INTRODUCTION

Swedish migration policy is based on a holistic approach which includes refugees, migration and integration policies, voluntary return to the country of origin and support to voluntary returnees. Each year the Government presents an account of the past year’s migration policy to the Parliament. In addition, Statistics Sweden publishes a yearly report on population statistics including immigration, emigration and asylum seekers. The report on Migration and Asylum in Sweden is mainly based on these accounts for the reference year 2004, supplemented with information from the Swedish Migration Board. Immigration to Sweden has been regulated since 1967, with the exception of citizens of the Nordic countries who are entitled to live and work in any Nordic country they choose. All non-Nordic citizens were required in 2004 to apply for residence permit.

To be registered as an immigrant (and thus appear in the statistics as an immigrant), a person must intend to stay in Sweden for at least one year. Non-Nordic citizens also require a residence permit to be recorded as immigrants. To be registered as an emigrant, a person must intend to settle abroad for at least one year. An important number of the migrants to and from Sweden are citizens in the Nordic countries. 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. Immigration of non-Nordic citizens is largely made up of people who have been granted residence permits in Sweden for family reasons, humanitarian grounds or protection. Despite certain amendments in the legislation regulating immigration to Sweden, changes in the world around us govern the patterns of immigration. War and unrest in former Yugoslavia is one of the reasons why this type of immigration to Sweden has grown. The Aliens Act stipulates the terms for asylum in Sweden. Most of the people granted protection in Sweden receive protection on grounds outside those stipulated in the Geneva Convention, such as family members of refugees and others in need of protection. In recent years, the groups of immigrants arriving as guest students and those coming for labour market reasons have remained relatively modest in number.

A. MIGRATION ISSUES

[Any introductory remarks for this section]
1) Analysis and interpretation of the migration statistics

Note that asylum applicants should not be counted, as far as possible, as new migrants. However, once they have received a status and settle in the country, they can be counted in the stock of legal migrants. The immigration flow (for family, work, study) should not include the asylum-seekers flow.

a) Migration Flows

How did migration flows in your Member State change compared to the previous years, from 2002 onwards? Please explain the reasons for changes. Did the migration trends observed in this field reflect immigration policies at the time?

During 2004, a total of 62,028 people immigrated to Sweden which is a slightly lower number than the previous year. In total, immigration decreased by 1,767 people, which corresponds to a reduction of close to 3 percent.

People immigrating to Sweden during 2004 were born in over 180 different countries. The highest share (18 percent) of these was people who had been born in Sweden. The immigration of people born in Iraq continued to fall. During 2004, 3,126 people born in Iraq immigrated compared to 5,425 people in 2003. This is close to half the number of immigrants born in Iraq. This considerable reduction has meant that the group of people born in Denmark is now the second most common immigrant group (3,203 people), as the group of Iraqi-born people was in 2003. The group of people born in Iraq was the third largest immigrant group in 2004.

The immigration of people born in Poland increased significantly last year. In 2004, 2,552 people who were born in Poland immigrated to Sweden. The corresponding figure for 2003 was 1,143. On the first of May 2004, Poland became members of the EU, along with Cyprus, Estonia, Latvia, Lithuania, Malta, Slovenia, Slovakia, the Czech Republic and Hungary. Immigration from the ten new member states has close to doubled in the last year, 4,102 people in 2004 compared to 2,218 in 2003. Poland accounted for the largest increase.

In recent years, there have been in principle as many women as men immigrating to Sweden. In 2004, the distribution was 31,242 women and 30,786 men. Despite the fact that, in total, there are as many women as men immigrating, there can be large differences for individual countries. It was primarily women who moved to Sweden from Thailand and the Phillipines during 2004. In total, 2,175 and 446 people, respectively, immigrated to Sweden from these countries, of which 80 percent were women. Countries with a large share of men immigrating include Nigeria, Cameroon, India and Pakistan. From these countries, roughly 70 percent
were men. A large share of men also came from the UK. Close to 70 percent of the 1,229 people immigrating to Sweden from the UK were men.

Swedish-born people account for 18 percent of immigration and people born in other Nordic countries for 14 percent. 27 percent of immigrants came from other countries in Europe while 40 percent came from the rest of the world.

The immigration of people born in Sweden and the Nordic countries has fallen in the past year, as has immigration from people born outside Europe. However, immigration of people born in countries in Europe outside the Nordic countries has increased.

b) Population by Citizenship in 2004 (and 2005)

What were the largest groups \(^1\) (by citizenship) of third country nationals in 2004 (and 2005)? If significant changes occurred in reference to the size of particular groups of third country nationals in 2004 (and 2005), what were the underlying causes of these changes (e.g. legal, political, economical, other)?

During 2004, the number of foreign citizens in Sweden increased by 5,065 people. At the turn of the year 2004/2005, 481,141 people in Sweden were foreign citizens, or 5.3 percent of Sweden's population. Of these foreign citizens, 34 percent were citizens of a Nordic country. Another large group was made up of citizens of Asian countries, 21 percent of the total foreign citizens. Four out of ten foreign citizens were citizens of an EU member state in December 2004. The largest single group of foreign citizens was, as previously, citizens of Finland. Other large groups included Iraqi, Norwegian and Danish citizens, followed by citizens of Germany.

c) Residence Permits: annual total positive decisions 2004 (and 2005)

How did the total number of positive decisions for residence permits (or other authorisations to reside) change in comparison to the previous year? Please explain the reasons for this (legal, political, administrative changes, etc.).

In 2004, 38,016 non-Nordic citizens immigrated to Sweden. The most common grounds for residency was family reasons, such as reunions, the building of families, adoption, etc. The number of non-Nordic citizens who immigrated for family reasons in 2002 was 23,461, which corresponds to over 60 percent of all non-Nordic immigrants. Family ties is the dominant reason for residency for those applying for residency from all parts of the world. The earlier immigration of people seeking asylum who were able to stay on political or humanitarian grounds can be seen as the reason behind much of the family-related immigration today.
The next largest group, 4,076 people, were granted residency for work. In recent years, humanitarian grounds has been the second most common reason for residency but now more people have been granted residency due to work and studies. Very few people stay in Sweden on the grounds of protection (refugees) and humanitarian grounds.

### Grounds for residency for non-Nordic citizens 1998-2004

<table>
<thead>
<tr>
<th>Grounds for residency</th>
<th>1998</th>
<th>1999</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Need for protection</td>
<td>3,007</td>
<td>1,889</td>
<td>2,632</td>
<td>2,413</td>
<td>2,252</td>
<td>2,098</td>
<td>2,619</td>
</tr>
<tr>
<td>Humanitarian grounds</td>
<td>4,415</td>
<td>3,000</td>
<td>6,550</td>
<td>5,458</td>
<td>5,588</td>
<td>4,134</td>
<td>2,621</td>
</tr>
<tr>
<td>Family ties</td>
<td>17,058</td>
<td>17,631</td>
<td>18,107</td>
<td>19,456</td>
<td>21,452</td>
<td>23,478</td>
<td>23,461</td>
</tr>
<tr>
<td>Work</td>
<td>2,453</td>
<td>2,404</td>
<td>3,300</td>
<td>3,292</td>
<td>3,130</td>
<td>2,988</td>
<td>4,076</td>
</tr>
<tr>
<td>Studies</td>
<td>953</td>
<td>1,010</td>
<td>1,290</td>
<td>1,505</td>
<td>1,902</td>
<td>2,443</td>
<td>2,976</td>
</tr>
<tr>
<td>Other</td>
<td>677</td>
<td>493</td>
<td>637</td>
<td>610</td>
<td>821</td>
<td>1,305</td>
<td>860</td>
</tr>
<tr>
<td>Data missing</td>
<td>1,086</td>
<td>1,139</td>
<td>1,273</td>
<td>1,998</td>
<td>2,071</td>
<td>1,099</td>
<td>1,403</td>
</tr>
<tr>
<td>Total</td>
<td>29,649</td>
<td>27,566</td>
<td>33,789</td>
<td>34,732</td>
<td>37,216</td>
<td>37,545</td>
<td>38,016</td>
</tr>
</tbody>
</table>

The largest group of non-Nordic citizens who immigrated to Sweden in 2004 were born in Iraq (2,977 people). This is despite the fact that immigration of Iraqi-born people has halved. The majority of these (82 percent) were granted residency for family reasons. 180 people received residence permits on humanitarian grounds and 259 due to the need for protection.

The next largest group was born in Poland (2,455) of which 54 percent were granted residency due to family ties and 37 percent for work. Poland was the individual country of birth from which most people were granted residency for work.

### 2) Contextual interpretations (legal, political and international factors)

#### a) What have been the main trends and most important developments in the area of migration policy in your Member State since the previous year (political stance; new or amended laws\(^2\); procedural changes\(^3\); etc.? Please give a short overview.

#### b) What were the existing categories of admission or non-admission\(^4\) in 2004 (and 2005)?

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\(^1\) Normally up to and including at least the 10 largest groups is sufficient. More can be provided if you consider relevant, e.g. a particular interest in a particular group at EU-level.

\(^2\) Please explain briefly new or amended immigration laws, and the areas they cover.

\(^3\) Please describe modifications to immigration procedure, including changes in application stages and agencies responsible. Include changes that are the result of both administrative and legal developments.

\(^4\) This refers to the categories which might be used in your Member State for the admission or non-admission of migrants. Examples for admission are family reunification, work, study; and, for non-admission, examples are
c) Could you identify European / international factors explaining certain changes/continuity regarding migration in your Member State in comparison to the previous year?

B. ASYLUM ISSUES

1) Analysis and interpretation of the asylum statistics

a) Please describe trends in first-time asylum applications in 2004 (and 2005) compared to the previous year. Are these trends related to legislative or administrative developments/changes?

Fall in the number of asylum seekers
During the year, 23,161 people sought asylum in Sweden. This is a decrease of 26 percent compared to the previous year. The decrease has not led to any greater shift between the groups. Among asylum seekers, three groups still dominate - people from Serbia and Montenegro, the former Soviet Union and Africa including Somalia. These groups accounted for 55 percent of asylum seekers in both 2003 and 2004. The number of asylum seekers from Iraq and Somalia has decreased the most in absolute figures. The number of asylum seekers from EU candidate countries - primarily Romania, Bulgaria and Slovakia - has decreased sharply. This is also the case for the number of asylum seekers from Bosnia-Herzegovina. People from Armenia, Burundi and Afghanistan increased the most in absolute figures between 2003 and 2004.

Among asylum seekers in 2004, the ten largest nationalities are as follows:
• citizens from Serbia and Montenegro
• stateless (such as Palestinians)
• Iraqi citizens

false documents, known criminal activities, potential threat to national security. Please list the categories used in your Member State or, if none, state this also.
• Russians
• citizens of Azerbaijan
• Somalis
• Afghans
• citizens from Bosnia-Herzegovina
• Iranians
• Bulgarians.

In total, these nationalities made up almost 60 percent of all asylum seekers.

It has not been possible to identify any direct connection to legislative measures.

The decrease in the number of asylum seekers from Iraq has also been seen in the rest of Europe.

b) What is the total number of first and final positive decisions in 2004 (and 2005), disaggregated by the citizenship of the person concerned? Please explain changes in the total number of positive decisions in comparison to the previous year.

The share of people receiving a first positive decision, after examination by the Swedish Migration Board, has decreased during the year. Over the last ten years, the share has fallen from 21 to 10 percent. The most important explanation for this development is that the needs for protection of those seeking asylum have changed and that large groups of asylum seekers have been able to return home. Asylum seekers from the Balkan countries, Iraq and Somalia have long been in the majority among asylum seekers. Even if the number of asylum seekers from these countries has decreased, they still represent large groups of people. The situation in the Balkans has stabilised in recent years. The situations in Iraq and Afghanistan have also changed for the better. Iraqi, Afghan and Somali citizens can no longer receive residency simply on the basis of the general situation in their countries. We have judged that these groups have the possibility to return home in the future. If we discard asylum seekers from Iraq, Serbia and Montenegro, Bosnia-Herzegovina, Afghanistan and Somalia, we can see that the share of first positive decisions has been stable at around 8 percent in the last three years.

During 2004, the Swedish Migration Board approved 3 399 applications for asylum. 1 136 of these approvals related to the need for protection, of which 372 were refugees under the Geneva Convention, and 1 677 people were granted residency on humanitarian grounds. In
addition, a number of asylum seekers were granted residency on the grounds of a connection with a person in Sweden. The majority of those being rejected have appealed the decision with the Aliens Appeals Board. Of the appeals examined by the board during the year, 6 percent were approved (7 percent in 2003). Roughly half of those applying who were granted residency by the board received residence permits on humanitarian grounds. Of the new applications that were approved by the Aliens Appeals Board, 80 percent were granted residency on humanitarian grounds. In total, the Swedish Migration Board and the Aliens Appeals Board decided to grant 4,651 people residency based on the need for protection or humanitarian grounds (excluding quota refugees but including time-limited permits). 35 percent related to the need for protection and 65 percent humanitarian grounds. In total, 12 percent were considered to be refugees under the Geneva Convention. Of those being granted residency, the six largest groups consisted of people from Iran, Somalia, Serbia and Montenegro, Afghanistan, stateless Palestinians and Russian citizens. The distribution between the need for protection and humanitarian grounds in 2004 was almost the same as in the previous year.

When compared with the previous year, can you observe changes in the statuses regularly granted to particular citizenship groups? How do you explain these changes or continuity?

See above

2) Contextual interpretations (legal, political and international factors)

a) New or amended laws effective in 2004 (and 2005)

Please describe shortly new or amended laws on asylum and relevant case law effective in 2004 (and 2005). Have there been important changes in comparison with the previous year?

Several governmental preparatory reports on a new Aliens Act (came into force in 2006).

The Government has the main responsibility for the reception of asylum seekers. This includes a responsibility to offer housing to those who cannot arrange any themselves. About half of asylum seekers live in reception centres and the rest arrange their own housing, normally by living with friends or relatives. A certain housing allowance has been granted to encourage asylum seekers to find their own housing. However reports about negative consequences concerning asylum seekers and their own living arrangements made the
Government to change direction on the issue. To avoid the negative aspects of the situation, the Government proposed legislation to abolish the housing allowance. In the legislation, they proposed that the possibilities to take advantage of the asylum seeker’s weak position in the housing market would decrease. Furthermore, the problem with faulty addresses among asylum seekers, which has been problematic for the authorities, would decrease. The Parliament adopted the legislation on December 9 2004 (Bostadsersättning för asylsökande, prop. 2004/05:25) and it entered into force on 1 March 2005.

On 1 October 2004 the Government legislation “Human trafficking and time-limited residence permit for plaintiffs and witnesses etc.” (Människosmuggling och tidsbegränsat uppehållstillstånd för målsägande och vittnen m.m, prop. 2003/04:35) entered into force. The possibility was introduced to issue a time-limited residence permit to victims or witnesses, inter alia victims of trafficking in human beings, if deemed necessary in order to conclude a preliminary investigation or a trial. Healthcare and medical attention, as well as social welfare, will be provided during the stay in Sweden. Any person who intentionally helps an alien to unlawfully enter or pass through Sweden, another EU member state, Norway or Iceland, shall be sentenced to imprisonment for maximum two years for human trafficking. If the crime is serious, imprisonment for at least six months and at most six years shall be imposed. If the crime is considered to be petty, imprisonment for maximum six months or a fine shall be imposed. Attempted offences or preparation of offences are punishable. The same penal sanctions apply for a person who, for profit, plans or organises activities designed to enable aliens to travel to Sweden without passports or other permits required for entry into Sweden. Any person who, by hiding an alien or by any other such measure, intentionally assists aliens to unlawfully reside in Sweden, another EU member state, Norway or Iceland, shall be sentenced to imprisonment for maximum two years, or in mitigating circumstances a fine, if the offence was committed for profit (financial gain).

The Government legislation “Measures to clarify the identity of asylum seekers, etc” (Åtgärder för att klarlägga asylsökandes identitet m.m, prop. 2003/04:50), adopted in May 2004, entered into force on 1 July 2004. The content of the legislation included changes to be able to partially reduce or entirely remove the daily allowance and housing allowance of an alien over the age of 18 under the Act on the Reception of Asylum Seekers and Others Act (1994:137) if she or he hinders the investigation of a case concerning a residence permit by not assisting in clarifying his or her identity.
A new instruction for the Swedish Migration Board came into force emphasising the Migration Board as the central authority in the field of migration, with a coordination role for the migration processes.

b) **Procedural changes effective in 2004 (and 2005)**

Please explain shortly administrative or legal changes in the application, decision, or appeals process in contribution to numerical changes. Have there been important changes in comparison with the previous year?

No important changes this year.

c) **Can you identify European / international factors explaining certain changes regarding asylum trends in 2004 (and 2005) in your Member State? Has the situation changed in comparison with the previous year?**

Sweden is part of a general decreasing trend. There have been many negative decisions for asylum seekers from Iraq due to assessment that the situation in Iraq has improved after the war.

C. **ILLEGAL ENTRY**

[Any introductory remarks for this section]

1) **Analysis and interpretation of statistics**

a) Please describe developments/trends\(^5\) pertaining to the number of **refused aliens**\(^6\) in 2004 (and 2005) in comparison to the previous year\(^7\). Have there been changes in the main

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\(^5\) This includes, for letters a) to c): information on the number of refused aliens; their citizenship; the difficulties in return of migrants; and special arrangements with certain countries of origin or transit regarding return and deportation.

\(^6\) Defined as "Persons not covered by Community law who are refused entry at the border owing to (a) a lack of, or counterfeit/falsified, border documents; (b) an existing entry or residence prohibition; (c) other grounds for refusal." The 'other grounds for refusal' must have a link with the immigration status of the person. Thus, a refusal because a car is not roadworthy should not be counted here.

\(^7\) In case your Member State does not collect data on refused aliens, we kindly ask you to send us your enforcement statistics, even if they are not directly comparable.
countries of citizenship of refused aliens since the previous year? If possible, give reasons for these changes/continuity.

The largest proportion of refused aliens (definition in the CIREFI data exchange) were people from the Baltic states and Poland.

b) Please describe developments/trends pertaining to the number of apprehended aliens in 2004 (and 2005) in comparison to the previous year. Have there been changes in the main countries of citizenship of apprehended aliens in 2004 (and 2005)? If possible, give reasons for these changes/continuity.

Apprehended aliens, in the statistics produced, are calculated as a function of asylum seekers. The largest group is, as a consequence, persons from Serbia followed by stateless persons and Iraqi citizens.

c) Please describe developments/trends pertaining to the number of aliens removed in 2004 (and 2005) in comparison to the previous year. Have there been changes in the main countries of citizenship of removed aliens? If possible, explain the underlying factors for these changes/continuity.

The largest group of removed aliens was from Serbia and Montenegro, Bosnia and Herzegovina followed by people from Iraq and Russia. The overall tendency was an increasing number of removals as the recognition rates went down and an increasing number of asylum seekers received a final negative decision.

d) In cases of refused, apprehended, and removed aliens in 2004 (and 2005), are these from the same countries in all categories, or are particular citizenship groups more common in a particular category? If possible, explain the underlying causes.

Apprehended and removed aliens usually reflect the overall composition of asylum seekers. Refused aliens are usually people who do not apply for asylum and thus represent other categories, such as people from Poland.

2) Contextual interpretations (legal, political and international factors)

8 In case your country does not collect data on apprehensions, please provide your Enforcement Statistics, even if they are not directly comparable.
a) New or amended laws influencing irregular immigration in 2004 (and 2005)
Please explain the most important changes in policies regarding refusal of entry or return from the previous year.

No important changes.

b) Procedural changes influencing irregular immigration in 2004 (and 2005)
Please describe modifications to the procedure in cases of identified illegal entry, illegal residence and return since the previous year. Include changes that are the result of both administrative and legal developments.

No important changes.

c) Can you identify European / international factors explaining certain changes/continuity regarding illegal entry in 2004 (and 2005) in your Member State?

[No specific changes to report]

D. OPTIONAL: OTHER DATA AND INFORMATION AVAILABLE

The presentation and analysis of the data categories mentioned below are optional. EMN members are, however, strongly encouraged to present any available and relevant national statistics in respect to migration and asylum on the following topics:

- Brain gain/drain: Health sector, Education, Science and research, IT-Branch
- Unskilled Labour Migration: Domestic, Agriculture, Construction
- Migration based on bi- and multilateral arrangements: seasonal labour, labour migration in combination with training.
- Illegal Immigrants, irregular immigration, regularisations
- Cross-border labour employment,
- Return- and Repatriation migration,
- Emigration
• Border controls\(^9\)
• Student Migration, educational success rates
• Migration for self employment and entrepreneurship
• Intra-firm Migration
• Fertility/ Mortality rates of third country nationals

The data should ideally contain information about Country of Origin (on the basis of nationality, not country of birth), gender and age, as well as being presented in total numbers and percentages. The source(s) of the data should be quoted.

[Text here, plus any graphics, with sub-headings added for each topic given above]

ANNEX(ES)

[Add extensive tables of data as an annex to the report, with references in the main report to these Tables]

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\(^9\) Border should be 'External Border' as defined in Article 2(2) of Regulation (EC) 562/2006, i.e. "Member States’ land borders, including river and lake borders, sea borders and their airports, river ports, sea ports and lake ports, provided that they are not internal borders." This includes airports with flights outside Schengen. For the UK and Ireland, any airport with flights overseas is an external border.