

Introduction to the Human Rights Strategy

Human rights apply to everyone, always and everywhere. They apply in Sweden and in other countries. This ought to be obvious, but we live in a time when the protection of and respect for human rights in the world at large is being weakened and questioned.

This makes it particularly important that international human rights conventions and norms are taken very seriously. The Government of Sweden's goal for its human rights policy has been set ambitiously; namely to guarantee full respect for Sweden's international commitments on human rights.

As part of its work towards this goal, on 13 October 2016 the Government adopted this strategy for its national efforts on human rights. Through this strategy, the Government has established a platform for its continuing efforts towards achieving this goal. The implication of the strategy is that compliance with Sweden's international commitments on human rights cannot be taken for granted in either the short or long term. Instead, further steps must be taken towards a coherent structure for the promotion and protection of human rights.

In this strategy, the Government has formed the assessment that a coherent structure ought to consist of the following parts:

- Strong legal and institutional protection for human rights by means of an independent institution for the protection of human rights;
- Coordinated and systematic work with human rights within the public services sector; and
- Strong support for work with human rights in civil society and in business.

This publication is an abridged version and contains the Government of Sweden's strategy for national work with human rights. The Government's

complete, unabridged strategy also includes a progress report on Sweden's international commitments on human rights (Part II).

This publication is also available in Swedish. It is my hope that these publications will be disseminated widely.

For it is together that we can build a strong society with full respect for human rights.

A handwritten signature in black ink, appearing to read 'Alice Bah Kuhnke', with a long horizontal flourish extending to the right.

Alice Bah Kuhnke
Minister for Culture and Democracy

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1. Preparatory inquiry

The Government of Sweden (the Government) has previously presented two human rights action plans. In 2002, the Government presented the official communication “A National Action Plan on Human Rights (Skr. 2001/02:83) to the Riksdag. The Action Plan referred to the period 2002–2004. In 2006, an equivalent action plan for the period 2006–2009 was presented (Skr. 2005/06:95).

As part of the implementation of the latter of these two action plans, the Government established the Delegation for Human Rights in Sweden (the Delegation), tasked with *inter alia* submitting proposals on how support for efforts towards full respect for human rights in Sweden should be framed (Terms of Reference/dir. 2006:27). In October 2010, the Delegation submitted its final report *Ny struktur för skydd av mänskliga rättigheter* (SOU 2010:70) (New structure for the protection of human rights). This report was subject to a consultation procedure, and a summary of responses is available from the Ministry of Culture (Ku2015/00006/DISK).

After the implementation period of the action plan, the Government appointed an evaluator (the Evaluator) to evaluate the action plan, and on the basis of this evaluation to provide recommendations for continued systematic work with human rights at the national level (Terms of Reference/dir. 2009:118). In March 2011, the Evaluator submitted his report entitled *Samlat, genomtänkt och uthålligt? En utvärdering av regeringens nationella handlingsplan för mänskliga rättigheter 2006–2009* (SOU 2011:29) (coherent, well-planned and sustainable? An evaluation of the Government’s national plan of action on human rights). The report, which does not contain any proposals but only recommendations for national work with human rights, has not been subject to a consultation procedure.

In November 2015, the Ministry of Culture held an open consultation meeting with civil society organisations on the Government’s new strategy for human rights. The minutes from the open consultation meeting and the written comments from the organisations that were subsequently received are available from the Ministry of Culture (Ku2015/02543/DISK).

This strategy for working with human rights at the national level deals with parts of the Delegation’s proposals and the Evaluator’s recommendations. Those parts that are not dealt with here may be the subject of further inquiry in another context.

2. A policy based on Sweden's international human rights commitments

Human rights are a key part of international law. They are fundamental to the maintenance of peace, security and sustainable development in all its dimensions, and constitute a global agreement on the inviolability of human dignity. They represent a promise to future generations that the hard-won lessons from the twentieth century have not been in vain, but that the international community has been able to translate those lessons into a stable international legal structure.

The UN Universal Declaration of Human Rights of 1948 entrenched not only the central role of human rights for the international community, individual countries and individuals, but also the close connection between human rights, democracy, and the rule of law as fundamental for freedom, justice, and peace.

After the Second World War, this connection created a new, common foundation for the international community. It was followed by the legally binding International Covenants on Civil and Political Rights, and on Economic, Social and Cultural Rights. Subsequently, within the United Nations, a number of instruments for the protection of particularly vulnerable individuals were developed in areas in which a special need for protection had become apparent. A majority of the world's states have acceded to these instruments, including Sweden. These instruments include the Conventions on the Rights of the Child, on the Rights of Persons with Disabilities, on the Elimination of All Forms of Discrimination against Women, and on the Elimination of All Forms of Racial Discrimination, as well as the UN Declaration on the Rights of Indigenous Peoples.

In various regional forums around the world, intergovernmental commitments have deepened. This is particularly true in Europe, where work on these conventions undertaken through the agency of the Council of Europe has been of great importance. The European Convention for the Protection of Human Rights and Fundamental Freedoms (the European Convention on Human Rights) and the various protocols to the Convention today form a powerful and important framework for all the Council of Europe's 47 member states. Through the rulings of the European Court of Human Rights, the content of the European Convention has been clarified in a way that has resulted in its relevance and topicality being gradually strengthened.

Cooperation within the European Union has resulted in an additional dimension for the protection of human rights in Europe. Provisions concerning the protection of human rights were introduced early within Union law. With the entry into force of the Lisbon Treaty, it is now explicitly stated in the Treaty on European Union that the Union must be based on respect for human rights. Furthermore, the Treaty states that fundamental rights, as guaranteed by the European Convention and as they result from the constitutional traditions common to the Member States, shall constitute general principles of the Union's law. Through the Lisbon Treaty, the Charter of Fundamental Rights of the European Union became legally binding.

A number of conventions have also been developed within the UN's International Labor Organization (ILO) with a special focus on the rights of workers.

Sweden's compliance with these conventions is an issue for the whole of the public services sector

The ultimate responsibility for Sweden's compliance with its commitments under these conventions rests with the state. In practice, work to ensure compliance with these conventions is carried out in national and regional as well as municipal public service activities.

For example, public actors must act in accordance with Sweden's convention commitments concerning political and civil rights as well as economic and social rights. These issues arise on a daily basis within the judicial system, social services, schools, health care, and other forms of social services. Certain groups, such as children and people with disabilities, also have special rights of a political and civil as well as economic, social and cultural nature which must be heeded by public actors.

This means that work with human rights is not just a matter for the state and cannot either be side-tracked or limited to short-term projects and limited initiatives. Instead, this work must be carried on in a structured and systematic way and form a natural part of each affected activity's work with quality assurance and compliance. In the same way as respect for Sweden's convention commitments form a natural part of the statutory powers of the Riksdag and the Government, such respect must constitute a profound and fundamental respect for human rights in the routine activities of municipal and regional as well as central government agencies.

An important work-in-progress

Working in a structured and systematic way with human rights is by no means new. Methodology development and quality assurance as well as skills development and education have long been actively pursued in state, regional and municipal activities. The key parts of this work have been described in, and elaborated on, in the Government's two previous Action Plans for Human Rights.

Added to this, since the 1990s developments in the law have resulted in international standards on human rights having a greater impact in the application of the law. Sweden now has two international or supranational instruments on human rights – the European Convention on Human Rights and the Charter of Fundamental Rights of the European Union – which are directly applicable in Swedish law.

Sweden's compliance with these conventions cannot be taken for granted

However, Sweden's observance of these conventions cannot be taken for granted. The recommendations that Sweden receives regarding Sweden's compliance with the conventions suggest that assuring full respect for Sweden's international human rights commitments is a burning issue of today. Government agency audits and reports, and the view on reality that civil society provides also show that rights violations do occur. For example, the Ombudsman for Children in Sweden has a statutory task to promote the implementation and monitoring of compliance with the Convention on the Rights of the Child, and reports on this annually to the Government.

But even more important is that we live in a time which, more than ever, demands that international agreements and standards on human rights are taken most seriously. These were not adopted for the easy years, when peace and human understanding could be taken for granted. On the contrary, they were written to limit and guide us in times when our ability to see each other as part of the same greater humanity is in danger of failing.

We therefore need to mainstream a perspective within our own country as well as the world around us, and our gaze should be fixed five, ten or twenty years into the future.

For a number of decades now, Sweden's policy development and priorities have been, to a large extent, in harmony with Sweden's convention commitments. For example, Sweden's commitments on equal treatment irrespective of age, sex, ethnicity, religion or belief, sexual orientation, gender

identity or gender expression are compatible with the overarching political values that have the support of the Riksdag and Sweden's local government councils. The same applies to Sweden's commitments on the rights of the child and the rights of persons with disabilities, national minorities and indigenous peoples, and on sexual and reproductive health and rights.

But it cannot be taken for granted that this will remain the case in the long term. There are clear trends, in Sweden as well as in the world around us, whose political currents are affecting us to the highest degree, and which may mean a political development that is not as obviously in tune with Sweden's convention commitments on human rights. If we were to see such a development, the structures which we have established in order to safeguard Sweden's convention commitments must not fail.

Within the EU today, there are countries that are being criticised from a number of quarters for their lack of respect for the rule of law and international conventions. Extensive discrimination, of the Roma in particular, continues to occur in several Member States.

With greater diversity in the population, new issues on treatment and equality within municipal services arise. These may involve determinations that might not always be entirely straightforward, but demand great sensitivity and pragmatism as well as integrity and wise political leadership. If these issues were instead to be handled on the basis of prejudice or hostility, antagonism within our society would not only be amplified, but there would also be a risk that Sweden might not comply with its convention commitments on human rights.

Globalisation and digitalisation mean that the voices of those who want to undermine human rights, democracy and the rule of law in other parts of the world are also impacting Sweden. When forces within the international community that question the universality and legal status of human rights are growing in strength, this not only entails a long-term threat to respect for our convention commitments but also gives succour to corresponding forces in Sweden.

A new goal for human rights policy

In its budget bill for 2016, the Government proposed that human rights should be given an autonomous goal, tied to the Riksdag, namely, to ensure full respect for Sweden's international commitments on human rights. The Riksdag has adopted this goal (Government bill/prop. 2015/16:1,

Expenditure area 1, Report/bet. 2015/16:KU1, Written communication from Riksdag/rskr. 2015/16:62).

The new goal is the basis for the Government's national efforts with human rights. The goal clarifies the link between these efforts and Sweden's international commitments. It stresses that it is a key task of the Government to ensure compliance with Sweden's international commitments in all parts of the country, in all parts of the public sector, and at the national, regional and municipal/local levels.

The new goal is intended to cover all types of obligations under Sweden's international commitments. This includes obligations to respect, protect and fulfil human rights or, as also expressed, protect and promote these rights. These concepts reflect that a convention commitment can mean an obligation under international law to both refrain from certain actions and actively take certain other actions.

Besides its convention commitments, Sweden's international human rights commitments also include other norms binding under international law such as customary international law and the decisions of international organisations binding under international law. Since international human rights commitments are largely codified in conventions, in the first instance, however, the goal refers to compliance with the conventions that Sweden has ratified. Consequently, in this strategy the terms convention commitments and convention compliance are used, respectively, as umbrella terms for Sweden's international human rights commitments and Sweden's compliance with the same.

3. The Government's strategy for national efforts with human rights

3.1 A coherent structure for promotion and protection

The Government's assessment: In order to ensure full respect for Sweden's international human rights commitments, a coherent structure for the promotion and protection of human rights needs to be established. Such a structure ought to consist of:

- strong legal and institutional protection of human rights;
- coordinated and systematic work with human rights within the public services sector; and
- strong support for work with human rights in civil society and in business.

The Delegation's assessment: Essentially corresponds to that of the Government. The Delegation's view is that a comprehensive approach is lacking in Sweden's work with human rights, that coordination is limited, and that the connection to Sweden's convention commitments is weak. The Delegation finds that the initiatives taken in different parts of the public services sector are not coordinated and are rarely potent. The Delegation emphasises the importance of a structure being established that can sustainably, and based on Sweden's international commitments, protect and promote human rights. Based on the assessment in the background analysis, the Delegation has submitted a series of proposals that, taken together, would form a structure for the sustainable protection of human rights, such that each part is founded on and reinforces development within each of the other parts.

The consultation bodies: The consultation bodies welcome or have no objection to this overarching structure for the protection and promotion of human rights.

The Evaluator's assessment: Is consistent with the position of the Government in terms of the importance of a comprehensive approach and a structure for the promotion and protection of human rights.

Reasons for the Government's assessment

The Government's view is that national work with human rights ought to aim to establish a coherent structure for the promotion and protection of human rights as set out below.

Strong legal and institutional protection

For a coherent structure for the promotion and protection of human rights to be sustainable over time and under different sets of conditions, irrespective of changes of government and conflicting interests, it must include strong legal and institutional protection of human rights.

Fundamental to this is that Swedish legislation is framed in accordance with all the convention commitments that Sweden has made. The existence of this conformity must be regularly reviewed. This assessment may need to be reviewed subsequent to the legislation being applied. In addition, the more precise meaning of these commitments may come to be clarified through the development of international law.

Furthermore, strong institutional protection must exist in the form of institutions that safeguard human rights in people's everyday lives. In this, the right to access to court and the oversight that exists within the public services sector form central, and in all material respects, well-functioning pillars.

But access to court or oversight does not in and of itself constitute a guarantee of respect for the convention commitments that might be the focus of a court proceeding or oversight within the public sector. One reason is that Sweden applies the dualist legal system. This means that international commitments on human rights do not automatically become Swedish law. It is instead up to the Government and the Riksdag to ensure that Swedish legislation conforms with these commitments. Although government agencies and courts are to take account of Sweden's convention commitments as far as possible (referred to as consistent interpretation) in the interpretation of national provisions, they are only required to do so within the limits of the wording of the Swedish legislation. In cases where there is a direct conflict between the provisions in national law and an international convention, national law takes precedence.

However, the European Convention occupies a unique position as Swedish law since 1995. EU law also occupies a unique position in Swedish law in that some provisions of EU law become directly applicable in Sweden as soon as they have been enacted within the EU. Furthermore, according to the principle of the primacy of EU law that follows from the European Court of Justice's case law, EU law is to take precedence over national law if it is found that the content of EU law and national law conflict with each other.

In light of this, the judicial system and supervisory authorities must be assured of continuous resources and the skills they require in order to be able to fulfil their respective roles in ensuring compliance with Sweden's international commitments on human rights. In addition, an comprehensive institutional analysis of Sweden's international commitments on human rights ought to be carried out.

Coordinated and systematic efforts within public services activities

In the first instance, it is the responsibility of each country's government to ensure that respect for human rights is upheld. In practice, in addition to that stated above concerning legal and institutional protection, this is done by ensuring that the rights of the individual, such as the right to education, health and social care; as well as freedom of opinion, freedom of expression, and freedom from torture; and through the principle of non-discrimination in the enjoyment of human rights are upheld. In addition, the state also has an obligation to refrain from actions that violate human rights, and a responsibility to protect the population from abuse by non-state actors. If such does occur, the state has a responsibility to investigate the matter and prosecute offenders.

As pointed out at the outset, this means that efforts to ensure compliance with Sweden's convention commitments concern a large number of actors within the public sector, at state as well as regional and municipal level. This requires highly systematic work and coordinated efforts.

The Government has a key role in the establishment of coordinated and systematic work with human rights, through its agencies as well as through cooperation with municipalities and county councils. Thus, this strategy constitutes a common starting point for the Government, the Riksdag, municipalities, county councils and central government agencies in their work with human rights. The affected actors must be assured access to essential, up-to-date knowledge about Sweden's human rights commitments, and what they mean in terms of requirements on their activities. The initiatives taken throughout the country must have the potential to be potent and the results of the methodology development and learning that occurs must be followed up and shared with other actors.

Strong support for work with human rights in civil society and in business

In practice, actors in civil society and in business play an important role in promoting compliance with Sweden's convention commitments.

Many civil society organisations actively monitor respect for human rights within public service activities, and also document and criticise violations of these rights. Some of these organisations represent individuals, groups and interests (national as well as international). These organisations thus channel a great deal of knowledge about how human rights are being guaranteed in practice.

Besides in general having a policy that promotes good conditions for civil society, the state should specifically support the work of civil society with human rights. Such support ought to include a well-designed system for providing financial aid to the work of civil society in this area. In addition, there ought to be forums for regular consultation on issues related to human rights.

The responsibility taken by the business community is also key to Sweden's convention compliance. This applies particularly to Sweden's convention commitments regarding the protection of workers. In this context, the actions of Sweden's business community in Sweden as well as abroad, particularly in countries with weaker institutional protection for human rights than Sweden, is important.

Besides legislation and enforcement, human rights policy in business has come more and more to be about promoting and cooperating with the proactive measures undertaken by businesses. The state ownership interests in enterprises constitute an important tool for ensuring that work on human rights remains prominent in the sector.

3.2 Further steps towards a coherent structure

As emphasised in Section 2, work with human rights has been actively pursued in large sections of public administration, in parallel with a development in the law which has resulted in international standards on human rights having a greater impact.

With this current work and development as the starting point, the Government's strategy for national work with human rights means that, within a number of areas, further steps are being taken towards just such a coherent structure for the promotion and protection of human rights as described above. The measures referred to can be summarised as follows.

In order to strengthen *the legal and institutional protection of human rights*, the Government assesses that a national institution for human rights in

accordance with the Paris Principles ought to be set up, with the Riksdag as the principal. Furthermore, the Government has announced that the Convention on the Rights of the Child is to be incorporated into Swedish law and preparation of the matter is in progress. The monitoring and evaluation of the impact of an incorporation and future transformation of the Convention on the Rights of the Child may contribute important knowledge on how best to ensure compliance with Sweden's human rights convention commitments, and how best to achieve stronger legal protection for human rights. Both of these processes are described in Section 4.

Section 5 describes the Government's measures for *coordinated and systematic work with human rights within the public services sector*. These measures include a better system for the Government's own work with international convention monitoring, which is very much based on transparency and consultation with civil society. By means of an ongoing special task given to Uppsala University, the Government is enhancing knowledge about human rights among government employees. The Government has a strategic agreement with the Swedish Association of Local Authorities and Regions on the adoption of common measures to strengthen human rights work at the municipal and regional levels. The county administrative boards have been tasked with highlighting, analysing and considering human rights in their activities, and the Dalarna County Administrative Board has a specific coordinating task in the area of human rights. A review of elements dealing with human rights in certain courses of particular relevance at higher education institutions has been conducted, and access to educational material on human rights in schools has also been reviewed. A training programme on human rights is being implemented in adult education.

A number of measures are being taken, described in Section 6, with the aim of contributing to *strong support for work with human rights in civil society and in business*. The Government is in the process of developing new forms of open consultation with civil society. The Government has decided on an action plan for business and human rights. As part of this plan, an analysis of Swedish legislation will be conducted in order to determine if there are any gaps in relation to the UN Guiding Principles on Business and Human Rights. In addition, human rights is an important issue within the Government's state ownership policy within the business community.

3.3 A strategy rather than an action plan

The Government's intention with this written communication is somewhat different to the intention behind the two written communications on human

rights submitted to the Riksdag in 2002 and 2006, respectively. Instead of presenting an action plan for human rights as was the case then, the Government is now presenting an overarching strategy for work with human rights. The significance of this is described in the following.

The 2002 and 2006 action plans took a broad approach to work with human rights. In addition to matters relating to the coordination of work by municipalities and county councils, these plans also covered efforts to change attitudes, methodology development, and education and training matters. In addition, the plans included concrete measures in a number of specific areas of rights. Examples of these areas were protection against discrimination, the rights of the child, and the rules concerning the use of coercive measures. The vast majority of the measures taken up in these plans referred to these specific areas of rights.

Instead, this strategy is limited to addressing overarching and structural issues. The reason for this is that area-specific convention commitments are managed within each respective area of policy. Consequently, it should be reported within each area of policy. The UN Convention on the Rights of Persons with Disabilities is an appropriate example. Sweden's commitments under this convention constitute a key starting point for the Government's disability policy. In this policy, the monitoring of Sweden's convention commitments conducted by the UN Committee on the Rights of Persons with Disabilities forms an important foundation (see for example the budget for 2016, Government bill/prop. 2015/16:1, Expenditure area 9, Section 6.4).

Another example is the UN Convention on the Rights of the Child, which relates to several different policy areas, where measures are reported within these areas, while overarching measures to implement the Convention on the Rights of the Child are reported in the context of children's rights policy. The starting point for strategic and systematic work with the rights of the child is the strategy adopted by the Riksdag to strengthen the rights of the child (Government bill/prop. 2009/10:232). Furthermore, the monitoring of convention compliance by the Ombudsman for Children in Sweden along with the monitoring by the UN Committee on the Rights of the Child constitute an important foundation for children's rights policy (see for example the budget for 2016, Government bill/prop. 2015/16:1, Expenditure area 9, Section 8). Sweden's various convention commitments also formed the basis for the Government's gender equality policy, justice system policy, migration policy, development aid policy – and so on.

This written communication also provides an account of ongoing measures, some forward-looking assessments, and measures that are being announced here. The purpose of this is to provide an account of the Government's strategy for national efforts with human rights in a single context, and on the basis of the deliberations described above.

4. Strong legal and institutional protection of human rights

4.1 A national human rights institution

The Government's assessment: A national human rights institution in accordance with the Paris Principles ought to be established in Sweden. The Riksdag ought to be the principal for such an institution.

The Delegation's proposal: In agreement with the Government's assessment.

The consultation bodies: A very large majority of the consultation bodies either supported or had no objections to the Delegation's proposal that a national human rights institution ought to be established in Sweden. Two consultation bodies, *Eskilstuna Municipality* and the *Confederation of Swedish Enterprise* rejected entirely the establishment of such an institution, while three were doubtful: *the Public Health Agency of Sweden*, *Norrbottnen County Council* and the *Swedish Confederation of Professional Associations (SACO)*. The *Confederation of Swedish Enterprise* argued that all parts of the public services sector already have a responsibility to comply with conventions on human rights, and that it is therefore unclear what benefit such an institution would have.

A majority of the consultation bodies rejected or were doubtful about the Delegation's proposal to establish the national institution for human rights in the form of a new, independent government agency. These included the *National Police Board*, *Swedish Migration Agency*, *Swedish Agency for Public Management*, *Stockholm University*, the *Discrimination Ombudsman (DO)* and the *Swedish National Board for Youth Affairs* (now the *Swedish Agency for Youth and Civil Society*). *The Parliamentary Ombudsmen (JO)* is of the view that the Danish and Norwegian examples show that many other options are available, and that it is more appropriate to base a new government agency of this kind within one of the existing government agencies that already have closely allied remits. This view was also put forward by several other consultation bodies, including a large number of individual municipalities and county councils, the *Swedish Association of Local Authorities and Regions (SALAR)*, the *Centre for Justice* and the *Cooperation Group for Ethnic Associations in Sweden (SIOS)*. The *Ombudsman for Children in Sweden (BO)* and the *Swedish Trade Union Confederation (LO)* recommended that, as has occurred in Finland, the national institution for human rights should be established as a unit with the *Parliamentary Ombudsmen's secretariat*.

Among the consultation bodies that support the Delegation's proposal that these tasks should fall to a new government agency, the following can be mentioned: the *Office of the Chancellor of Justice (JK)*, *Uppsala County Administrative Board*, *Swedish Agency for Participation*, *National Agency for Special Needs Education and Schools*, *Living History Forum*, *Municipality of Gothenburg*, and the *United Nations Association of Sweden*. Among other things, it was argued that such a solution is necessary in order to satisfy the need for a coordinated, comprehensive, systematic approach.

A large majority of the consultation bodies supported the Delegation's proposal that a national institution for human rights should be under the control of the Riksdag. JO, the *Administrative Court of Appeal in Stockholm*, the *National Police Board*, *Swedish Handicap Institute* and *SACO* rejected, and *Swedish Agency for Public Management* and *Uppsala University* were doubtful about the proposal. JO is of the view that there are practical reasons that speak against this. With regard to independence, according to JO it is worth noting that Swedish government agencies, in comparison with countries where ministerial rule applies, are manifestly independent even when they formally report to the Government. JO notes that the Delegation also discussed whether JO would be a suitable host for an institution for the protection of human rights. If this idea should be raised again, according to JO, it must be as part of a Riksdag-initiated official inquiry. *The Administrative Court of Appeal* in Stockholm pointed out that the proposed new institution is not intended to exercise public authority, and for this reason rejected the idea of establishing the agency under the Riksdag.

The Evaluator's recommendation: In agreement with the Government's assessment.

About national human rights institutions

The Paris Principles

The Paris Principles refers to the principles relating to the status of national institutions adopted by a UN General Assembly resolution of 1993, *National Institutions for the Promotion and Protection of Human Rights (A/RES/48/134)*. This resolution sets out guidelines for national institutions tasked with the promotion and protection of human rights. The name of the principles derives from having been formulated in Paris two years earlier.

In 1993, a Declaration was adopted at the World Conference on Human Rights in Vienna with an Action Programme in which member states were

encouraged to establish national human rights institutions with regard to the Paris Principles (A/CONF.157/23, 1993). Since the adoption of the Paris Principles and the Vienna Declaration, the Paris Principles have been regularly repeated and confirmed within the UN and, in recent years, also within the Council of Europe and the EU.

According to the Paris Principles, a national human rights institution ought to have broad powers to promote and protect these rights and be given an autonomous mandate by means of a constitutional or legislative provision, in which the tasks, composition and sphere of competence of the institution are set forth. In addition to this, the principles deal with the institution's tasks, composition, guarantees for the institution's independence and diversity, and questions concerning its working methods.

According to the Paris Principles, the tasks of such an institution ought to include:

- on its own initiative or at the request of the Government or other competent body, providing advisory opinions, recommendations, proposals and reports on all matters relating to the promotion and protection of human rights;
- submitting comments on both current legislation and proposed statutes in order to ensure that national legislation and rulings comply with the international conventions on human rights which the country has acceded to, and to ensure that they are applied effectively;
- drawing the attention of the Government to situations in which human rights are being violated and presenting proposals to rectify these, and if necessary commenting on the Government's positions on such proposals;
- proposing that the state accedes to international agreements on human rights and ensuring that these are applied effectively;
- contributing to the reports that the state is required to submit to UN bodies and regional bodies as well as make independent pronouncements pursuant to these;
- maintaining contacts with UN bodies, regional bodies, and national institutions in other countries that work with human rights issues;
- assisting in the development of programmes for education and research on human rights, and participating in the implementation of such programmes;
- taking other steps, primarily in the form of communications and education, in order to increase awareness of human rights.

A national institution may also, but is not required to, be given the power to examine individual complaints of human rights violations.

According to the Paris Principles, the appointment of the management of a national human rights institution ought to be effected by an official act that also establishes the specific duration of their mandate. The institution ought to be assured adequate funding in order to be able to fulfil its task, according to the Paris Principles. Within the limits of its area of responsibility, the national institution ought to be able to decide on its own organisation and working methods.

Furthermore, the Paris Principles state that a national human rights institution ought to be framed in such a way that it can cooperate with representatives of civil society organisations.

Assessment of the status of human rights institutions

After a request from a national institution, the *Global Alliance of National Human Rights Institutions* (GANHRI) through its *Sub Committee on Accreditation* (SCA) assesses the extent to which national institutions in different countries can be deemed compliant with the Paris Principles and allocates them A, B, or C status. The bodies deemed to comply fully with the Paris Principles are accredited A status, which also makes them voting members of the GANHRI. Members with A status may also participate actively in the sessions of the UN's Human Rights Council.

National bodies which are deemed only partially compliant with the Paris Principles are accredited B status, which means that they are given observer status without the right to vote. They may not either take the floor or submit documentation to the Human Rights Council. National institutions deemed not to be even partially compliant with the Paris Principles are accredited C status and are thus denied membership of the GANHRI.

National human rights institutions in other countries

The GANHRI has accredited 75 national human rights institutions with A status, of which 25 are in Europe.

The Danish Institute for Human Rights (Institut for Menneskerettigheder) has existed in Denmark since 1987, and in 2002 was accredited A status by the GANHRI. The mission of the Institute includes advice to the Danish parliament and government, education, communications, documentation, and research. The Institute also works for human rights in other countries, in

West Africa and the Middle East, for example. The Institute is also tasked with promoting, protecting and monitoring the implementation of the UN Convention on the Rights of Persons with Disabilities.

A human rights institution was established in Finland in 2012 attached to the Office of the Parliamentary Ombudsman. This institution consists of a Human Rights Centre, a Human Rights Delegation, and the Parliamentary Ombudsman. This Institution has been accredited with A status by the GANHRI.

The Human Rights Centre has an advisory function. The Centre is tasked with promoting information, education, training and research associated with fundamental and human rights; drafting reports and issuing statements on how fundamental and human rights are being safeguarded; and participating in European and international cooperation on human rights. The Centre cannot issue a binding statement of opinion and does not either handle complaints or deal with other individual cases. The Centre is headed by a Director appointed by the Parliamentary Ombudsman.

The Human Rights Delegation in turn is composed of 20-40 representatives from research institutions, organisations, and government agencies. The Delegation is appointed by the Parliamentary Ombudsman. The Delegation is tasked with functioning as a national cooperative body for actors in the area of fundamental and human rights, and deals with broad matters of principal within the area.

Finally, the Parliamentary Ombudsman is also part of the Institution in that the Parliamentary Ombudsman deals with individual complaints in accordance with the optional clauses that deal with this in the Paris Principles.

In 2015, Norway established a national human rights institution, the Norwegian National Human Rights Institution (*Norges nasjonale institusjon for menneskerettigheter*). The Institution is an independent body and carries out its tasks autonomously. It determines itself how it is to be organised and how its work is to be carried out. The Institution has replaced the previous Norwegian Centre for Human rights which had B status.

The Institution's task is to monitor and report on the human rights situation in Norway. The Institution is to present proposals for safeguarding Norway's compliance with its human rights commitments, and advise the

Storting, the Norwegian government, the Sami parliament and other public and private actors on the implementation of human rights. The Institution is also tasked with disseminating information about human rights, including providing guidance to individuals about national and international complaints mechanisms; and promoting education and research in human rights. The Institution is to participate in international cooperation to promote and protect human rights. However, the Institution is not tasked with hearing individual complaints. Its Board of Directors is appointed by the Storting.

Sweden has no institution implementing the Paris Principles

In Sweden, there are currently several government agencies whose tasks correspond in part, or are related, to the tasks that a national human rights institution should have according to the Paris Principles. These include JO, JK, DO and BO.

There are some points in common between the review required by the Paris Principles and JO's existing supervisory activities. The fact that JO's supervisory powers already cover the Instrument of Government's chapter on rights and freedoms as well as the European Convention also means that the essential elements of human rights emanating from Sweden's international commitments are already taken up in JO's review.

Furthermore, the Living History Forum may be mentioned in this context, whose task is to work with issues related to tolerance, democracy and human rights, using the Holocaust and other crimes against humanity as its starting point; along with the Swedish Agency for Participation, which is tasked with coordinating disability policy throughout Sweden and hastening the development of a society in which everyone can participate, regardless of their functional ability.

The only one of the aforementioned government agencies tasked explicitly with monitoring Sweden's international human rights commitments, regardless of whether they have been transposed into Swedish legislation, is the Ombudsman for Children in Sweden (BO). Under the Ombudsman for Children Act (SFS 1993:335), its task includes representing the rights and interests of children and young people in light of Sweden's undertakings under the UN Convention on the Rights of the Child (CRC); and to monitor compliance with and promote the implementation of the CRC. The Ombudsman for Children in Sweden has not sought A status accreditation from the GANHRI.

In 2011, DO was downgraded from A to B status by the GANHRI. In its explanatory memorandum, the GANHRI stated that DO's mission is limited to issues of equal rights, and that its autonomy is compromised in that the Government both appoints and can remove the ombudsman from office, without clear criteria being established for these procedures.

Sweden has accepted recommendations on the establishment of a human rights institution

In the UN's review of Sweden in 2015 as part of its Universal Periodic Review (UPR), Sweden received recommendations from nineteen countries concerning the establishment of a human rights institution in accordance with the Paris Principles.

In the Government's response, presented in June 2015, Sweden accepted these recommendations. Sweden argued that in the strategy for work with human rights, which the Government intended to present to the Riksdag (this written communication), an important step would be to describe how independent monitoring of the implementation of human rights in Sweden might be organised; and that the strategy would include measures to mandate a national government agency for human rights to promote and protect human rights in accordance with the Paris Principles.

Reasons for the Government's assessment

The Government shares the Delegation's and the Evaluator's view that a human rights institution in accordance with the Paris Principles ought to be established in Sweden. The Government elaborates on the reasons for this below.

It would make possible an independent review of Sweden's compliance with all its convention commitments

The Government considers that a central part of a coherent structure for the promotion and protection of human rights is the existence of an institutional review body for Sweden's convention compliance. It is not sufficient to have only established an institution within the area of the Convention on the Rights of the Child with a mandate to monitor Sweden's convention compliance. A function ought to be mandated to review Sweden's convention compliance in all areas of human rights.

The guarantee of rights implied by the individual's right to access to court does not fulfil this need. As has been mentioned above, the right to access to court or oversight within the public sector does not in and of itself

constitute a guarantee of respect for the convention commitments that might arise in a trial or oversight.

Furthermore, JO's review is restricted in the formal sense to the rights of the individual under national laws and regulations, including the European Convention. Even if JO in some sense is freer in practice to observe Sweden's other convention commitments, in this context JO's investigations are significantly restricted in that JO in all material respects is focused on concrete instances of maladministration. As a rule, structural aspects, including the extent to which Swedish legislation is in accord with Sweden's convention commitments, are not generally investigated.

The reviews by international monitoring mechanisms do not either provide a sufficiently comprehensive review of Sweden's convention compliance. Such mechanisms are lacking for a number of areas of human rights, but even so, the mechanisms that do exist lack the continuity, effectiveness or strong national support required to ensure a thorough review.

An important resource established also in other respects

As described above, besides reviewing the country's convention compliance and submitting recommendations, the Paris Principles prescribe a number of additional tasks for a national human rights institution. These include maintaining contacts with international bodies and assisting in the development of programmes for education and research.

The establishment of a national human rights institution thus means the establishment of a resource in these respects as well, with a broad mandate covering all of Sweden's convention commitments. The institution would thus have a supplementary role in relation to the work that DO, BO and other government agencies currently do within their respective areas. As the Evaluator pointed out, the institution may thus constitute a unifying, driving force; a motor to prevent a situation where what is "everyone's responsibility" in reality becomes "no one's responsibility".

Swedish foreign policy and development cooperation strengthened

From a foreign policy perspective too, there is good reason for Sweden to establish a structure for the protection and promotion of human rights that is consistent with the Paris Principles.

Ever since the birth of the UN, great emphasis has been placed within the UN system on the existence of effective national structures for the

protection and promotion of human rights. Over the past few decades, work within the UN to encourage and support the establishment of national institutions in accordance with the Paris Principles has been intensified.

Sweden has been an active participant in this work. Sweden has highlighted the importance of such institutions being established both bilaterally and as part of our participation in the UN Universal Periodic Reviews of other countries.

At the same time, Sweden has regularly received comments from international bodies and other countries that we ourselves ought to establish a national human rights institution in accordance with the Paris Principles. The comments received by Sweden as part of the 2015 UPR have been mentioned above. In its most recent opinion in 2014, the UN Committee on the Convention on the Rights of Persons with Disabilities conveyed a similar recommendation. Similar comments were conveyed in 2013 by the UN Committee on the Elimination of Racial Discrimination, and most recently by the UN Human Rights Committee in March 2016.

This repeated criticism is a compelling reason for Sweden to consider the establishment of an institution in accordance with the Paris Principles, not least because it threatens to weaken Sweden's ability to act under its foreign policy on issues of human rights.

Sweden's development cooperation, which is often focused on establishing and strengthening democratic and legal institutions, is also made stronger by having an institution in our own country that complies with the Paris Principles. In this way, we can build institutional experience that can be used when cooperating with equivalent institutions in other countries.

The autonomy and independence of the institution are key

As described above, it is essential that a national human rights institution can review and report on its host country's compliance with international commitments on human rights with authority and credibility.

The Paris Principles therefore underline the importance of such institutions having independence and autonomy. This is apparent, inter alia, from the principle that the institution's mandate ought to be determined by means of a constitutional or legislative provision, and by the fact that several other principles are designed to guarantee independence, especially from the government of the country.

The former UN Center for Human Rights in Geneva (now part of the Office of the UN High Commissioner for Human Rights) published a handbook that specifies the basic requirements for the establishment of national human rights institutions (National Human Rights Institutions: A Handbook on the Establishment and Strengthening of National Institutions for the Promotion and Protection of Human Rights, 1995). This handbook also emphasises that a national human rights institution should be able to act autonomously and independently in relation to the government, party politics, and other interests.

The institution ought to have the Riksdag as principal

In the light of the points argued above, the question of primary responsibility for the Institution is of great importance.

The Government is of the opinion, along with the Delegation and the Evaluator and the majority of the consultation bodies, that the importance of ensuring the greatest possible degree of independence for the institution means that it should have the Riksdag as its principal. A compelling reason for this is that it is the Government that is ultimately responsible for Sweden's compliance with its convention commitments. In practice, the institution's review will largely relate to central government agencies.

It should be noted in this connection that one of the reasons given by the GANHRI for downgrading DO to B status was the Government's power to appoint and remove DO's management from office without clear criteria for the exercise of these powers being in place.

It is true that BO's remit is monitoring compliance with the Convention on the Rights of the Child, and among government agencies there are elements of review of other state actors. DO and the Swedish Schools Inspectorate are examples of this. However, the type of scrutiny that the Paris Principles prescribe by its very nature lies far closer to authorities within the Riksdag's parliamentary control (the Swedish National Audit Office and JO).

Finally, the institution's review of how Sweden's convention commitments are being respected can be seen as an expression of the accountability of the elected representatives in the Riksdag to the electorate. It thus seems only natural that the Riksdag, which because its approval makes it the body that ultimately assumes a convention commitment, also is the principal for an institution that is to review compliance with it.

Independence of the institution must be safeguarded even with the Riksdag as principal

It should be noted that regardless of the principal that the institution has, the Paris Principles mean that the institution's review also covers the decisions of the Riksdag. The issue of whether Sweden's convention commitments have been correctly transposed by the legislator can and should be a central question in the work of the institution.

This means that even if the institution has the Riksdag as its principal, the regulatory framework ought to mean that the institution has a standing that guarantees its independence and integrity even in relation to the Riksdag and its political parties.

Further inquiry into this matter

It is the duty of the Riksdag rather than the Government to inquire into matters relating to authorities under the Riksdag. This means that any future inquiry into the issue of the establishment of a human rights institution, with the Riksdag as principal, is entirely the responsibility of the Riksdag itself.

If the Riksdag's inquiry leads to the establishment of an institution, it is the intention of the Government, in a future budget, to propose that the funds earmarked for measures for the promotion of human rights at national level be placed at the disposal of the Riksdag.

4.2 Enhanced legal protection through the incorporation of the Convention on the Rights of the Child

<p>Measure: The Government has announced that the Convention on the Rights of the Child is to be incorporated into Swedish law and preparation of this matter is in progress.</p>
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Methods for transposing conventions on human rights into law

Thus far, and with the important exception entailed by the European Convention, human rights convention commitments have been transposed into Swedish law through the legislator having adjusted Swedish provisions to be consistent with the requirements of the convention. This transposition method is termed transformation. During this process, where the legislator has instead assessed that Sweden's existing statutes already satisfy Sweden's commitments under the convention and that therefore no transposition measures are required, this is usually termed the presumption of norm harmony.

A different approach to the transposition of conventions is incorporation, meaning that the convention is rendered directly applicable as law in the country. The only human rights convention so far incorporated into Swedish law is, as mentioned above, the European Convention.

The basis for, and the effects of, also incorporating area-specific conventions on human rights has been the subject of debate for a long time. On many occasions, the UN's monitoring committees have argued that international conventions on human rights, with the exception of the European Convention, are not directly applicable for Swedish courts and government agencies. The Swedish Section of the International Commission of Jurists, Civil Rights Defenders, Lawyers Without Borders and the Raoul Wallenberg Institute have also argued that Sweden ought to incorporate key human rights conventions, such as the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights.

Irrespective of any doubts that may exist about the impact and consequences of an incorporation, the Delegation deemed that the determination of what status human rights conventions should have in Swedish law ought to be based on a thorough, renewed analysis. Also, the fact that legal practitioners in Sweden are now more accustomed to applying rules other than traditional Swedish rules, due to the influence of EU law and the European Convention, in the Delegation's opinion speaks in favour of the issue of incorporation of the conventions on human rights being reconsidered. The Delegation proposed that the suitability of the incorporation of more human rights conventions into Swedish law should be investigated. The Evaluator agreed with this proposal. The Government has no plans at present for such an inquiry.

In the Government Policy Statement of 2014, the Government announced that work was to begin to make the Convention on the Rights of the Child Swedish law. At the request of the Government (Terms of Reference/dir. 2015:17), a committee of inquiry submitted a proposal for a Swedish Act incorporating the Convention on the Rights of the Child. The Inquiry on the rights of the child tendered its report *Barnkonventionen blir svensk lag* (SOU 2016:19) (the Convention on the Rights of the Child becomes Swedish law) to the Government on 11 March 2016. The report has been submitted and preparation of the issue is in progress. The report includes a renewed analysis of the advantages and potential difficulties associated with an incorporation, which are elaborated on in the following section.

The Inquiry on the rights of the child and incorporation of the Convention on the Rights of the Child

The aforementioned report from the Inquiry on the rights of the child submitted proposals for an Act on the incorporation of the Convention on the Rights of the Child (CRC) and a range of measures that need to be taken in the event of incorporation, along with a number of other legislative proposals. The Inquiry concluded that Sweden has come a long way in its strategic work, and a long way too in relation to countries that have incorporated the CRC. Despite this, the CRC has not had the impact in case law that might have been anticipated.

The report proposes that Articles 1–43.1 and 44.6 of the CRC, in their original wording, are to apply as Swedish law. To make it easier for different actors when applying case law and legislation, the report sets out legal and practical considerations related to the interpretation of the CRC. According to the Inquiry, through incorporation, the CRC would become applicable in all areas of the law. The Inquiry also emphasises that through incorporation, it would become clear that the CRC is to be interpreted as a whole and that the articles of the CRC are to be interpreted in relation to each other. Furthermore, it is assessed that incorporation can also be expected to impact other regulation, mainly because incorporation will probably hasten the transformation of the CRC's provisions. Another significant advantage according to the Inquiry is that the CRC may serve as a supplement where other legislation does not fully protect the rights of the child under the CRC. The difficulties pointed out in the report include that the CRC is based on a different legal system, and that some Articles are generally framed, with vague wordings. However, the Inquiry is of the view that the influence of EU law and the European Convention means that, for the past several decades, legal practitioners have become accustomed to dealing with regulatory frameworks written in a different way to the traditional Swedish system with a relatively high degree of specific binding provisions.

Alongside incorporation, future transformation is required in order for the rights of the child to have the desired impact. According to the Inquiry, in addition, a combination of various measures is required, such as legislation, communications, education and coordination between different actors at different levels in society.

In the report, it is proposed that the Government carry out an initiative over a period of three years to promote education among occupational groups working in state and municipal authorities in order to improve knowledge

about the CRC and the rights of the child. The Inquiry also raises the issue of opportunities for children and young people to demand their rights. It also notes that children and young people do not receive sufficient information about their rights, and proposes that government agencies central to ensuring the rights of the child be tasked with taking measures to make their agency's activities, or the activity that the agency is responsible for, known, accessible, and adapted to children. In addition, all children ought to be provided with information in school concerning where they can go for support and help if they find themselves in a vulnerable situation.

The Inquiry on the rights of the child was also tasked with conducting a survey in areas of particular concern on whether the implementation of Acts and other regulations is consistent with the rights of the child under the CRC and the two Optional Protocols to which Sweden has acceded. After an identification process, the areas which the Inquiry found particularly important to survey are children in the migration process, support and service to children with impairments, children who have witnessed domestic violence, and children who have been victims of domestic violence.

The survey demonstrates a number of shortcomings when it comes to the impact of the rights of the child under the CRC. These shortcomings are most apparent with regard to the principle of the best interests of the child and the child's right to express his or her opinions. Despite explicit provisions on the best interests of the child in Swedish legislation in three of the areas surveyed, assessments are often not based on the situation of the individual child. Instead, the best interests of the child are assessed on the basis of general statements in the legislative history, policy documents, and other guidelines. In the light of this, the Inquiry proposes clarifications in the Aliens Act (2005:716) and the Act concerning Support and Service for Persons with Certain Functional Impairments (1993:387) concerning the best interests of the child and the child's opportunities to express his or her views. Furthermore, it proposes the introduction of equivalent new provisions in the Administrative Procedure Act (1986:223), and the Administrative Court Procedure Act (1971:291). In the case of children who have been victims of domestic violence, the Inquiry's assessment is that there are shortcomings in the legal protection for the child in relation to the CRC, in the legislation as well as in its application.

The Inquiry also emphasises that the CRC should be more visible in the legislative history and proposes that a provision is introduced in the Committees Ordinance (1998:1474) to the effect that when proposals in a

report may be of significance to the rights of the child, the consequences in this regard must be reported.

The effects of incorporation and future transformation of the CRC should be monitored and evaluated. Such an evaluation can contribute important knowledge on how best to ensure compliance with Sweden's human rights convention commitments and to achieve stronger legal protection for human rights.

4.3 Overview of the application in Sweden of the EU Charter of Fundamental Rights

<p>The Government's assessment: The application in Sweden of the EU Charter of Fundamental Rights ought to be evaluated.</p>

The Delegation and the Evaluator: Do not address the question.

Reasons for the Government's assessment

As mentioned in Section 3.1, EU law takes precedence over the national law of its Member States.

The Treaty of Lisbon coming into force in 2009 meant that, the EU Charter of Fundamental Rights of 2000 became a binding document within the EU with the same legal status as the EU Treaties.

The provisions in the EU Charter of Fundamental Rights address the EU's institutions but also the Member States in their application of Union law. The Charter does not imply any broadening of the area of application of Union law. However, there is case law from the European Court of Justice which has given a broad meaning to what constitutes the application of Union law, which is significant for the scope of Member States' obligations under EU law in respect of human rights.

When Sweden ratified the Treaty of Lisbon, the Government announced that there ought to be continuous evaluation of the development of the Charter, but that the forms for this evaluation would be considered further (Government bill/prop. 2007/08:168, p. 81). Information on how the Charter is applied at national level is also something that is regularly requested by the EU Agency for Fundamental Rights.

The Government deems that enough time has now passed since the Treaty of Lisbon entered into force that the application of the EU Charter in

Sweden is due for an evaluation. The Government intends to return to the matter of the forms for this at a future time.

5. Coordinated and systematic work with human rights within the public services sector

5.1 The responsibility of government agencies for human rights

<p>Measure: The Government intends to follow the application of the principle of consistent interpretation in the activities of government agencies.</p>

Human rights constitute an important starting point for central government administration, which the Government has stated in its administration policy proposal (Government bill/prop. 2009/10:175). By acceding to international human rights conventions, Sweden has undertaken to ensure that the obligations arising from the conventions are fulfilled through legislation and other public undertakings.

Government agencies play a key role in public undertakings and the decisions and other actions of government agencies therefore need to be compliant with Sweden's international human rights commitments. Whether, and then to what extent, a government agency's activities are impacted by Sweden's international human rights commitments varies depending on the nature of the activity.

Sweden's government agencies help to meet Sweden's international obligations by applying the legislation through which these international obligations are transformed. Government agencies and courts have a duty, as far as possible, to interpret Swedish legal rules in such a way that they accord with Sweden's convention commitments, which is achieved through what is termed consistent interpretation. There is material that can be used to grasp the meaning of the conventions in more detail, in particular in the form of the legislative history, jurisprudence and general comments on the convention texts.

Government agencies play a major role in efforts to ensure full respect for Sweden's international human rights commitments, including by taking the principle of consistent interpretation into account.

The Government therefore intends to follow the application of the principle of consistent interpretation in the activities of government agencies.

5.2 Work at the national level

5.2.1 Improved convention implementation reviews

The Government's assessment: The Government's work with international convention monitoring ought to be improved. Consultation with actors ought to be broadened to include proposals for measures which are necessary in view of the results of the monitoring processes.

The Delegation: Does not address the question.

The Evaluator's assessment: The process surrounding convention monitoring ought to be integrated into the ongoing work with a national human rights action plan. This means that the process becomes part of the ongoing dialogue with government agencies, municipalities and other representatives of civil society.

Reasons for the Government's assessment

In working to ensure Sweden's convention compliance, it is essential that Sweden positions itself as transparent in relation to international monitoring bodies. It is also important that there is a clear system for the analysis of and position on the observations and recommendations emanating from the monitoring process. Such action on the part of Sweden is also a way of contributing to the authority of the monitoring body.

In light of this, the Government Offices of Sweden have strengthened their internal efforts with convention monitoring. The new procedures mean that the Government is working in a similar way with all of Sweden's convention commitments, and that recommendations and observations from the various monitoring bodies are analysed and the need for remediation or action programmes is considered.

As described in Section 5.3.1, the Government has an agreement with the Swedish Association of Local Authorities and Regions (SALAR). According to this agreement, the Government Offices of Sweden is to consult with SALAR as required on Sweden's reporting to international monitoring bodies and to keep SALAR informed about any analysis of observations and recommendations that relate to municipalities and county councils.

Additionally, the Government has developed working methods that entail holding routine open consultations with affected organisations prior to impending convention monitoring as part of its work to prepare the Swedish

report, or prior to Sweden participating in dialogue meetings with the monitoring body.

The Government considers that there are grounds to deepen this consultation further in order to provide a more structured way of managing the results. As mentioned above, the Government's handling of the observations and recommendations includes analysing them and deliberating on the need for a remediation or action programme. The Government considers that there are grounds to broaden its consultation with affected actors to include this work. The purpose of this is twofold: to present and explain the Government's analysis and proposals for remedial measures; and to receive comments and other information. Thus, the consultation procedure is expected to assist in involving more actors in the work of monitoring compliance. The information obtained via such consultations also creates a better basis for, and hopefully a greater consensus around, this work in the future.

5.2.2 Human rights education for state employees

<p>Measure: Since 2014, Uppsala University has been tasked by the Government with developing and implementing a human resources development programme on human rights for state employees.</p>

Uppsala University's task

It is important that state employees have sufficient knowledge about human rights and the ways in which these rights need to be taken into account in their own activities. There ought to be a baseline level of knowledge, such that situations where issues of human rights arise can be easily identified and consideration taken to the extent necessary.

Therefore, since 2014 Uppsala University has been tasked by the Government (A/2014/03095/DISK) with developing and implementing a comprehensive programme for human resources development efforts related to human rights with staff at different levels within the central government administration over a three-year period.

The purpose of this task is to ensure that selected staff at each government agency will have sufficient knowledge of human rights and what they mean to be able to recognise situations in which human rights issues arise within the context of their occupations. This work is to include the development of training materials and methods for disseminating the material.

The University's inventory and programme proposal

The human resources development programme is being prepared based on an initial inventory that Uppsala University presented to the Government in February 2015. The conclusions of the inventory included the following.

Very few of the government agencies contacted have implemented training courses in which human rights are explicitly mentioned. On the other hand, many have implemented training efforts in areas that are about human rights, such as gender equality and equal treatment and non-discrimination, without directly speaking about these issues in terms of human rights. A number of government agencies stated that they do not require training in human rights.

Uppsala University's analysis is that training efforts that focus on different parts of the human rights area often compete with each other. The University further notes that some government agencies are clearly working with relevant training and human resources development, internally or for other government agencies, but that examples of good practice and training efforts are not being shared with a wider target group.

Based on the inventory, Uppsala University has drawn up a comprehensive programme for human resources development efforts consisting of:

- basic human rights training for state employees
- a web-based introduction to human rights
- a course at advanced level for certain professional roles
- a forum for dialogue, interaction and learning about human rights in the role of a state employee
- the development of a digital learning platform
- process support for a human rights based approach
- a process of continuous evaluation with clear elements of learning.

Future work

The Government is actively following Uppsala University's task. The final report on this task will be submitted on 31 March 2017 and is to contain proposals on how training should be managed and developed in the future. In connection with this, the Government intends to determine how future work to ensure the necessary skills among state employees ought to be framed.

5.2.3 Translation of rulings by the European Court of Human Rights

Measure: In 2014–2016, the Swedish National Courts Administration was tasked by the Government with translating rulings by the European Court of Human Rights into Swedish.

For the European Convention and the rulings of the European Court of Human Rights to have an impact on public service activities, it is necessary that the employees of such activities can easily grasp the rulings of the Court.

Therefore, in 2014–2016, the Swedish National Courts Administration was tasked by the Government with translating rulings by the European Court of Human Rights into Swedish. The task covered the judgements that the Court of Human Rights publishes quarterly in “Reports of Judgments and Decisions”; altogether approximately thirty judgements per year. In addition, the Swedish National Courts Administration translated other relevant decisions in which Sweden was a party.

The Swedish National Courts Administration submitted its final report on the task on 30 August 2016. The final report indicated that the usefulness of the translations is limited in light of the fact that the majority of judges are now so familiar with the English language that they are able to grasp the rulings by the European Court of Human Rights by reading the original English texts.

It is important that the judges, prosecutors, lawyers and other public sector employees can grasp the case law of the European Court of Human Rights. In light of the final report of the Swedish National Courts Administration on the task, the Government may consider the potential need for further efforts.

5.3 Work at the municipal and regional levels

5.3.1 Agreement with the Swedish Association of Local Authorities and Regions

Measure: The Government has an agreement with the Swedish Association of Local Authorities and Regions with the aim of developing efforts to strengthen respect for and knowledge about human rights in municipal activities based on Sweden’s international human rights commitments.

The Government's agreement with the Swedish Association of Local Authorities and Regions

As was argued in Section 3.1, much of Sweden's convention compliance depends on activities in municipalities and county councils. The rights to health, education, participation and influence are made concrete in the interaction between these actors and citizens.

According to the Instrument of Government, the municipalities are to manage local and regional matters of public interest based on local self-government. Local self-government means that municipalities and county councils have far-reaching autonomy in how their activities are to be framed and what measures to take in order to ensure respect for human rights. Therefore, an important part of the Government's work for convention compliance ought to be systematic cooperation with municipalities and county councils.

In light of this, since 2014 the Government has had an agreement with the Swedish Association of Local Authorities and Regions (SALAR) to strengthen efforts to protect and promote human rights at the municipal level (A2014/02289/DISK and A2011/04602/DISK). Based on the observations and recommendations from the international monitoring bodies relating to municipalities and county councils, the aim of the agreement is to develop efforts to strengthen respect for human rights and improve knowledge on how human rights can be put into practice in municipal activities.

Result of SALAR's survey

As part of the agreement, SALAR has conducted a survey of the work of municipalities and county councils with human rights and what support they want or need. The results, which SALAR reported to the Government at the beginning of 2015, can be summarised as follows.

Today, the vast majority of municipalities and county councils see it as self-evident to relate their activities to human rights, something which was not the case when the Delegation conducted its investigation in 2006. This shows that knowledge about human rights and recognition of the importance of local and regional levels in ensuring equal rights and opportunities have improved. For example, many of SALAR's members indicate that it would not be possible to run a good school or good health and social care without respect for human rights.

However, there are challenges. Work with human rights often lacks a sustainable, clear structure and there is great variation in how human rights are defined, which makes joint action and learning more difficult. The differences in definitions seem to be based on policy choices as well as lack of knowledge. The consequence of this is that residents, who are the bearers of these rights, get a different message regarding the importance of human rights in their lives, depending on the municipality or county in which they live.

Today, most municipalities and county councils have some experience of working with some human rights in some sectors of their activities. The rights of children and young people appear to be an area of rights where established structures for implementation and monitoring are most prevalent.

But decisions to work with human rights as a single framework are generally lacking, presenting a risk that the rights perspective will largely disappear. Only a few municipalities mention that they use indicators to monitor work with human rights. Explicit connections between monitoring and control on the one hand and human rights on the other hand are generally lacking. The blind spots that exist in monitoring mean that there is also a lack of information on the extent to which the human rights of Sweden's population are being respected.

The training provided to municipal and county council employees diverges quite widely between different organisations. Since training in human rights is still not commonly provided for the professions that dominate the public sector, these employees generally lack knowledge about these issues when they are employed.

The survey demonstrated that municipalities, county councils and regions want SALAR to position itself as a clear leader in the area of human rights. As part of assuming this leadership role, SALAR's members believe that SALAR ought to create a common frame of reference and a common language in order to counteract the fragmentation and sense of "perspective congestion" (where a number of horizontal perspectives crowd each other out) that is a feature of the area of rights today.

Furthermore, there is a high demand for training efforts and opportunities to share experiences. Many also want practical tools and analytical tools, in particular for monitoring and measuring and indicators.

SALAR's action plan

Since spring 2015, work under the agreement has been carried out in accordance with an action plan (SALAR Ref. No. 11/7554). The action plan is based on the conclusions from the survey and can be summarised as follows.

SALAR's assessment is that there is a need to move away from primarily one-off, selective measures towards more systematic work with human rights. To achieve this, the work must be integrated into the management and control system – not something that is pursued as secondary to regular activities.

Since communications, training and upskilling do not in themselves lead to change and implementation, efforts of this kind need to be connected to and firmly rooted in municipal activities. The key issue is how human rights are implemented at the local and regional levels – not knowledge about human rights in general.

In light of this, the work focuses on actions aimed at achieving long-term changes in the control systems of municipalities and county councils. The kind of change targeted is stronger, strategic work with human rights that builds knowledge and skills. The target group is primarily high-level elected representatives and key persons within the administration.

The planned actions cover four areas:

- Dialogue, joint action and tracking relevant human rights developments. This includes research in the area.
- Training and human resources development. Actions may include new training courses, or the integration of these issues into other courses and activities. In addition, actions may include web-based educational material, knowledge networks, seminars, and regional conferences.
- Development efforts. These might deal with how human rights can be included in policy documents, or how monitoring and reviews should be done in order to ensure the implementation and results of Sweden's commitments. A project has been planned to establish the criteria for what constitutes satisfactory work with human rights at the local and regional levels.
- Sharing of information, experiences, and good examples.

Future work

The Government's view is that the agreement with SALAR has proved to be an effective way to ensure compliance with Sweden's convention commitments that have a bearing on the activities of municipalities and county councils. The agreement also provides a formalised platform for ongoing open consultation between the Government and SALAR.

The Government actively monitors the work being done under the agreement and regularly consults with SALAR on this. SALAR is required to monitor work under the agreement and submit a comprehensive report on these activities and the utilisation of funds by 1 September 2017 at the latest.

5.3.2 Human rights as an integral part of the county administrative board's work

Measure: According to their Instruction, the county administrative boards are required to integrate human rights into their activities by highlighting, analysing, and considering human rights in their own activities. The Dalarna County Administrative Board has been tasked by the Government with coordinating the human rights work of all county administrative boards. The remit of the county administrative boards with respect to human rights will be reviewed.

The general tasks of the county administrative boards

The county administrative boards have an important role to play in efforts to ensure that Sweden's convention commitments are implemented at the regional and local levels. Under *Förordning med länsstyrelseinstruktion* (Instruction for the County Administrative Board) (SFS 2007:825), the county administrative board has a duty to ensure that work towards national goals is implemented in the county, with consideration for regional circumstances and conditions. The county administrative boards thus constitute an important link between the state and regional levels.

According to this Instruction, the county administrative boards are required to integrate human rights into their activities by highlighting, analysing, and considering human rights in their own activities, in particular protection against discrimination. According to their appropriation directions, the county administrative boards are required to report separately on how this has been done. This report is also to contain information on how the county administrative boards have cooperated with other relevant authorities, and

what steps have been taken to support the work of the municipalities on these issues.

Based on the reports submitted in recent years, the Government notes that the work of the county administrative boards has developed, but that the depth of this work differs in different county administrative boards. The Government is working actively with affected county administrative boards to improve the results within their areas of responsibility when it comes to human rights. The Government has tasked the Dalarna County Administrative Board with responsibility for coordinating the development of work with human rights in the county administrative boards. The Government has also made it clear in the appropriation directions for 2016 that it is the responsibility of each county administrative board to report on the steps that they have taken to coordinate and develop work with human rights.

In its budget for 2014 (Government bill/prop. 2013/14:1 Expenditure area 1), the Government advised that the remit of the county administrative boards needs to be reviewed with the aim of clarifying the county administrative boards' principal tasks. On top of this, the county administrative boards' remit with respect to human rights is to be reviewed.

Task assigned to the Dalarna County Administrative Board

The Dalarna County Administrative Board has been tasked by the Government with coordinating and developing work with human rights in the county administrative boards. The background to this task was the recommendations that came out of the evaluation of the Government's national action plan on human rights 2006–2009 (SOU 2011:29). The Evaluator found major differences in how work with human rights is carried on in different county administrative boards. The Evaluator also found that interworking between the county administrative boards themselves, and between the county administrative boards and the Government, was inadequate.

The task includes continuing to coordinate a network for work with human rights carried out by all the county administrative boards. The Dalarna County Administrative Board is to be the driver of the network's coordination, development and sharing of methods and materials for a rights-based approach in the activities of the county administrative boards, and is to identify the areas of enforcement where there is a need to develop specific programmes or strategies for human resources development tailored

to the activity. This task is to be carried out in dialogue with SALAR, among others.

The Dalarna County Administrative Board reports back each year to the Government on the implementation of this task. From these reports, it is apparent that all 21 county administrative boards have come together around the content of this task, and that the county administrative boards' network for human rights has been resumed. Among other things, the network has begun work to develop a common guide for a rights-based approach. The basic principle is that it is the responsibility of government agencies to give preference to solutions that respect Sweden's commitments on human rights. Methodology support aims to promote a systematic approach to work with human rights.

A web-based portal for the county administrative boards' work with human rights is under development.

Future work

The Government actively monitors the county administrative boards' work with human rights. In connection with the Dalarna County Administrative Board submitting its final report on its task on 1 April 2017, the Government intends to deliberate on how the coordination of work with human rights in the county administrative boards should be framed.

5.4 Efforts in schools, higher education institutions and adult education

5.4.1 Overview of access to educational material in schools

<p>Measure: At the request of the Government, the Living History Forum has conducted a survey of access to educational material on human rights for Grade 9 and upper secondary school.</p>
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In 2005, the Living History Forum was tasked by the Government with surveying educational material on human rights (Ku2004/02633/Kr).

Subsequently, in 2007–2012, the Forum was tasked with regularly updating this survey (Ku2011/01960/RFS). In 2013, the Living History Forum was given a new task to review access to, and the need for, educational material on human rights targeting primary and secondary schools; to identify any shortcomings, and to submit proposals for filling the gaps (Ku2012/01318/KA, Ku2012/01898/RFS).

The principal results of the survey are the following. Access to educational material is generally good. However, access is inadequate where there are special needs, such as material in easy Swedish and minority languages, and talking book material. Educational material is produced largely by voluntary organisations and non-profit institutions. Many government agencies also offer well-substantiated and well-structured educational material on human rights. However, for the purposes of achieving better transparency and emphasising the multi-disciplinary element, it would be advantageous if the government agencies could coordinate their material in a better way.

The Government views the Living History Forum's survey as a good starting point for future efforts, and is deliberating on what actions ought to be taken in light of the survey.

5.4.2 Overview of how human rights are respected in some higher education programmes leading to a professional qualification

Measure: At the request of the Government, the Swedish Higher Education Authority has conducted a survey of how questions of human rights are taken into account in a number of programmes leading to a professional qualification offered by higher education institutions.

It is particularly important that those who exercise public authority or work with particularly vulnerable groups are informed about human rights and what obligations these rights place on public service activities. This has been stressed by both the Delegation and the Evaluator, as well as by international bodies and the actors who have participated in open consultations with the Government on human rights policy.

Consequently, in 2015 at the request of the Government (U2014/07521/SAM [in part], U2012/01938/UH, U2014/07589/UH), the Swedish Higher Education Authority (UKÄ) surveyed how questions of human rights, men's violence against women, and violence against children are treated in programmes leading to a professional qualification offered by higher education institutions. The survey referred to the Postgraduate Diploma in Midwifery, Degree of Bachelor of Arts in Pre-School Education, Degree of Master of Arts in Primary Education, Degree of Master of Laws (LLM), Degree of Master of Science in Medicine, Degree of Master of Science in Psychology, Postgraduate Diploma in Psychotherapy, Degree of Bachelor of Science in Nursing, Degree of Bachelor of Science in Social Work, Postgraduate Diploma in Specialist Nursing specialising in health care for children and young people, Degree of Master of Science in Dental

Surgery, Higher Education Diploma in Vocational Education, and Degree of Master of Arts/Science in secondary education.

This task also included reporting good examples of how human rights and issues of men's violence against women and violence against children are treated in these courses.

UKÄ's overall impression is that education on human rights in the higher education programmes mentioned above, is working well. The survey shows that human rights are given great importance in teaching and learning. In most cases, knowledge about human rights is written into programme and course syllabuses, and appears in intended learning outcomes. The content of the teaching appears to be broad and covers theory as well as knowledge of how the student might act with regard to human rights in his/her future profession. Relatively often, the lecturers have experience of research that deals with human rights.

However, UKÄ's survey shows that higher education institutions' education on men's violence against women and violence against children needs to be developed if the students are to obtain necessary knowledge and skills in order to deal with victims of violence in their future professions. The report has been subject to a consultation procedure with the relevant government agencies and organisations, and comments have recently been received by the Ministry for Education and Research.

The Government shares the assessment that education on human rights is functioning well, and it will continue to monitor developments in this area.

5.4.3 Efforts in adult education

Measure: The Swedish National Council of Adult Education is tasked by the Government with carrying out training efforts on human rights. These efforts mainly target those who need more detailed knowledge about human rights and those who are educating themselves through the adult education system for professions that involve obligations concerning the human rights of the individual.

Adult education is key in Sweden's work with human rights. It provides participants with knowledge and tools concerning both the importance and meaning of human rights, and how the individual can respect and claim their rights themselves.

Through their course programmes, folk high schools can help participants who, for various reasons, have not succeeded in other forms of education to get jobs or move on to other studies. In addition, folk high schools are reaching a growing number of participants with a disability. The proportion of participants with an immigrant background is rising. Adult education associations also offer a wide range of activities with different specialisations and for different groups all around the country. People with disabilities constitute just over 7 per cent of the total number of participants. The number of participants with a foreign background has grown in recent years and when last measured, constituted just under 20 per cent of the total number of study circle participants.

As argued in Sections 5.2.2 and 5.3.1, it is important that those who work with particularly vulnerable groups are informed about human rights and the obligations that these rights entail for public service activities. This has been emphasised by both the Delegation and the Evaluator, as well as by international bodies and in the Government's open consultations with civil society.

In light of this, the Government has tasked the Swedish National Council of Adult Education with implementing the training programme on human rights (A2014/01286/DISK, Ju2014/07576/D, Ku2015/00728/D). This initiative mainly targets those who are deemed to be in need of more extensive knowledge about human rights, and those individuals who are educating themselves within the adult education system towards occupations where they will be responsible for the public services sector's human rights obligations in relation to the individual. Examples might include courses for addiction treatment assistants, personal care assistants, or youth recreation leaders. Selection and assessment criteria have been developed by the Swedish National Council of Adult Education in dialogue with the Government Offices of Sweden.

The final report on this task is to be submitted in February 2017. The Government will then deliberate on what future measures need to be taken.

6. Strong support for work with human rights in civil society and in business

6.1 Improved consultation with civil society

Measure: The Government is developing forms for deeper and more structured open consultation with civil society organisations.

Civil society and civil society organisations have a key role in work to promote and protect human rights. Many civil society organisations actively monitor respect for human rights within public service activities. They also document and criticise violations of these rights, and act as representatives for individuals, groups and interests, both nationally and internationally in cases of such violations. Civil society and civil society organisations are also important for informing about human rights and raising awareness of human rights.

That open consultation between the Government and civil society organisations functions well is key for the work of both parties in promoting and protecting human rights. For the Government, it is important to be able to make use of civil society's skills and perspectives in a qualitative and efficient way. For the organisations, regular open consultation affords a way to obtain information about and to influence the Government's efforts.

For these reasons, a project is under way within the Government Offices of Sweden to develop a model aimed at achieving deeper and more structured open consultation with civil society organisations.

This model, which is currently being tested as a pilot activity and is termed focused discussion (*sakråd*), is based on the six principles for civil society policy and the Council of Europe's Code of Good Practice for Civil Participation in the Decision-Making Process. The motivation for inviting an organisation to participate in focused discussion must be based on the organisation's factual knowledge and perspective. The selection of organisations is to be suited to the purpose of the focused discussion, and relevant actors may therefore vary for different parts of a focused discussion.

The focused discussion model aims to:

- improve the quality of the Government's evidence base by deepening and broadening the Government's knowledge and perspective on particular issues;

- facilitate and enhance the efficiency of acquiring knowledge and other communications on matters between the Government and civil society organisations; and
- better coordinate the Government ministries' contacts with civil society organisations for greater consistency within the Government Offices of Sweden.

6.2 The Government's action plan for business and human rights

Measure: Based on the UN Guiding Principles on Business and Human Rights, the Government is implementing a national action plan for business and human rights.

In August 2015, the Government presented Sweden's National Action Plan for Business and Human Rights (UD2015/03494/IH) with the aim of translating the UN's Guiding Principles on Business and Human Rights *Protect, Respect and Remedy: A Framework for Business and Human Rights* (A/HRC/8/5) into practical action at the national level.

The action plan is an important part of the Government's greater ambitions in the areas of foreign trade and sustainable business. Likewise, it is an important part of Sweden's Policy for Global Development (PCD) and work with Agenda 2030.

The structure of the action plan is based on the three pillars of the UN Guiding Principles:

- the state duty to protect human rights
- the corporate responsibility to respect human rights; and
- access to remedy if these rights are not respected.

The state duty to protect human rights

This pillar refers primarily to the duty of the state to ensure, through civil law legislation on rights at work and criminal law legislation, that the individual's human rights are respected, even by businesses. States are encouraged to review their legislation concerning how business can respect human rights. As part of this action plan, the Government will conduct an analysis of how Swedish legislation compares with the guiding principles to determine whether there are any gaps that need to be addressed (termed a Base Line Study).

Corporate responsibility to respect human rights

The action plan expresses a clear expectation that Swedish businesses that are active in Sweden or abroad will respect human rights in all their activities. This means that business operations should not cause, contribute to or be linked to human rights abuses, and that they should act to prevent such violations.

For the employees of a business, human rights at work are of particular importance. The right to engage in collective bargaining and the right to form and to join free trade unions are examples of such rights. Businesses should therefore take special steps to identify and prevent anti-union policies or actions.

In the action plan, the Government calls on businesses to:

- at the highest level, adopt a policy statement on respect for human rights in their operations;
- pursue an internal process with the aim of identifying and mitigating risks of violations of human rights in the value chain (due diligence); and
- promote transparency through reporting on risks and introducing guidelines on internal whistleblowing.

With the aim of supporting the work of businesses with human rights, the Government will:

- improve knowledge about the UN Guiding Principles and sustainable enterprise among Sweden's embassies, so that the embassies can support Swedish businesses operating abroad;
- work to make the UN Global Compact (whose 10 principles cover human rights, working conditions, the environment, and anti-corruption) more effective, and to disseminate these principles more widely; and
- strengthen efforts to promote the OECD Guidelines for Multinational Enterprises among non-OECD countries.

Access to effective remedy

This pillar imposes an obligation on the state to ensure effective remedy when a company has committed human rights abuses.

In the first instance, this obligation entails ensuring that the individual can bring an action before a court if their human rights have been violated. However, the action plan also highlights non-judicial mechanisms –

businesses internal compensation efforts, and the national contact points which all countries that have adhered to the OECD Guidelines for Multinational Enterprises are obliged to set up. Sweden's national contact point is a tripartite cooperation between the state, business associations, and the unions. The state, which is the chairman of the contact point, is represented by the Ministry for Foreign Affairs.

The principal task of the national contact point is to encourage businesses to follow the OECD guidelines and to participate in solving problems in individual cases through dialogue and discussion. Since the guidelines are voluntary, the national contact point has no power to apply sanctions, but nonetheless provides an opportunity to be heard.

Sweden's national contact point has submitted opinions on a number of complaints concerning human rights abuses by Swedish business. According to the action plan, the Government will examine the possibilities for strengthening Sweden's national contact point, and for increasing its cooperation with national contact points in non-OECD countries.

6.3 State-owned enterprise

Measure: A central part of state ownership policy and guidelines for state-owned enterprise is that these businesses should act as a model for other businesses, including when it comes to human rights. The Government supports this through coordination and knowledge-building initiatives among other things.

The Government's state ownership policy requires accountability

According to the state ownership policy and guidelines for state-owned enterprises (N2015:25), state-owned enterprises are to act as a model, which means that these enterprises should work to comply with international guidelines such as the UN Global Compact, the UN Guiding Principles for Business and Human Rights, and the OECD Guidelines for Multinational Enterprises (see Section 6.2 for brief descriptions of these). The policy also directs businesses to act transparently and report in accordance with the Global Reporting Initiative (GRI), an international standard for sustainability reporting.

According to the policy, state-owned enterprises are also required to identify relevant areas of sustainable enterprise in their business strategies, and their boards of directors are to adopt strategic sustainability goals.

The state ownership policy is applied to majority-owned enterprises. In enterprises where the state is a minority shareholder, the state works in dialogue with the other shareholders to apply the ownership policy.

A work in progress – coordination and knowledge building

The Government has conducted seminars for the board chairs and managing directors of all state-owned enterprises concerning the Government's expectations of their work with the UN Guiding Principles for Business and Human Rights. A study of the international guidelines from the UN and the OECD was conducted in 2013 with the aim of facilitating the application of the state ownership policy.

A network has been established to discuss sustainable enterprise, and to exchange knowledge and experience among state-owned enterprises. The international guidelines that state-owned enterprises should be working to comply with were discussed at one of the network's meetings. The unit for state-owned enterprises within the Government Offices of Sweden has also conducted a number of workshops for enterprises on the UN Guidelines for Business and Human Rights.

A model for business analysis has been developed

In its written communication 2015 års redogörelse för företag med statligt ägande (skr. 2014/15:140) (2015 report on state-owned enterprise), the Government detailed a business analysis model for state-owned enterprises that highlights relevant areas within sustainable enterprise, including human rights. The aim is that the analysis will increase the owner's knowledge of how company risks and opportunities ought to be managed. The result of the analysis is integrated into corporate governance and noted in owner dialogues, in the monitoring of the development of the company, and when recruiting and nominating board members.

7. The Government will monitor and evaluate the strategy

Measure: The Government will continuously monitor and evaluate the strategy presented in this written communication.

The Government will monitor and evaluate its strategy for national efforts with human rights. The viewpoints advanced in open consultations with civil society actors and the public sector will form an important platform for the monitoring process. The same applies to documentation from the government agencies that deal with issues related to human rights. If a national human rights institution is established, great importance will be attached to its recommendations. It will be important to take note of the results of international monitoring and special commissions.

In its annual budget bill, and based on the goal for human rights policy passed by the Riksdag, the Government will report to the Riksdag on the work carried out within the framework of this strategy.