Sweden. Finns were the incomparably largest group. Many returned to Finland when the Finnish economy picked up.

In the 1960s, a large number of Yugoslavs, Greeks and Turks immigrated to Sweden. In 1965, the Labour Market Commission argued in favour of extensive labour force immigration. The active labour force (primarily men in industrial work) was already fully utilized. A debate was in progress, however, that the nation's labour force reserves, primarily women but also elderly, could be used instead of immigrants. Women began to enter the labour market to a greater extent.

Towards the close of the decade, the economy weakened and many people came to Sweden without the certainty of finding employment. Simultaneously, unexpected challenges began to emerge as a result of immigration, such as integration issues. A number of committees and commissions were appointed in the mid-60s with the task of formulating basic principles for labour force immigration and the integration policy. In 1967, after forceful demands from the labour unions, measures were introduced that marked the start of regulated immigration. In principle, these measures meant that all migrants from non-Nordic countries must have work, a work permit, and housing arrangements before entering Sweden. The total immigration in the 1960s was the most extensive to date – 424,000 people.

After 1970, when about 77,000 people immigrated, basically all labour force immigration ceased. Tougher economical conditions, due among other things to the oil crisis, was at the root of this change. The demand for labour in production industries receded. The new jobs were mostly within the growing public sector. During the 1970s the number of women in the labour force increased by about 500,000. Citizens from the Nordic countries made up the majority of the total immigration up to the mid-70s. Since many families were reunited during the remainder of the 70s, the total immigration for the entire decade amounted to 386,000 persons.

Towards the close of the 1970s, immigration began to assume a more complex pattern as regards countries of origin and reasons for migration. Family reunions and asylum seekers accounted for relatively extensive immigration in the 1970s. Immigration from non-European countries became predominant in the 1980s. People in need of protection and their families became the most important groups.

People in need of protection after WWII

During the post-war period, several global political events have forced people to seek protection in Sweden. The Soviet invasion of Hungary in 1956 caused about 8,000 people to flee to Sweden. After the junta overthrew the government in Greece in 1967, about 5,000 Greeks received protection here. The year later the Soviet Union invaded Czechoslovakia and Sweden accepted about 2,100 Czechs. In 1969, about 2,300 Polish Jews were driven from their country and were given sanctuary in Sweden.

The largest inflow of refugees after the end of WWII came when about 13,000 fled Chile after General Pinochet took power in 1973. At the same time, other Latin

American refugees that had found refuge in Chile during the reign of Allende were forced to leave the country. Refugees from Argentina, Uruguay, Bolivia, Brazil and Peru also came to Sweden. Many of these refugees have since returned when the political situation in their homelands changed

In the latter part of the 1970s, about 12,000 Syrian Orthodox Assyrians from Lebanon, Turkey and Syria immigrated to Sweden. They considered themselves persecuted for religious reasons but were never acknowledged as refugees. Those who had already lived in Sweden for a longer period were finally granted residence permit for humanitarian reasons.

In the beginning of the 1980s Sweden provided a place of refuge to about 3,000 boat refugees from Vietnam and to refugees fleeing Poland after the trade union organisation, Solidarity, was forbidden in 1981. Yet another wave of refugees from Chile led over 10,000 asylum-seekers to Sweden. The war between Iran and Iraq promoted many asylum seekers from these two countries. Between 1985 and 1990, there was an annual inflow of between 4,300 and 6,000 people from Iran. Otherwise, most of the asylum seekers in the 1980s came from Bulgaria, Eastern Turkey, Lebanon and Ethiopia. Many of those from the Middle East were Kurds.

The 1990s

Immigration to Sweden was dominated in the 1990s by foreign citizens who received residence permit on the grounds of the need for protection and relatives to these people. Despite some changes in legislation regulating immigration to Sweden it was mainly global changes that affected the extent and complexity of immigration. The reasons why people chose to emigrate from their homelands vary. Contributing factors during the 1990s are war and oppression in different parts of the world.

In the period 1995-1999, 245,500 asylum seekers came to Sweden, of which 159,500 (65%) were granted a residence permit because they were recognised as people in need of protection or for humanitarian reasons. Former Yugoslavia and Iraq were the main conflict areas from where a considerable number of refugees have come to Sweden. During the exceptional year of 1992, 84,000 people applied for asylum in Sweden, primarily from the war in former Yugoslavia. This was more than three times the number compared with the year before. During the second half of the 1990s, the annual number of asylum seekers has remained at a constant average of 9,700 per year.

During the last decade of the 1990s a total of 209,700 people were granted permission to remain in Sweden on the grounds of relations to someone in Sweden. A large part of immigration of close relatives is a consequence of the considerable refugee immigration in the last ten years. In 1999, 58% of the people granted residence permits were relatives to people who had been granted residence permit based on various protection needs.

In 1950, the number of foreign-born persons in Sweden was less than 200,000, the equivalent of less than 3% of the entire population. In 2000, the portion of foreign-born persons had grown to 11,4% of the entire population of almost 9 million inhabitants. If we count all the persons with foreign background, those born outside Sweden and those born in Sweden with one or both parents born outside Sweden, every fifth inhabitant in the country has a foreign background (a total of 1.8 million people).

In 2000, over one million of Sweden's population was born outside Sweden (of which less than half are foreign citizens).

I Global migration

The refugee situation

2001 and the first half of 2002 has been dominated by refugee crises and new, acute refugee situations in Macedonia and Afghanistan. Simultaneously, a vast amount of long-running humanitarian refugee crises continued throughout the world. Towards the close of the period, however, the trend points towards a growing share of return migration rather than an increased number of refugees.

In 2001, 19.8 million people the world over were regarded as falling under the mandate of the UNHCR. Of these, 12 million were recognised as refugees under the Geneva Convention, which means they were afforded humanitarian, or similar status, or temporary protection.

The conflict in Afghanistan lies behind the largest refugee situation in the world. The number of refugees estimated outside the borders of Afghanistan reached over 3.8 million at the end of 2001.

Dramatic changes have occurred in the Afghanistan situation. After the terrorist attack against the USA on 11 September and ensuing actions by the international coalition, the flow of refugees to Pakistan and Iran increased for a period. Hundreds of thousands of people passed over the borders, mainly into Pakistan, though in a smaller scale than initially feared by the UNHCR. After the Taliban regime was overthrown, the country's conditions have drastically improved. Since the appointment of the interim government, return migration has exceeded all expectations and by May 2002, more than 600,000 refugees had returned, in addition to more than 200,000 internal refugees. The UNHCR's forecast predicts that at least 1.5 million persons will return in 2002, which will lessen, though not resolve, the extensive refugee situation in the region.

The crisis in the Middle East peace process further deteriorated for a time and the situation for the over three million Palestinian refugees, mainly on the West Bank/Gaza, remains precarious. Israel's military actions in the refugee camps in its search for Palestinian terrorists have obstructed the supply of humanitarian provisions, which were stopped for a time. The conditions for realising a permanent solution of the refugee issue are now worse than they have been for a long time.

There are approximately 1,9 million people of concern to UNHCR in *Iran*, of which most are Afghan. About 700,000 Iranian citizens live as refugees in Iraq, Turkey, Jordania and other countries.

Africa has several serious and long-running refugee situations with a total of 4,1 million people of concern to UNHCR. The civil war in Sudan has been raging for 18 years, resulting in the death of two million Sudanese and 300,000 Sudanese refugees in neighbouring countries.

In the African Great Lakes region, there are about 2, 4 million people of concern to UNHCR.

The Balkan states still have major, unresolved refugee issues. *Croatia, Bosnia and Herzegovina* and *Yugoslavia/Serbia* have large refugee groups that can be integrated neither where they are nor return to their homes. The Federal Republic of Yugoslavia

has the greatest portion of refugees. The total number of people of concern to UNHCR in South-Eastern Europe is 1,6 million.

The total number of people of concern to UNHCR in Asia and the Pacific is 1,7 million.

The migration flows

Immigration and emigration are often described using the umbrella term migration. A migrant passes a national border and the intended stay in the new country is expected to be of a certain length – Statistics Sweden uses 12 months as standard when registering migrants/emigrants. The term migration includes all types of international migrants, regardless of the reasons for migration. Temporary visitors such as tourists and business travellers are not usually included in the international migration statistics. On the other hand, the migration policy rules and other measures also apply to temporary movements across borders.

There are no reliable assessments as to how many people leave their home countries. According to one estimate, 150 million people are international migrants. These are people who for at least one year live in a country other than that of which they are citizens. At the same time, over 6 billion people reside in the country of their birth or of their nationality. The number of migrants is therefore only 2.5% of the total global population.

Most people become migrants chiefly for economic reasons, though often many different factors lie behind the decision to emigrate. People are emigrating for labour market reasons from an increasing number of countries. Two out of three states with any substantial populations are now obviously a part of the international economic migration flows. The reason for this is the globalisation of the world economy, with intensification of trade, exchange of services, and financial links between countries. Many factors contribute to increasing international migration – relatively declining travel costs, availability of more and more information, and extended personal and institutional networks.

II The Swedish migration policy

Regulations and legislation

Conventions and agreements

There are a considerable number of Conventions and other international instruments of importance to the signatory states' asylum and immigration policies.

The UN Convention from 1951 relating to the Status of Refugees, the so-called Geneva Convention, remains the fundamental and most significant Convention concerning the protection of refugees. The Swedish Aliens Act is based on this Convention. In 1967, a protocol relating to the Status of Refugees, the so-called New York Protocol, was adopted to the scope of the application of the Geneva Convention. Ratifying States undertake to apply the Geneva Convention without its time limits to events that took place before 1 January 1951 and without its geographical restriction to Europe.

The Geneva Convention includes a definition of who is to be regarded as a refugee and specifically prohibits the expulsion or return of refugees to a country where they risk persecution or to a country where they are not safeguarded against being sent to such a country. In addition, the Convention includes rules stating that a refugee is to be treated as a citizen in the country where protection has been granted as regards to certain social benefits, etc. An appendix to the Convention stipulates in detail how travel documents are to be issued to refugees.

The Convention and the Protocol define a refugee as a person who "on the basis of a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion is outside the country of his nationality and unable or unwilling to avail himself of the protection of that country."

The Geneva Convention's refugee definition is the only definition that is universally adopted. The Convention focuses on the person's individual, subjective fear of being persecuted due to certain objectively demonstrable circumstances. The Convention's concept of refugee does not however cover people fleeing due to natural disasters, destitution, armed conflict or general violence. Therefore, there are special agreements with a somewhat wider definition of a refugee in a few regions.

The OAU Convention of 1969 that covers particular aspects of the refugee problem in Africa extends to a person who "on the basis of external aggression, occupation, foreign dominance or events that seriously disrupt the general order in a part of a country or the entire country in which he is a citizen or originates from is forced to leave his home to seek protection in a place outside that country."

A similar refugee definition applies for Central America in the declaration adopted by the concerned governments in Cartagena in 1984. The refugee definition agreed upon then encompasses "persons who have fled from their country because their lives, safety or freedom is threatened by general violence, foreign aggression, internal conflict, massive violations of human rights or other conditions which seriously disrupt the general order."

As regard to Asia, several vital countries have not ratified the Geneva Convention though they have provided refugees with protection. The UNHCR Executive Committee has – supported by the principle of first asylum countries in Southeast

Asia – approved the rule that all asylum seekers, at least temporarily, will be accepted by the so-called first asylum countries and that refugees will not be expelled or returned from these countries.

The OECD states have not jointly pledged themselves to a refugee definition other than the one in the Geneva Convention but many OECD states have implemented in their national legislation rules for residence permits that are in some instances more generous than the Geneva Convention's. Such is the case in Sweden.

It is significant that the UNHCR's operations, based on a resolution from the UN's general gathering, has expanded beyond the original mandate. Of the 22.3 million people that the UNHCR provided protection and assistance to in 2001, half were refugees and the other half were internal refugees, people returning home and others afflicted by armed conflicts. It should however be pointed out that the refugee commission's mandate has not been formally expanded.

The UNHCR is currently working to develop international standards as regard to the area of refugees. Some 70 conclusions have been adopted by the UNHCR's Executive Committee for international protection of refugees, including conclusions regarding women in flight, children refugees and reuniting families. In recognition of the fact the refugee convention has been in effect for 50 years as of 2001, the UNHCR has initiated consultations aimed at confirming the Convention's role as a founding pillar for international refugee laws.

The Aliens Act

Asylum and persons in need of protection

The amendments to the Aliens Act introduced in 1 January 1997 entailed considerably extensive changes, for example concerning which categories have a right in principle to receive protection in Sweden.

Persons categorised as in need of protection are primarily those deemed *refugees* in line with the 1951 Geneva Convention. The term *asylum* describes the residence permit granted solely to refugees. Persons covered by this protection are sometimes referred to as Convention refugees. The definition of the term refugee in the Aliens Act coincides with the definition stated in the Geneva Convention. Chapter 3 § 2 of the Aliens Act states that a refugee is "an alien who is outside the country of his nationality owing to a well-founded fear of being persecuted for reasons of race, nationality, membership of a particular social group, or religious or political opinion, and who is unable or, owing to such fear, is unwilling to avail himself of the protection of that country". This applies regardless of whether the persecutor is the country's authorities, or if those authorities cannot be assumed to offer protection against persecution of individuals. A person who is stateless and for the aforementioned reasons is outside the country of his or her previous normal residence, is also regarded as a refugee, on condition that the person is unable or, owing to his or her fear, is unwilling to return to that country.

Apart from refugees, three other categories according to Chapter 3 § 3 of the Aliens Act have a right in principle to receive protection in Sweden (aliens otherwise in need of protection). Such persons are those who have left their country for reasons other than such that confer refugee status and who:

- have a well-founded fear of being sentenced to death or corporal punishment or of being subject to torture or other inhuman or degrading treatment or punishment,
- due to an external or internal armed conflict need protection or on account of an environmental disaster are unable to return to their country of origin, or

- because of his/her sex or sexual preference have a well-founded fear of persecution.

According to the aforementioned criteria *persons in need of protection* include such persons who are stateless and, due to the aforementioned reasons, on condition that the person is unable or, owing to his or her fear, is unwilling to return to that country.

Amendments to the Aliens Act

Amendments to the Aliens Act adopted on 1 July 2000 improved protection of women in family cases. A person entering a new family formation is granted a residence permit for a period limited to two years (deferred immigration examination). Should the relationship last during these two years, a permanent residence permit is granted. The amendment to the Aliens Act implies that a permanent residence permit may be granted though the relationship ends before the close of the two year period if the applicant or the applicant's children are subjected to abuse or treatment constituting a serious violation of the applicant's or the child's freedom or wellbeing. Furthermore, a residence permit may be denied on the first occasion of application though the relationship appears sincere if there is a real threat that the applicant will be subjected to violence or other serious violation in the relationship.

As of 1 July 2001 new provisions were introduced for residence permits for adopted persons. One of the changes is that a provision be inserted in the Aliens Act to regulate the possibility to grant a residence permit on the grounds of adoption for children under 18. Furthermore, the act stipulates that agencies concerned with aliens are to always accept court decisions on adoption. Moreover, in the future, the courts of Sweden are to obtain a statement from the Migration Board in adoption cases concerning non-Nordic citizens 12 years of age or older.

The European Court of Human Rights and the UN Committee against Torture

In 1998, the new European Court was established with full-time employed members. Complaints are made directly to the Court. In the complaint, the foreigner often declares that if he or she is expelled to his/her country of origin, he or she will be subjected to torture. Torture is forbidden in both Article 3 of the European Convention for the Protection of Human Rights and Article 3 of the UN's Convention against torture and other cruel, inhuman or degrading treatment or punishment. Sweden's Aliens Act absolutely forbids the expulsion or return of a person threatened by capital punishment, corporal punishment or torture or being subjected to other inhuman or degrading treatment or punishment. Persons risking such treatment are to be granted a residence permit in Sweden as persons in need of protection.

Cases referring to torture are often difficult to investigate and entail complicated questions concerning evidence. Most often, the evidence referred to in the case exists in another country.

All states do not however recognise the individual's right to appeal to the UN's Committee against Torture. The Committee has to date tried 17 cases in the matter concerning complaints against Sweden. The Committee has expressed criticism against Sweden in eight cases. In nine cases, the Committee has found that no criticism can be made against Sweden. Eight cases were settled without a trial. The Committee presently has seven open cases concerning Sweden. At present, there has not been a case in which the European Court has found that Sweden has violated Article 3 of the European Convention.

After the 1997 amendments to the Aliens Act, which established that the risk of torture constitutes grounds for protection in Sweden, a considerable number of persons have been granted residence permits for this reason. In 2001, about 800 people were granted residence permits in Sweden for this reason.

Sweden places importance on the individual's right to appeal to an international supervisory organisation. A thorough analysis is made of every case in which criticism has been expressed against Sweden. Sweden always adheres to the decisions of the European Court and the Committee against Torture. No expulsion has been carried out in those cases where criticism was expressed against Sweden.

Initiatives and measures

The Western Balkans

Overall perspective and stability

Sweden has constantly maintained that the refugee issues in the Western Balkans cannot be resolved without a regional solution, which requires an overall view of the situation. From this perspective, the Stability Pact for Southeast Europe is a good instrument to increase collaboration between the countries in the region as well as with other countries, especially the EU states. Migration and asylum issues are a significant part of the social structure in the Western Balkans that must be reformed to stabilise the region and provide conditions for integration with the rest of Europe. Together with other countries, Sweden initiated during the first six months 2001 the start of a so-called migration and asylum initiative within the framework of the Stability Pact. The initiative will provide support for four years to the development of the migration and asylum systems in five countries, namely Croatia, Bosnia-Herzegovina, the Federal Republic of Yugoslavia, the Former Yugoslav Republic of Macedonia, and Albania. Sweden heads efforts made in the country group for Macedonia. Besides the former Yugoslav Republic of Macedonia and Sweden, the group consists of Norway, Denmark and Bulgaria. With the aim of accelerating the migration and asylum initiative, Sweden has provided financial support to the secretariat in Vienna, which provides support to the country groups and co-ordinates operations.

The Dayton Peace Agreement of 1995 confirms the right of refugees to return to their homes after the war and banishment in Bosnia and Herzegovina and Croatia. Since then, Sweden has been a driving force behind the demand that the many refugees and internal refugees must be afforded this right and that the international community must not relent in its demands to the governing powers of these countries. The many obstacles presented must not lead to a gradual acceptance of the situation. The possibilities have improved slowly and with the political changes in 2000, first in Croatia and then in the Federal Republic of Yugoslavia, the conditions for a more extensive return of refugees have finally improved. These new possibilities are reflected in the action plan for returning refugees 2001/2002 adopted by the Stability Pact in June 2001 and now being implemented. About 900,000 Bosnian refugees and displaced persons have returned since the Dayton Agreement. Minority returns are increasingly taking place and reaching the number of about 70,000 for the first eight months of 2002. For those who prefer to stay in Yugoslavia rather than return to Bosnia and Herzegovina or Croatia, integration will be made an option. Among other

activities in the migration field that sort under the Stability Pact can be mentioned combating trafficking in human beings.

During spring 2000, Sida decided to continue its financial support to the IOM (International Organization for Migration) for activities in individual Balkan countries by funding a regional project with SEK 28 million. These activities are now being implemented.

The Kosovo Province

The mass influx of people fleeing Kosovo in 1999 was a huge challenge for the international community. To enable as many people as possible to return home in the future, the majority of the refugees were taken care of in neighbouring areas pending the possibility of return. Sweden provided funds to organisations such as the UNHCR with flexible terms for use, as was the case in other initiatives taken by Sweden, which contributed to a generally successful refugee handling. When the mass migration started, Sweden participated in EU deliberations aimed at reaching a joint position concerning the refugees. Sweden quickly responded positively to the UNHCR's request to provide temporary protection to refugees staying in the Former Yugoslav Republic of Macedonia transferred within the framework of the humanitarian evacuation programme. About 7,000 people, mainly ethnic Albanians, were granted temporary residence permits in Sweden including the previous asylum seekers from Kosovo and the 3,850 people evacuated from Macedonia.

In line with a provision, people who chose to return to their country of origin received a grant of SEK 5,000 per person, maximum SEK 30,000 per family. The provision was limited until the close of May 2000. In all, about 3,480 people holding temporary permits received return grants. Most of the people who freely returned to Kosovo and applied for return grants are people evacuated to Sweden from Macedonia.

Of those people who received temporary protection, a total of 4,036 people applied for asylum to remain in Sweden after the temporary permit expired. About 2/3 of the applicants have been granted permanent residence permits on humanitarian grounds while 1/3 of the applications have been rejected.

Bosnia and Herzegovina

When the war broke out in Bosnia and Herzegovina, many people fled to Sweden. Over 60,000 Bosnians were granted permanent residence permits in Sweden. They were free to choose if they wanted to remain in Sweden or return to their country when the situation allowed. Almost 2,000 returned backed by government funded return grants. A core element of Sweden's Bosnian policy, besides providing protection to those in need, has always been to provide funding for the rebuilding of Bosnia-Herzegovina to ensure peace and development, and to ensure that as many as possible of those forced to leave their homes would be able to return if they so desired.

The conditions have gradually improved in Bosnia and Herzegovina. However, during 2000-2002 the number of Bosnian asylum seekers will be about 10,000 in total. With few exceptions applicants are not considered to be in need of protection.

Within the framework of the Nordic Governments' Advisory Group on Refugee Affairs (NSHF) a joint three-year project is on-going to facilitate for older Bosnians living in Finland, Denmark, Norway and Sweden to return to their homelands. The project is jointly operated with the IOM, commissioned by the Nordic countries ensure the rights of the older refugees returning home to Bosnia and Herzegovina. From Sweden about 60 Bosnians are participating in this project.

Resettlement and other forms of assistance for refugees

Since 1950, Sweden has accepted a large number of refugees and other persons in particularly vulnerable situations for resettlement through organised transfer. The funds set aside for this purpose are not restricted for refugees in the word's legal context. Funds may be used for persons who are persecuted and in danger but who have not yet left their country. The Migration Board, in close co-operation with the UNHCR and IOM, is responsible for selecting and transferring refugees to Sweden. The Swedish Government defines the guidelines. On policy matters The Nordic governments have regular high-level consultations within the framework of the NSHF.

During the years 2000 and 2001, the Swedish Parliament set aside funds comparable to the costs of 1,840 transfer refugees per year. The funds have been used with a certain degree of flexibility. In 2000 and 2001, SEK 10 million were used for medical programmes in Sweden and in the neighbouring areas of Bosnia-Herzegovina for citizens from Bosnia and Herzegovina. The funds have also been used for collaboration between Swedish care providers and medical personnel in former Yugoslavia. In 2001, funds were used for medical programmes in the Kosovo province in the Federal Republic of Yugoslavia. These efforts were conducted in collaboration with the UNHCR and IOM.

In 1998, SEK 2.6 million was earmarked for the Migration Board for regional solutions to help particularly vulnerable persons in Columbia. The efforts planned for 1999 were to be conducted together with the UNHCR, individual organisations and the Swedish embassy in Bogota. Due to some initial problems, earmarked funds have also been used in 2000 and even 2001. In June 2001, the Government set aside a further SEK 2.7 million with the aim of prolonging the project in its current form for one more year.

Moreover, SEK 6.5 million has been set aside for a fund administered by the UNHCR (UNHCR's Trust Fund for Enhancing Resettlement Activities). The overall objective of the Trust Fund was to broaden the base of resettlement countries. The Fund was established in 1997 and has run as a test project for three years. During 2002, 17 states in Europe, America, and Africa, together with Australia and New Zealand, have agreed to regularly or temporarily receive close to 100,000 people for resettlement.

During 2000, 1,162 people were transferred to Sweden, mainly people from Iran and Iraq. During 2001, 1,279 people were transferred to Sweden. These people come mainly from Afghanistan, Iran and Iraq.

Development co-operations and other humanitarian aid

For many years, Sweden has conducted development co-operations in the area of migration policy with our neighbouring Baltic countries – Estonia, Lithuania, and Latvia. Sweden also has a co-operation to enhance the capacity in the area of

migration policy with Russia, Belarus, Ukraine and most of the countries in Central and Eastern Europe that are candidates for EU membership. The aim of the co-operation is to contribute actively to the formation of a migration policy judicial system that coincides with the international standards and conventions in the areas of asylum and migration. Combating human smuggling through the development of a legal system that protects the rights of vulnerable persons regardless of nationality and promotes regional co-operation concerning migration issues are important goals for Sweden's collaboration with these countries.

An area, which Sweden gives high priority to within this type of collaboration, is combating sex-slave trafficking and supporting the victims of this trade. Sweden will take measures to organise professional training of police, prosecutors and other relevant agencies in the problem of sex-slave trafficking.

Humanitarian aid

The Swedish contribution to the *UNHCR* in 2001 amounted to SEK 387 million, ranking Sweden as the fourth largest contributor. The Swedish contribution was distributed by the *UNHCR* in consultation with the Ministry for Foreign Affairs. The funds are used for pre-determined foreseen needs and through redistribution to meet new emergency needs.

The *UNRWA* runs an operation that is decisive for securing the immediate humanitarian needs of the Palestinian refugees. Sweden is one of the *UNRWA*'s largest contributors with a contribution of SEK 160 million in 2001. This considerable contribution indicates the importance Sweden attaches to the *UNRWA*'s operations as a stage in promoting a stable and peaceful development in the Middle East. The *UNRWA*'s central humanitarian role is further accentuated by the conditions of constant acts of terror and war in the Palestinian areas since autumn 2001.

Sweden has long been one of the largest contributors to *UNICEF* (the UN's Children's Fund). Of *UNICEF*'s total income in 2000 of USD 1,139 billion, approximately USD 131 million were intended for humanitarian initiatives. Through its contribution of SEK 297 million to *UNICEF*'s regular budget for 2001, Sweden contributes to the organisation's humanitarian operations concerning conflicts and natural disasters. Sida's contribution to *UNICEF*'s humanitarian efforts amounted to over SEK 142 million in 2001.

The Swedish support to the *WFP* (the UN's World Food Programme) is made in part in the form of an annual contribution and in part as an extraordinary contribution in connection with unforeseen disasters. In 2001, the contribution amounted to SEK 210 million, with an extraordinary contribution of SEK 52 million through SIDA.

Sweden is one of the largest contributors to the *ICRC* (the International Committee of the Red Cross). Sweden's contribution in 2001 to the *ICRC* amounted to SEK 233 million, of which SEK 13 million was used for efforts to spread knowledge about humanitarian rights, and SEK 220 million through Sida for field operations.

A large part of the Swedish aid administered by Sida is channelled through the UN's *Consolidated Appeals (CAP)*, which is co-ordinated by OCHA (UN Office for the Co-ordination of Humanitarian Affairs). In 2001, funds to the UN's Consolidated Appeals amounted to SEK 280 million and SEK 10 million to OCHA's central budget.

Payments were made for humanitarian aid and the prevention of conflicts through SID amounting to over SEK 1,655 million in 2001. A large portion of the aid was

channelled through individual organisations including the Red Cross (SEK 686 million) and through international individual organisations (SEK 327 million). Almost SEK 500 million was channelled through UN organisations.

Studies and proposals

Temporary protection in a mass influx situation

In July 2001 the Council of the European Union adopted a Council Directive on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof. The purpose of the directive is for the EU to take joint responsibility for providing immediate temporary protection to a large number of people in flight in a crisis. People who receive temporary protection are also to be guaranteed a reasonable level of rights, such as the right to work, the right to reunite with their core family, access to emergency healthcare and children's right to attend school. The directive is also aimed at contributing to a balance between the Member States' efforts and converting the principle of solidarity upon receiving persons in flight into practical action.

The work to implement the directive started in 2001 and in the spring of 2002 the Swedish Government presented a government bill to Parliament concerning temporary protection in the case of mass flight. The bill passed Parliament in May 2002. The new legislation will enter into force in January 2003. It will replace existing provisions on temporary protection.

Persecution on the grounds of gender or sexual preference

The Geneva Convention stipulates five grounds for persecution that confer refugee status: race, religion, nationality, membership of a particular social group or political opinion. Thus, persecution on the grounds of gender or sexual preference is not a ground for refugee status according to the Convention. According to current Swedish legislation, a person who due to his or her gender or sexual preference feels a well-founded fear of persecution is not regarded as a refugee but as someone in need of protection.

In September 2001, the European Commission presented a proposal for a directive concerning minimum standards for when a third-country national and stateless person is to be regarded as a refugee. The proposal states that persecution on the grounds of gender or sexual preference should be interpreted as falling under the concept "membership of a particular social group" and thus be covered by the refugee definition. The negotiations in the Council are expected to continue for some time, therefore the government has appointed a special inquirer to propose the necessary amendments to existing provisions. The proposal is to be presented no later than 1 October 2002.

New order for appeals and procedures in alien cases

During spring 2002, the Government took a decision on referring a proposal to the Council on Legislation for consideration. The proposal concerns a new order for appeals and procedures in alien and citizenship cases. These issues have been investigated in the report *Ökad rättssäkerhet i asylärenden* (Greater legal justice in asylum cases) and the memorandum *En specialdomstol för asylärenden* (A special court for asylum cases) which have been referred for consideration. A central segment

of the proposal for reform is to introduce a two-part process with better possibilities for oral hearings, in particular as regard to asylum cases.

Family reunification

The **Committee on Family Reunification** was assigned to investigate the Swedish regulations concerning family reunification in Sweden. A sub-report was presented in February 2002 and a final report on people smuggling and trafficking in human beings in August 2002. In the sub report *Vår anhöriginvandring* the Committee proposes that residence permits be granted to close relatives despite the fact that they are not part of the core family. A requirement that must be fulfilled is that the relative residing in Sweden accepts financial responsibility for a maximum of two years.

Labour immigration

The principles for labour immigration are based on a government bill of 1968. It was then established that it should not be possible to use foreign workers to regulate the demand for labour. This should be done instead mainly through labour market policy measures such as training of the unemployed, relocation within the country, etc. Furthermore, it was to be made easier for women to enter the labour market.

During the years 1999-2002, a number of studies and reports have indicated that there is a labour force shortage in a number of industries and professions. The business world has recurrently expressed a wish that legislation be simplified so that business companies can faster and more flexibly recruit personnel within professions with a shortage. Regardless of the fluctuations in the business cycle, the demographic changes will eventually result in a labour force shortage.

The Government has previously appointed the Migration Board and the Labour Market Board (AMS) the task of investigating the possibility of increasing labour immigration within the realm of current legislation. The report was presented spring 2001. The proposal resulted in changes in the Aliens Act implying that labour permits are not required for certain artists and athletes as well as specialists within international corporations who will work in Sweden for a maximum of one year. These changes took effect as of 1 April 2002.

A lively debate is in progress within the EU concerning the mobility of the labour force in connection with enlargement. The Government decided in February 2002 to appoint a special inquiry to study the enlargement of EU and free movement of labour. The inquiry will ascertain how a worker from the new EU Member States can gain access to the Swedish labour market on similar terms as for current EU citizens. The background is the European Council's decision on free movement for workers of the candidate countries when they join the Union. The decision allows transition periods of between two to seven years, with the possibility of free movement from the start.

Enforcement

The enforcement of decisions of expulsion and return often involve considerable practical difficulties. In most cases, the person is returned to his homeland or to another country willing or obligated to accept the alien.

The Government decided in April 2002 to appoint an inquirer to review the rules and practice of enforcement according to the Aliens Act and related legislation, in particular as regard to cases when the alien's identity is uncertain. On the basis of current practice and routines for enforcement, the inquirer will review the laws that apply today and whether these are appropriately formulated. Issues that may arise include the use of force and various forms of co-operation with government agencies. This work is expected to be concluded by 20 December 2002.

Carrier's liability

A working group has dealt with this issue and presented its proposal in a report on December 2001. The proposal entails a fee of maximum 5,000 euros, approximately SEK 50,000, fined to a carrier who does not fulfil his obligation of checking that a foreigner has a passport and the necessary permits for entry to Sweden. Exceptions will be made, as in accordance with current Swedish legislation pertaining to responsibility of the carrier, in situations where it is unreasonable to demand such responsibility. The memorandum is referred for consideration and will thereafter be prepared within the Government Offices.

EU co-operation

The goals within the areas of asylum and immigration

The European Union's goal for co-operation in judicial and domestic issues is to develop a region of freedom, security and justice. The introduction of the Amsterdam Treaty in 1999 led to the inclusion of asylum and migration policy issues in the common rights and that the Schengen regulatory framework was taken into force in the EU. The Agreement lists a number of measures to be implemented and at the European Council in Tampere in 1999, policy priorities and guidelines were defined and confirmed for implementation. Intensive and extensive legislative work has been carried out since 1999 in the area of asylum and migration policy. A number of decisions have been taken though the legislative work has not adhered to the set time-plan. According to the Amsterdam Treaty, the right of people's freedom of movement is to be implemented no later than 2004. During this period, the Council unanimously decides on almost all judicial aspects in the area. Thereafter, the Council may decide to introduce Qualified Majority Votes on parts of, or the entire area of asylum and migration.

Sweden prioritises rapid implementation of regulations decided upon within the area of asylum and migration policy. The Commission has done admirable work by presenting almost all proposals for judicial acts as stipulated by the Agreement and that the Council for Justice and Home Affairs (JHA Council) is today the most empowered legislative area in the EU. Sweden continues its driving efforts toward the development of a common EU policy reflecting high standards.

As regard future issues, Sweden has in the latest Government Conferences supported the concept of introducing qualified majority voting and right of co-determination for the European Parliament in the area of asylum and migration. The same applies for the Government Conference 2004. The Swedish side maintains that such a work method would pave the way for ambitious compromises and meet defined

expectations. Furthermore, the European Parliament would have a prominent role, which would lead to greater openness and increased democratic support.

The issue of asylum

At the European Council in Tampere the conclusions were adopted to create a common European system for asylum. The system will be based on a comprehensive interpretation of the 1951 Geneva Convention's judicial rights for refugees. Legislative work in the area of asylum has continued, though slowly. So far, the Council has adopted the following legislative acts on which a common asylum system is founded:

- the European refugee fund that supports projects for the receipt of asylum seekers, integration, return migration and even emergency measures,
- common minimum standards to provide temporary protection in the case of massive flows of people in flight,
- common minimum conditions for the receipt of asylum seekers,
- a common finger-printing system for asylum seekers (Eurodac), and
- rules of application for the system.

Other important judicial instruments where negotiations have begun concern common rules for which state is responsible for assessing an asylum application (Dublin II Agreement which is to replace the current Dublin Convention), as well as a Council Directive on minimum standards on the qualification and status of third country nationals and stateless persons and refugees and as persons otherwise in need of international protection. Yet another vital cornerstone in the development of a common asylum system are common minimum standards for just and effective asylum procedures where the Commission intends to present a revised proposal late spring 2002.

Sweden actively promotes the inclusion of other forms of protection besides refugee status according to the Geneva Convention in all judicial instruments, so called alternative forms of protection. It is up to the Member States to decide if the persons covered by these alternative forms of protection should be included in the area of application in the proposals submitted by the Commission. Through a Swedish initiative for a declaration in the directive on common standards concerning the terms of reception for asylum seekers the Council will, acting on the Commission's initiative, examine the possibilities for expanding the area of application after negotiations for common regulations have been completed.

In November 2001 the Commission presented a communiqué about international protection and national security that provides guidelines for the EU states as to within which legal frameworks it is possible to return terrorists and other serious criminals without breaching international laws on protection against torture.

The area of migration

Co-operation in the area of immigration is considerably less progressive than within the area of asylum rights. Negotiations on common rules for reuniting family members have been in progress for some time and the Commission presented in April 2002 a revised directive proposal. Negotiations on common rules for the legal status of permanent residential third-country citizens began spring 2001. Furthermore, the Commission will soon present a proposal for common rules for entry and residence for students, trainees, and other persons. In the development of common rules and a

common policy for entry and residence, Sweden affords great importance on affording third-country citizens the same rights as EU citizens.

Negotiations started spring 2002 for the formation of common policy and common rules concerning entry and residence for workers and independent entrepreneurs in the area of labour immigration.

To further enhance *free movement for people*, the Commission has submitted a directive proposal for the right of EU citizens and family members to travel freely and stay within the territories of the Member States. The aim of this is to gather under one single legislative act the current rules for both professionally active people and non-active people's rights to enter and stay in another Member State. It is to be made easier for EU citizens to utilise the right of free movement, the possibilities to limit the right to stay shall be more clearly regulated and mobility and residence for the EU citizen's family members made considerably easier, regardless of citizenship.

Regarding the questions of *expulsion and return* the Commission presented a so-called green book in April 2002. The book is a common policy for expulsion and return. Moreover, Council conclusions on the criteria for setting up common return agreements with third countries have been adopted. The standardised common return agreements form the basis for the Member States' bilateral negotiations with third countries. On mandates from the Council, the Commission has concluded negotiations between the EU on the one hand and Hong Kong, Macao on the other hand. Under the direction of the Commission negotiations are also being conducted with Morocco, Pakistan, Russia, Sri Lanka and Ukraine. Sweden supports the Union's formation of common principles, standardisation and routines for the practical co-operation in expulsion and return of persons not entitled to live in the EU and who are to be sent back to the state where the person is a citizen or has been living.

The negotiations concerning common rules for temporary permits for people who are victims of (complicity to illegal entry) human smuggling and human trafficking started spring 2002.

Against the background of the increasing *illegal immigration* to the EU, the Council adopted in accordance with the European Council's conclusions from Laeken in February 2002 an action plan for combating illegal immigration and human trafficking. The implementation of the action plan which covers several policy areas – return, visas, border control, preventive measures and sanctions against human smuggling and human trafficking – is planned for further discussions by relevant expert groups during autumn 2002.

Migration policy issues are complex and of a global nature, and therefore require a broad and co-ordinated EU policy where other policy areas are taken into consideration. The General Council discussed in April 2002 on request from Italy, illegal immigration by sea and the Council's conclusions were adopted. The questions will also be discussed at the European Council's meeting in Sevilla in June 2002.

As regard to efforts to counteract both illegal immigration and human smuggling, Sweden maintains in various contexts that measures against illegal immigrants and human smugglers must never impede on the individual's right to apply for asylum or other restrictions concerning the possibility of a fair hearing in the individual's human rights.

The Swedish side upholds the importance of working with preventive measures alongside that of repressive measures. This applies both to efforts within the EU and the EU's external connections with third countries. Together with measures to make it possible to indict smugglers and strengthen border controls, measures should be taken

in both the country of origin and transit countries. These may consist of long-term aid to both the country of origin but also support to transit countries by building up asylum and migration policy judicial systems that are based on the Geneva Convention and other international instruments. The goal must be to convert as many transit countries as possible to secure first asylum countries.

Sweden is a driving force in the efforts towards deeper co-operation for better *statistics and analysis* in the area of asylum and migration, which act as support for the common policy development.

Border control

Regarding border control efforts, the Commission presented in May 2002 a communiqué concerning a common policy for EU's co-operation in external border control. Furthermore, the conclusions of an Italian feasibility study on the possibility of establishing a common border control force will be presented and discussed at the Minister Conference held in Rome the end of May 2002. The Italians have also initiated a feasibility study on the possibility of establishing a common seaway boarder control force. The ambition is for the study to be presented in March 2003.

Sweden supports efforts towards increased co-operation in border control including the exchange of past information and work methods, common requirements for equipment, greater exchange of officials and the increased use of information systems for early warning.

Based on the Council's decision on 6-7 December 2001, a joint council will be held between the heads of the Member States' operative border police once per presidency within the framework of the Strategic Committee for Immigration, Frontiers and Asylum (SCIFA). The first meeting with the candidate countries will be planned during the Danish presidency in October 2002.

The area of visas

Regarding the development of a common visa policy, the ongoing legislative efforts are of great importance. Some ten proposals are now on the table and more are expected. The continued work around the practical application of the Schengen regulatory framework and strengthening of the local consulate co-operation between EU's Member States but also between EU and the candidate countries is of significant importance.

Several important legislative acts have been adopted this year in the area of visas, including the EU agreement on a common list for third countries that must have a visa and a common list of third countries that are except from visa requirements. The work of reaching a practice in regards to handling visa applications has progressed through updates in the so-called common consulate instruction and local council.

Schengen

Through the introduction of Schengen in March 2001, Sweden and the other Nordic countries took a further vital step towards the European Community. Free mobility without internal border controls that has applied within the framework of the Nordic passport agreement has now expanded to include almost the entire EU area.

Sweden upholds the free mobility granted through the Schengen Agreement and views it as an obvious and logical consequence of membership in the EU. The Schengen co-operation does not only mean that border controls between the countries

are obsolete. It also means enhanced co-operation in combating illegal border crossing and some common rules for entry and residence in our countries.

The Schengen co-operation has resulted in common visa rules. This means that we have been able to lift our demands for visas from countries such as Croatia, Bulgaria, Hong Kong, Macao and Rumania. The common visa regulations also mean that those who want to visit several countries that are part of the Schengen co-operation only require one visa, a fact that greatly benefits relatives, Inter-rail travellers, conference participants and businessmen.

Moreover, the Schengen agreement means that immigrants with residence permits in our countries have the same rights as our citizens to travel within the common area. This is something that many immigrants who are not Swedish citizens – and their employers – have requested for a long time. The next step will be – as the Commission recently proposed – to guarantee immigrants with residence permits in our countries the same rights as EU citizens to freely apply for work in other countries.

External connections

Regarding external connections in general, the EU focuses on further developing the several-year work programme with countries outside the EU set up by Sweden, Belgium, and Spain, to establish continuity between the presidencies. Within the framework of this work programme, Sweden is working towards a deeper co-operation between candidate, partnership and associated countries as well as with origin and transit countries in the area of asylum and migration.

Other international co-operation

The UN institutions UNHCR's and UNRWA's co-operation on refugee issues

UNHCR (the United Nations High Commissioner for Refugees) was established in 1950 and, based on the 1951 Convention and supplementary Protocol of 1967, has a fundamental mandate to work to protect persons who flee from their homelands due to fear of persecution.

An important part of the UNHCR's protective efforts is to ensure that refugees receive humanitarian aid in the form of food, housing and education for children. Another important segment of the UNHCR's operation is the development of the rights of international refugees. This work has been carried out during 2001 in connection with the 50-year commemoration of the Geneva Convention. The UNHCR's tasks are prominently directed towards promoting and creating the conditions for return of refugees to their homelands or finding other permanent solutions to the refugee situations. Sweden supports these efforts.

The UNHCR is almost wholly financed through voluntary contributions. In October 2001, Sweden assumed the presidency of the UNHCR's executive committee.

UNRWA (United Nations Relief and Work Agency for Palestine Refugees) set up operations in 1950 and is aimed at assisting Palestinian refugees who left their homes in connection with the Arab-Israeli conflict in 1948. The mandate has since been extended to include Palestinians who fled after the 1967 war between Israel and its neighbouring countries. The UNRWA today assists about 3.8 million refugees. Sweden is one of the largest contributors to the UNRWA and actively participates in the two annual meetings that the UNRWA arranges for contributors and host countries. These meetings are held to discuss the UNRWA's operations, financial

situation and other issues of common interest. During the past years the UNRWA has carried a heavy burden due to the situation in Israel and the Palestinian areas. The organisation has made a number of extraordinary appeals to the community of contributors for funding to meet the growing need for humanitarian aid while simultaneously managing its regular mandate under the current extreme conditions. Sweden has contributed to all extraordinary appeals.

IOM

The IOM (International Organisation for Migration) is an intergovernmental organisation that works with migration issues from a broad perspective. The organisation was formed in 1951 to take care of the migration streams that arose in the Europe after WWII. Sweden is a member of the IOM.

The IOM's primary area of operation consists of organising transportation for refugees or internal refugees and related activities (humanitarian migration programme), facilitate qualified labour migration to promote economical, social and cultural development in the recipient countries (migration programme for development), offers advice to governments in the question of migration and acts as a forum for debate on migration issues. The organisation can be commissioned to run migration-related projects that are adapted to the needs of the countries and the migrants.

Sweden has a close co-operation with the IOM. For a long time, the IOM has been responsible for transferring people identified for resettlement to Sweden. During the past years, the IOM has also supported most of the return migration of people from Kosovo that have received temporary protection in Sweden. Current activities include the assignment for the Nordic countries in their project to facilitate for older Bosnians to return to Bosnia. The IOM is active in Bosnia-Herzegovina to ensure that people who return are included in the social services of the municipality to which they return. Among those activities connected with migration it can be mentioned that the IOM has for several years supported various projects against human trafficking in some of the Balkan countries. Sida has contributed SEK 28 million to such a regional project in the Balkan.

Council of Europe; CAHAR

CAHAR (The European Directorate General of Legal Affairs expert committee for the protection of asylum-seekers and refugees) is an ad hoc committee under the Committee of Ministers. The past years the CAHAR has adopted three proposals that address the situation of women in flight in Europe, restrictions and limitations on the right to asylum and the rights of homosexuals as regard asylum and immigration.

The Committee has ongoing discussions about asylum-seekers, alternative forms of protection and procedures for expulsion. Future efforts are directed at the asylum-seekers that are members of particularly vulnerable groups. A working group is dealing with earlier work on the situation for homosexual asylum-seekers.

OECD

Within the OECD (*Organisation for Economic Co-operation and Development*) there has been a Working Party on Migration since 1978. The working party reports directly to the OECD Council. A significant general intention is to analyse the connection between migration and economic development in the OECD countries. A topical question studied recently is the link between migration, economic development and

regional integration. In that respect NAFTA (the North American Free Trade Agreement between the United States, Canada and Mexico), the enlargement of the EU and the EU's relation to the Maghreb region have been examined. Another theme has been the issue of the integration of foreign-born workers into the labour market, particularly younger people in the OECD countries. The effects of recent years' changed migration on the labour markets concerned and on the social development in the countries of both emigration and immigration have been observed. Another current issue that is being studied is the correlation between demographic change and ageing populations in the OECD countries and the role of migration in the labour markets.

The Nordic co-operation

The Nordic governments co-operate in asylum and migration issues in the Nordic Joint Advisory Group on Refugee Policy (NSHF). The NSHF works through meetings held on State Secretary level, an annual Minister Meeting and through specially appointed working groups. Sweden was chairing in 2001 and Denmark has taken over the chairmanship in 2002.

Among the issues addressed are Kosovo, return/expulsion, integration, labour migration, and preparations for the Nordic countries' operative entry in the Schengen co-operation on 25 March 2001. Global consultations and protection issues have received special attention pending the 50-year commemoration of the Geneva Convention in 2001.

The alien authorities' equivalent to the NSHF is the *Nordic Alien Committee* (NUU). The Committee is in charge of monitoring how the Nordic passport control agreements are applied. The information exchanged at the meetings deal with the practical Schengen co-operation, passport and visa issues, and asylum issues.

Other international migration policy co-operations

IGC

IGC (Inter-Governmental Consultations on Asylum, Migration and Refugee Policies in Europe, North America and Australia) is an association of 16 European countries (the EU Member States excluding France, Greece, Portugal and Luxembourg) and Norway, Switzerland, the USA, Canada and Australia. The secretariat is based in Geneva.

The IGC is an informal forum established for giving the participating states the opportunity to discuss and exchange information on issues concerning asylum and migration. The IGC is also a service institution for the participating states; it produces regular statistical data on the number of people who have applied for asylum in the participating states. The IGC also publishes other information such as data on legislation and practice on asylum procedures and family reunion.

ICMPD

ICMPD (International Centre for Migration Policy Development) is an independent institute in Vienna financed by several countries, including Switzerland, Hungary and Austria. The Institute is primarily active in migration policy issues that are of common interest for states in Western Europe as well as Central and Eastern Europe. The

ICMPD plays an important role in its Secretariat function for the Budapest Process. One important area in which the ICMPD is active is the implementation of various EU funded education projects, conferences, etc. in the area of asylum and migration.

The Budapest Process

Within the so-called Budapest Process, over 30 states in Europe as well as the USA and Canada have adopted recommendations on measures to combat illegal immigration. The recommendations cover issues related to border control and legislation against human smuggling. In 1997, a Conference of Ministers was held in Prague within the framework of the Budapest Process during which the aforementioned recommendations were adopted. The ICMPD plays a vital role in its Secretariat function for the Budapest Process and Sweden provides economic funding to sustain this function.

III Types of migrants to and from Sweden

Immigration and emigration in /2001

Immigration and emigration of foreign citizens

Migration of Nordic citizens within the framework of the Nordic passport union has varied according to the economic situation and the situation on the various Nordic labour markets. The earlier extensive migration from Finland during the 70s and 80s was followed by many citizens from Denmark and Norway moving to Sweden. The past year many Swedes have moved to Norway.

Immigration of foreign citizens is largely made up of people who have been granted residence permit in Sweden for protection or family reasons. Despite certain amendments in legislation regulating immigration to Sweden, changes in the world around us govern the patterns of immigration. New forms of communication have lead to more extensive transportation of people as well as the exchange of information. War and unrest force many people to flee from their homelands. War and unrest in former Yugoslavia is one of the reasons why this type of immigration to Sweden has grown. At the same time, the situation in Iraq has led to a large influx of asylum-seekers. This is clearly reflected in the table that illustrates a strong increase of immigration of non-Nordic citizens during the years 1993 and 1994. The increase consists of people who came to Sweden due to the war in Bosnia-Herzegovina and who received residence permits in Sweden.

Immigration and emigration 1990-2001, foreign citizens (in thousands)

Year	Immigration			Emigration			Immigrant surplus		
	Total	Nor-dic	Others	Total	Nor-dic	Others	Total	Nor-dic	Others
1990	53.3	15.9	37.4	16.1	12.5	3.6	37.2	3.4	33.8
1991	43.9	7.8	36.1	15.0	11.6	3.4	28.9	-3.8	32.7
1992	39.5	8.0	31.5	13.1	11.7	1.4	19.7	-3.7	23.4
1993	54.9	5.6	49.3	14.8	7.9	6.9	40.1	-2.3	42.4
1994	74.8	6.7	68.1	15.8	7.0	8.8	59.0	-0.3	59.3
1995	36.1	6.9	29.2	15.4	7.3	8.1	20.7	-0.4	21.1
1996	39.9	8.1	31.8	33.9	12.1	21.8	6.0	-4.0	10.0
1997	33.4	5.6	27.8	15.3	7.0	8.3	18.1	-1.4	19.5
1998	34.9	5.9	29.0	13.8	6.1	7.7	18.1	-1.4	19.5
1999	34.5	6.9	27.6	13.5	5.5	8.0	21.0	1.4	19.6
2000	41.7	8.7	33.0	12.1	5.4	6.7	29.5	3.3	26.2
2001	44.1	9.4	34.7	12.7	6.0	6.7	31.4	3.4	28.0

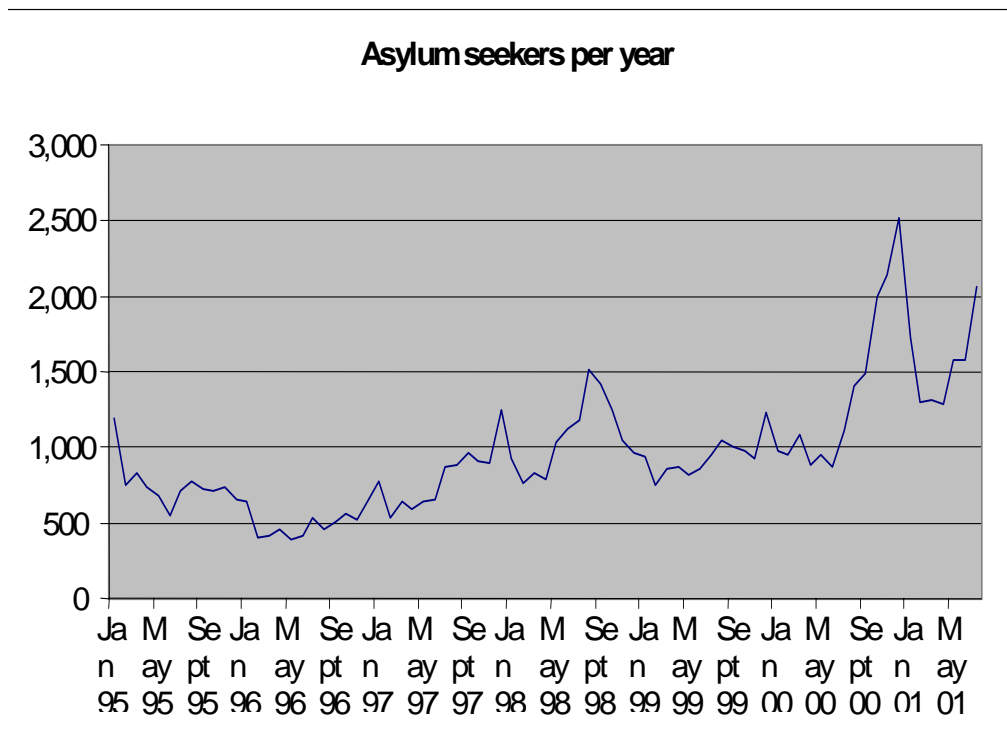
Note: Immigration refers to foreign citizens that have moved to Sweden and are registered in the national registry. Emigration refers to foreign citizens who are registered as emigrants each calendar year respectively.

Asylum seekers and family members

In 2001, 23,515 asylum seekers came to Sweden, an increase of about 7,000 compared with the previous year. Most of those seeking asylum came from Iraq (6,200), the Federal Republic of Yugoslavia (3,100), Bosnia-Herzegovina (2,800) and Russia (840). Of those seeking asylum, 8,497 were women (36%) and 6,449 were children (under the age of 18). These conditions make special demands on both the asylum process and the system for reception. During the year, Sweden received 461 children not accompanied by a legal guardian.

The number of asylum-seekers in Sweden in 1999 averaged about 800 people per month. These figures increased drastically the following year. A peak was reached in December 2000 when 2,517 people applied for asylum. After a decline in the beginning of 2001, the number of applicants rose. The increase has continued and in 2002, the number of asylum seekers has remained constant on a level of 5-600 people per week.

The table below shows the largest groups of citizens that have applied for asylum in Sweden and received residence permits. Residence permits do not include refugees transferred for resettlement.



*Number of asylum seekers and granted residence permits in 2000 and 2001,
according to citizenship*

Citizenship	2000		2001	
	Asylum seekers	Residence permits	Asylum seekers	Residence permits
Iraq	3,499	3,834	6,206	2,788
Former Republic of Yugoslavia	2,055	2,189	3,102	1,500
Iran	739	165	780	308
Bosnia-Hercegovina	4,244	776	2,775	482
Russia	590	104	841	94
Afghanistan	374	452	593	284
Stateless/unknown	459	135	596	151
Syria	335	79	441	73
Somalia	260	390	525	202
Turkey	229	77	458	40
Pakistan	187	13	115	28
Lebanon	124	21	196	70
Colombia	57	57	87	82
Other countries	3,073	753	6,800	750
Total	16,303	9,045	23,515	6,852

Comment: The number of asylum seeking women in 2000 was 6,327 (39 %) and in 2001 8,497 (36%). The number of women who received residence permits in 2000 was 3,919 (43 %) and in 2001 2,864 (42%) .

The Aliens Act stipulates the terms for asylum in Sweden. Those granted asylum here according to the Geneva Convention are referred to as Convention refugees. Among those in need of protection transferred to Sweden in co-operation with the UNHCR within the framework of resettlement are people in need of protection as defined in the Geneva Convention and for other reasons. As of 1997, those selected for resettlement are not automatically counted as Convention refugees. Most of the people granted protection in Sweden receive protection on grounds outside those stipulated in the Geneva Convention.

Besides those granted residence permits for the aforementioned reasons are family members of refugees and others in need of protection. In other words, people who have travelled together with or in close connection with these people and who are covered by the same rules of reception. The number of family members granted residence permits reached 3,538 people in 2000 and 4,104 in 2001.

Family members in this context include spouses, partners and children under the age of 18 to a Swedish citizen or foreigner with a valid residence permit living in Sweden. Permits may be granted to other close family members that have been a part of the joint household or who are a central part of the family.

The number of residence permits granted during the years 2000 and 2001 (adults and children) is illustrated in the following table. The table also specifies the reasons for the permit. During the past two years, three groups of immigrants - those arriving as adopted children, guest students and those coming for labour market markets - have remained relatively constant in number. The number of people moving to Sweden within the framework of the EEA Agreement has increased somewhat.

Reasons	2000	%	2001	%
Refugees and others	9,045	20	6,852	15
Residence permits within the framework of resettlement	1,501	3	1,089	2
Close relatives (family ties)	22,767	50	24,445	55
<i>Of which</i>				
- family ties to the refugee	3,538)		4,104	
- other relations	(19,229)		(20,341)	
Labour market reasons*	433	1	442	1
Guest students	3,073	7	3,989	10
Adopted children	876	2	758	2
EEA agreements	7,396	16	6,851	15
Women	22,941		22,699	
Men	22,223		21,806	
Total	45,164	100	44,505	100

*Permanent residence permits for labour market reasons

Comment: 596 people were granted temporary residence permits in 2000. This figure is not included in the above table.

Labour immigration

Foreigners other than Nordic citizens and EEA citizens are in principal granted permanent residence and work permits for purely labour market reasons only if the need for labour cannot be satisfied within the EU or any of those countries connected to the EEA Agreement. In 2001, 442 such permits were granted (433 in 2000). The single largest countries of origin were the USA and China. This permit may apply to people with key functions in business. People in the professions and self-employed business people may also be granted such permits, if they fulfil certain conditions. In addition to the previous figure, 12,674 temporary work permits were granted in 2001 for such people as fitters, various specialists, artists and athletes.

Permission is usually handled by the Migration Board in consultation with the Labour market Board and after the parties to the labour market have been heard. In some cases, this task is delegated to agencies in charge of aliens.

Work permits for summer-employed young people and other forms of short-term labour are now included in the seasonal labour permit, which is of a more general nature. The county labour boards handle these permits.

The EEA Agreement

Citizens in the EU and the signatories of the EEA Agreement have access to the labour markets in all the Member States. The citizens of those states covered by the EEA Agreements and some of their family members, regardless of the family members' citizenship, are entitled to move within the area to take up employment, start their own business, study, etc. Through a special agreement between the EU Member States and Switzerland, which takes effect 1 June 2002, these rules apply in principle for citizens of Switzerland. In 2001, 6,851 people, of which 43% (2,977) were women, were granted residence permits in accordance with the EEA Agreement.

Guest students, adoptions and other immigration

Those people who come to Sweden and are granted residence permits to study are expected to be able to support themselves financially during their studies. Guest students are expected to return home after completing their studies. In 2001, permits were granted to 3,989 people. The majority of the guest students came from the USA, China and Russia. It is also possible to receive a permit to study within the framework of the EEA Agreement (see above).

Every year a number of children for adoption receive permission to stay in Sweden. The Migration Board granted residence permits for 758 adopted children in 2001 (876 in 2000). The number of children for adoption has remained fairly constant in recent years.

Other immigration may consist of people who were previously resident in Sweden and people of Swedish origin. When examining cases for those who have previously lived in Sweden, consideration is given to the length of the previous stay and time spent abroad. People born in Sweden who later lost their Swedish citizenship and their children are granted permits as a rule.

Visits to Sweden

The goal of the visa policy is to uphold the objective of regulated immigration while at the same time allowing as much freedom of movement as possible across the borders. This applies regarding family ties and commercial and cultural ties. At the same time it is necessary to maintain visa requirements in relation to many countries for migration policy reasons. In March 2001, the EU Council of Ministers decided that citizens in a number of countries are required to have a visa for travel to all Member States. According to the ordinance containing instructions for the Migration Board, the Board is responsible for defining guidelines for decisions in cases of visas.

According to the Migration Board's practice, visas are normally granted for visits by parents, children and siblings of people living in Sweden. Another common reason for granting a visa is an invitation from an organisation or business company. A visa is not granted if information indicates that the purpose of the application is long-term residence. The Migration Board is to make an evaluation if there is a likelihood that the applicant, on the grounds of personal or other conditions, does not intend to return home. In the case of visa applications from countries with a high rate of defection and where the return of people not in need of protection entails difficulties, the Migration Board makes a more restrictive evaluation than in the case of applicants from other countries.

The Government Offices are presently working to improve technical support, in collaboration with other concerned agencies, to make it easier to follow up applications for residence permits and visas. Embassies and consulates with the greatest number of visa cases have been given access to a new IT system during spring 2002. Through this work both the Migration Board and aliens agencies will have access in the future to further information when examining visa applications.

Sweden strives to apply a generous and humane visa policy that does not impose unnecessary obstacles for relatives to meet. Of a total of about 160,700 visa applications in 2001, visas were granted in over 80% of the cases. The Migration Board, or the alien agency to which the Board has delegated the case decides visa cases.

IV Reception of asylum seekers and others

Reception, living conditions and activities

The Migration Board is responsible for the reception of asylum seekers, foreigners applying for residence permits as persons in need of protection and foreigners who have been granted residence permits in a mass flight situation. This responsibility means that the Board is to provide accommodation for those asylum seekers who cannot arrange their own accommodations. The Board is also to provide economic support and organised activities.

The asylum seekers and others are registered by the Migration Board and can either arrange their own accommodation, so-called *eget boende*, or live at one of the Migration Board's reception centres. Asylum seekers and others who chose to arrange their own living accommodations often stay with relatives and friends. Living conditions at reception centres often imply regular flats with self-household. The Migration Board strives to place families with children in flats. Most of the children that arrive unaccompanied live with relatives or other people with whom they have a close connection. They may also stay at the special youth facilities run by the Migration Board.

At the beginning of 2001, 20,162 people were registered in the Migration Board's reception system, of which 44% stayed at the centres and 56% had their own living accommodations. The largest number of people registered in the system were from the Federal Republic of Yugoslavia (5,100), Bosnia-Herzegovina (4,260), Iraq (2,500) and Iran (1,500). In August 2002, the number of registered persons had increased to 35,347, of which about 46% had arranged living accommodations.

The average daily cost for the reception system for 2001 was SEK 207. The average stays for persons registered in the system were about 352 on 1 July 2001. In December the same year the average stay had declined to 316 days.

For those without financial resources living at the Migration Board's centres, housing is free of charge. Those who chose to arrange their own living accommodations receive a housing subsidy of SEK 500/month for single persons and SEK 1,000 for families. In addition, a daily allowance is provided to cover the food, clothes, etc. A single adult receives SEK 71 per day. If the asylum seeker lives in a reception centre where food and housing are provided, the allowance is reduced to SEK 24 per day for adults. The government determines the level of the daily allowance. These costs are included in the previously mentioned average daily costs.

The Migration Board is obligated to provide organised activities for all adults and young people over the age of 16. Participation in these activities is mandatory. Those who refuse to participate without a valid reason receive a reduced allowance. The same applies to those who are evasive and obstruct the asylum case review. There are several reasons why people are expected to participate in organised activities. In part, it is vital to counteract passivity and in part because the activities can provide valuable experiences and information, regardless of whether permission to stay in Sweden is granted. Asylum seekers may be allowed to work without a work permit in cases where the Migration Board deems that a decision cannot be reached within four months of application.

So-called family-oriented activities are arranged for children of school age living at one of the Migration Board's facilities. Children who live in other forms of

accommodations may participate in open pre-school activities arranged by the municipalities. In 2001, the government adopted the Government Bill *Asylsökande barns skolgång m.m.* (Schooling for asylum-seeking children). The reform took effect on 1 January 2002 and means that children seeking asylum and children granted temporary residence permits based on the Aliens Act (so-called mass refugees) have access to education within the public school sector, pre-school activities and childcare for school children on the same terms that apply for children living in Sweden. The same applies to children who have for other reasons applied for a residence permit in Sweden and are entitled to stay in Sweden while the application is processed. Municipalities receive government funding to cover education costs for asylum seekers and others.

A conscientious effort is made to develop a child perspective in regard to the reception of asylum seekers and others. This work is followed up regularly with concrete measures to improve the situation for children.

Healthcare

Since 1 January 1997, the county council is in charge of providing asylum seekers and others with emergency healthcare and dental care as well as healthcare and dental care that cannot be postponed. In addition, some other types of care are provided, such as maternity care and delivery care. Children under the age of 18 are entitled to the same health, medical and dental care as children living in Sweden. The applicants are also to be offered physical check-ups in line with the general guidelines from the National Board of Health and Welfare. The government covers the county council's costs, primarily in the form of a standard compensation amount per person, divided into four age groups. The standard compensation is in principle to cover all care that the individual might normally need. If the cost for medical treatment in one instance exceeds SEK 50,000, the state will cover these costs.

In an agreement between the state and the Federation of Swedish County Councils, the government decided in March 2000 that children kept in hiding to avoid a decision of expulsion or return are entitled to health and medical care according to the same rules for children seeking asylum. Voluntary organisations have, as before, promised to assist in ensuring that children can come in contact with an appropriate healthcare provider.

In January 2002, the two agreements were replaced with a new agreement between the state and the Federation of Swedish County Councils. The purpose of the new agreement is to better cover the costs for the County Councils. It will also stimulate physical check-ups to be offered to asylum seekers.

Child issues

Regarding child issues the Migration Board works actively, in co-operation with the Office of the Children's Ombudsman (BO), to ensure that the UN's Convention on the Rights of the Child is adhered to in full in all of the Migration Board's children-related work. Fundamental in this context are the Convention's principles on the best interests of the child (article 3) and the right of participation (article 12.) The BO plays a central role in the efforts to implement the Convention on the Rights of the Child and assess and analyse the work of government agencies. The BO presented in its 2001 annual report *Båda är bäst* (Both are best) an extensive review of asylum decisions taken by the Migration Board. The BO expressed criticism that children not part of a family do not receive adequate consideration since the children are not always given

the opportunity to participate to a sufficient extent and that evaluations concerning what is best for the child are not always presented in the decision.

Child issues were particularly highlighted during Sweden's EU presidency. One example of this was the conference held spring 2001, *Barnet i krig och på flykt* (Children in armed conflict and displaced children). The conference focused on the protection that can be provided to children in armed conflicts and displaced children, both from an asylum and migration policy perspective as well as from a development co-operation policy perspective. The conference focused primarily on three issues: the right to education, the right of children and young people according to the UN Convention on the Rights of the Child to be heard and participate in questions concerning them, and the right to psychosocial support.

In 2001, 461 unaccompanied children arrived in Sweden. After some poor reception conditions were uncovered the government decided in February 2002 to appoint the Migration Board and the National Board of Health and Welfare the task of jointly improving the reception of children from another country arriving in Sweden unaccompanied by a legal guardian. This work will be conducted in consultation with the Integration Board and the Office of the Children's Ombudsman. The assignment will be done in collaboration with the Swedish Association of Local Authorities, the Federation of Swedish County Councils and other concerned organisations and will be completed no later than 31 May 2002. The assignment includes:

- mapping and analysing the background of why children arrive unaccompanied to Sweden, to what extent it occurs and what preventive measures can be taken.
- based on current legislation, improve the collaboration between agencies so that children who arrive alone to Sweden are given the same protection and assistance that children in Sweden receive and ensure that the best interest of the child are always foremost.
- investigate any legislative ambiguities. If required, amendments are to be proposed.
- a proposal on how best to spread comprehensive information concerning the reception of children arriving alone in Sweden.

Detention

Since 1 October 1997, the Migration Board is responsible for foreigners taken into detention according to the Aliens Act and for the facilities where those taken into detention are to stay. A foreigner taken into detention is to be treated with respect and humanity and with consideration to the difficult situation for many of these people. The premises are to be designed so that they resemble the facilities at the Migration Board's reception centres to make it easier for children to live in these premises. It is however uncommon that children are taken into detention. Foreigners held in detention are to be given the opportunity to participate in both individual and organised activities and recreation. In addition, they have the same right to health and medical care as asylum seekers. The state will cover the county council's actual costs for this.

Responsibility for reception

According to the system for refugee reception introduced in 1985, it is the municipality that receives the refugees that have been granted residence permits and

the state that have the overall economical responsibility. The Integration Board makes agreements with the municipalities on receiving refugees and the municipalities thereafter assume responsibility for providing the refugees with a good introduction in the Swedish society. Arrangements are to be organised that bear in mind the person's possibilities to support himself long-term and participate in the Swedish community.

Abbreviations

CAHAR	Council of Europe's ad hoc Committee for the protection of asylum-seekers and refugees
EEA	European Economic Area (1991 Agreement on economic co-operation between the EC and EFTA states)
EC	European Community
EU	European Union
HLWG	High Level Working Group
ICMPD	International Centre for Migration Policy Development
ICRC	International Committee of the Red Cross
IGC	Inter-Governmental Consultations on Asylum, Migration and Refugee Policies in Europe, North America and Australia
IOM	International Organisation for Migration
NSHF	Nordic Executive Council on Refugee Issues
OAU	Organisation of African Unity
OCHA	UN Office for the Co-ordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
JHA	Council for co-operation in Justice and Home Affairs
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Work Agency for Palestine Refugees
WFP	United Nations World Food Programme

Contents

Foreword	2
A few key terms.....	3
Brief history.....	6
I GLOBAL MIGRATION.....	9
The refugee situation	9
The migration flows	10
II THE SWEDISH MIGRATION POLICY.....	11
Regulations and legislation.....	11
Conventions and agreements.....	11
The Aliens Act	12
The European Court of Human Rights and the UN Committee against Torture	13
Initiatives and measures	14
The Western Balkans	14
Resettlement and other forms of assistance for refugees.....	16
Development co-operations and other humanitarian aid	16
Studies and proposals	18
Temporary protection in a mass influx situation	18
Persecution on the grounds of gender or sexual preference	18
New order for appeals and procedures in alien cases.....	18
Family reunification	19
Labour immigration	19
Enforcement.....	19
Carrier's liability.....	20
EU co-operation	20
The goals within the areas of asylum and immigration	20
The issue of asylum.....	21
The area of migration.....	21
Border control.....	23
The area of visas	23
Schengen.....	23
External connections	24
Other international co-operation.....	24
The UN institutions UNHCR's and UNRWA's co-operation on refugee issues.....	24
IOM.....	25
Council of Europe; CAHAR	25
OECD	25
The Nordic co-operation.....	26
Other international migration policy co-operations.....	26
III TYPES OF MIGRANTS TO AND FROM SWEDEN.....	28
Immigration and emigration in /2001.....	28

Immigration and emigration of foreign citizens	28
Asylum seekers and family members	29
Labour immigration	32
The EEA Agreement	32
Guest students, adoptions and other immigration	33
Visits to Sweden	33
IV RECEPTION OF ASYLUM SEEKERS AND OTHERS.....	34
Reception, living conditions and activities	34
Healthcare	35
Child issues	35
Detention.....	36
Responsibility for reception	36
Abbreviations	38
Contents	39