



International Covenant on Civil and Political Rights

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Human Rights Committee

List of issues prior to submission of the eighth periodic report of Sweden*

A. General information on the national human rights situation, including new measures and developments relating to the implementation of the Covenant

1. Please provide information on measures taken to implement the recommendations contained in the Committee's previous concluding observations,¹ including any relevant statistical data, and provide the information requested by the Committee in its report on follow-up to the concluding observations.² Please report on any other significant developments in the legal and institutional framework within which human rights are promoted and protected that have taken place since the adoption of the Committee's previous concluding observations. Please describe the mechanisms in place to review the process of implementation of the Committee's Views under the first Optional Protocol and provide information on measures taken to ensure full compliance with each of the Views adopted in respect of the State Party.

B. Specific information on the implementation of articles 1 to 27 of the Covenant, including with regard to the previous recommendations of the Committee

Constitutional and legal framework within which the Covenant is implemented (art. 2)

2. With reference to the Committee's previous recommendations (paras. 5 and 7),³ please provide information on the measures taken to review the State Party's national legislation to ensure that it is fully aligned with the Covenant, with the aim of guaranteeing that all rights protected under the Covenant are given full effect in domestic law. Please also provide information on the steps taken to review the justifications for, and the necessity of maintaining, its reservations to articles 10, 14 and 20 of the Covenant, with a view to withdrawing them. Please describe the steps taken to raise awareness of the provisions of the Covenant among judges, lawyers, prosecutors and public officials, including those at the municipal and local levels, with a view to ensuring their effective implementation in all spheres and at all levels of the State. Please provide examples of cases in which the provisions of the Covenant have been invoked before, or applied by, national courts.

3. With reference to the Committee's previous concluding observations (para. 9), please provide information on the measures taken to ensure that the Swedish Institute for Human

* Adopted by the Committee at its 144th session (23 June–17 July 2025).

¹ [CCPR/C/SWE/CO/7](#).

² [CCPR/C/125/2/Add.3](#).

³ Unless otherwise indicated, paragraph numbers in parentheses refer to [CCPR/C/SWE/CO/7](#).



Rights can carry out its functions fully and effectively, in accordance with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles). Please provide information on the procedures established in the State Party's national legislation to nominate, select and appoint Institute members, on measures taken to include an explicit mandate to promote and protect human rights in the Institute's enabling law, and on the efforts made to provide adequate funding to ensure the Institute's financial autonomy and provide it with adequate human and material resources. Please also provide information on the measures adopted to strengthen the Institute's regional cooperation and engagement with diverse parts of society in all regions of the country.

Non-discrimination (arts. 2, 19, 20 and 26)

4. Please provide information on the measures taken: (a) to expand the scope of protection against discrimination under its national law; (b) to introduce an explicit prohibition of all forms of discrimination in all spheres and sectors, offering full and effective protection against direct, indirect, structural and intersectional discrimination, in accordance with the provisions of the Covenant; and (c) to improve access to effective remedies for victims of any form of discrimination, including by considering expanding the mandate of the Equality Ombudsman to cover all forms of discrimination. Please provide statistical and disaggregated data on complaints of discrimination received during the reporting period, specifying the grounds for discrimination, the investigations conducted and their outcome, and the redress granted to the victims.

5. With reference to the Committee's previous concluding observations (para. 17), please provide information on the prevalence of hate speech and hate crime in the State Party. Please indicate what steps have been taken to strengthen its efforts, including through law enforcement and awareness-raising initiatives, to combat hate speech, including in social media and political rhetoric, racist and xenophobic violence, and the negative stereotyping and portrayal of ethnic and religious minorities. Please describe the efforts made to ensure the effective implementation of legal and policy frameworks to combat all forms of racism, hatred and xenophobia, including by conducting thorough investigations, prosecuting and punishing perpetrators where appropriate and providing victims with adequate remedies.

6. Please provide information on the measures taken to align the definition of disability in national legislation, including in the Discrimination Act of 2008, and public policy with the social model of disability. Please describe the legislative, administrative and policy measures adopted to prevent and prohibit the use of coercion and restrictive practices, including solitary confinement, restraint and non-consensual treatment, in institutional settings, particularly with regard to children and adults with disabilities, ensuring the free and informed consent of the individual concerned. Please indicate the efforts that have been made to ensure effective access to justice for persons with disabilities, including the removal of practical, procedural and financial barriers, the mechanisms in place for receiving and addressing complaints of violations of the rights of persons with disabilities, and measures taken to promote the inclusion of women with disabilities in the labour market.

Gender equality (arts. 3 and 26)

7. With reference to the Committee's previous concluding observations (para. 19), please provide information on the measures taken to promote women's equal access to full-time employment, to eliminate the gender wage gap and to ensure equal pay for work of equal value. Please describe the legislative and policy measures taken to address persistent disparities between men and women in pension entitlements. Please provide information on the steps taken to reverse the declining representation of women in decision-making positions, including within the Swedish Parliament.

Violence against women, including domestic violence (arts. 2, 3, 6, 7 and 26)

8. With reference to the Committee's previous concluding observations (para. 21), please indicate the measures taken to prevent and combat all forms of violence against women and children, including femicide. Please report on the steps taken to address harassment, including sexual harassment, in the workplace and to ensure that victims have access to effective remedies. Please provide information on the efforts made to ensure the

effective enforcement of laws on sexual offences, including measures to guarantee thorough investigations and prosecutions, mandatory training for law enforcement personnel and prosecutors, and the promotion of gender-sensitive procedures and training within the judiciary.

Counter-terrorism measures (arts. 2, 4, 7, 9 and 14)

9. Please inform the Committee of the measures taken by the State Party to ensure that: (a) counter-terrorism legislation is subject to regular review and that all existing and future laws and practices are fully aligned with the State Party's obligations under the Covenant, including the principles of non-discrimination and the right to liberty and security; (b) the principles of necessity and proportionality are strictly observed in the application of arrest powers under the Terrorism Act; and (c) effective measures are in place to prevent discriminatory treatment of criminal suspects by law enforcement officers on the basis of religion and/or ethnicity, including through appropriate training on cultural awareness and the prohibition of racial profiling.

Right to life (art. 6)

10. In the light of the Committee's general comment No. 36 (2018) on the right to life (paras. 26 and 62), please provide information on efforts to prevent and mitigate the effects of climate change and environmental degradation, particularly on the right to life, throughout the State Party. Please share any information on measures taken to ensure inclusive processes for the participation of civil society groups and the public, including Indigenous Peoples such as the Sami people, in the development and implementation of climate change laws and policies, and to adopt a precautionary approach in order to protect persons, including those who are in the most vulnerable situations, from the negative impacts of climate change and natural disasters.

11. Please provide information on the measures taken to ensure regular reviews of law enforcement practices, including the types of firearms and ammunition used, with a view to applying the least harmful means in all circumstances. Please describe the training provided to law enforcement officers, particularly in avoiding excessive use of force and in appropriately handling persons with mental disabilities. In addition, please indicate the steps taken to review the role of the Department of Special Investigations to ensure its independence from the Swedish Police Authority and to strengthen public confidence in its impartiality. Furthermore, please indicate whether, during the reporting period, the use of force by law enforcement officers when policing assemblies has consistently been in compliance with the fundamental principles of legality, necessity, proportionality, precaution and non-discrimination. Please describe the measures in place to guarantee independent and effective investigations into cases of excessive use of force, including the prosecution and appropriate punishment of perpetrators and the provision of redress and adequate compensation to victims or their families.

Prohibition of torture and other cruel, inhuman or degrading treatment or punishment (art. 7)

12. With reference to the Committee's previous concluding observations (para. 27), please indicate the steps taken to define and criminalize torture in the State Party's domestic law, in accordance with article 7 of the Covenant and other internationally established norms. Please provide information on: (a) the measures adopted to facilitate the filing of complaints of torture and ill-treatment; (b) the conduct of investigations in this regard and, where appropriate, the initiation of prosecutions; (c) any convictions of perpetrators and the penalties imposed on them; (d) the reparation granted to victims; and (e) the measures taken to protect whistle-blowers against the risk of retaliation. Please specify what training activities have been carried out, in particular the training courses taken by law enforcement personnel concerning the application in their work of the Manual on the Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Istanbul Protocol) and other international human rights standards.

Liberty and security of person and treatment of persons deprived of their liberty (arts. 9 and 10)

13. Please provide information on the steps taken to ensure that national legislation and practices are fully in line with article 9 of the Covenant, taking into account the Committee's general comment No. 35 (2014) on liberty and security of person. In particular, please describe the measures adopted to establish a statutory time limit on the duration of pretrial detention and to ensure that such detention remains an exceptional measure, with priority given to alternative measures. Please clarify how the right of access to legal counsel is guaranteed in practice from the very outset of deprivation of liberty. Furthermore, please describe the safeguards in place to ensure that any restrictions on contact with others for pretrial detainees are time-bound, necessary and proportionate, subject to regular review and accompanied by appropriate measures to mitigate the effects of isolation, especially in the case of children.

Elimination of slavery, servitude and trafficking in persons (arts. 2, 7, 8 and 26)

14. Please provide information on the steps taken to strengthen efforts to prevent and combat trafficking in persons, including for the purpose of sexual exploitation. Please describe the legislative and other measures adopted to monitor the impact of those efforts and to enhance international cooperation in this area. Please indicate how the State Party ensures that penalties for the sexual exploitation of children, including in cyberspace, are commensurate with the gravity of such offences, and that cases of trafficking, including those involving the sexual exploitation of children, are promptly and thoroughly investigated, with perpetrators brought to justice. Please provide information on the availability of effective protection and assistance services for victims, as well as access to full reparation, including rehabilitation and adequate compensation.

Treatment of aliens, including migrants, refugees and asylum-seekers (arts. 7, 9, 12, 13 and 24)

15. Please indicate the measures, policies and practices adopted to ensure that the return and expulsion of migrants and asylum-seekers fully respect the principle of non-refoulement, including for refugees fleeing religious persecution. In particular, please provide information on the safeguards in place for individuals affected by the proposed temporary adjustments to asylum legislation currently under consideration, as well as for those designated as "security cases" or "qualified security cases". Please indicate the steps taken to ensure that the detention of migrants and asylum-seekers is used only as a measure of last resort, for the shortest possible period, and that it is necessary and proportionate in the light of the individual circumstances. Please describe how alternatives to detention are applied in practice.

Access to justice, independence of the judiciary, and right to a fair trial (arts. 2 and 14)

16. Please provide information on measures taken to strengthen the independence and impartiality of the judiciary, including any proposed constitutional amendments aimed at reinforcing existing safeguards. In this regard, please: (a) clarify the steps taken to address concerns related to the lay judge system, particularly the nomination of lay judges by political parties and reports indicating that political affiliations may influence judicial outcomes; and (b) report on any efforts to reform the nomination process of lay judges to ensure impartiality and compliance with international standards on judicial independence. Please provide information on the legislation permitting the use of anonymous witnesses in criminal proceedings and explain the measures in place to ensure that such practices do not undermine the right to a fair trial. Please describe the measures taken to address the long processing times and reportedly difficult working conditions in the courts and their impact on access to justice and public confidence in the judicial system.

Rights to privacy and freedom of movement (arts. 12 and 17)

17. With reference to the Committee's previous concluding observations (para. 37), please describe the steps taken to enhance transparency regarding the powers and safeguards of the National Defence Radio Establishment, the Foreign Intelligence Court and the Data

Inspection Board. In this regard, please clarify whether relevant policy guidelines and decisions have been made public, in full or in part, subject to national security and privacy considerations. Please provide information on the measures adopted to ensure that all laws and policies governing the sharing of personal data are in full compliance with the Covenant, particularly article 17, and uphold the principles of legality, necessity and proportionality. Please indicate whether independent and effective oversight mechanisms are in place and whether individuals have access to effective remedies in cases of abuse.

18. Please provide information on the steps taken to ensure that laws and policies such as the legislation on preventive exclusion orders, the establishment of stop-and-search zones, and camera surveillance do not unduly restrict the rights to privacy and to freedom of movement. Please describe the measures taken to prevent and mitigate any chilling effects that increased surveillance and the application of preventive exclusion orders may have on other rights enshrined in the Covenant, including the rights to freedom of expression and of peaceful assembly.

Freedom of religion or belief

19. Please provide information on the legislative framework governing freedom of religion or belief and its compatibility with the provisions of article 18 of the Covenant. In particular, please indicate whether any measures have been taken or are planned to recognize the manifestation of religion or belief as a stand-alone right and to what extent the criteria concerning democracy set out in paragraph 5 of the Act on State grants to religious communities (No. 2024:487) are compatible with the Covenant. Please provide information on the measures taken to prevent and combat discrimination, hate speech and hate crimes against individuals belonging to religious or belief communities, including Muslim and Jewish communities, and respond to reports indicating an increase in religiously motivated hate crime. Please describe the steps taken to ensure the protection of individuals belonging to religious minorities from acts of violence, harassment and discrimination, including in the public sphere, and to guarantee the effective enjoyment of their rights under the Covenant. Please indicate the measures taken to ensure an appropriate balance between the right to freedom of expression and the right to freedom of religion and belief, particularly in the context of events and actions that may incite religious intolerance or tensions, such as the desecration or destruction of sacred texts or symbols.

Freedom of expression and the right of peaceful assembly (arts. 19, 20 and 21)

20. Please provide information to the measures taken to ensure the protection of the rights of human rights defenders, particularly environmental and climate defenders, who have reportedly been subject to targeting and harassment by law enforcement authorities. Please describe the legislative, policy and institutional frameworks in place to safeguard the activities of journalists and human rights defenders, including Sami human rights defenders and climate activists, and to ensure that they are able to carry out their work free from intimidation, threats and reprisals. Please provide information on the proposed amendments to the Public Order Act, which would allow law enforcement officers to deny permits for public gatherings on grounds of national security. Please clarify the steps taken to ensure that such measures do not result in arbitrary restrictions or unjustified limitations on the rights of peaceful assembly and to freedom of expression, and whether safeguards are in place to guarantee compliance with the Covenant.

Rights of the child (arts. 23, 24 and 26)

21. Please indicate the steps taken to prevent and combat violence against children, including sexual abuse and exploitation. Please provide information on the investigation, prosecution, conviction and sanctioning of perpetrators and the provision of protection, including shelters, and redress to victims. Please describe the efforts made to prevent the recruitment of children, including through online platforms and social media, into gangs and/or to perform criminal acts, paying particular attention to those from marginalized communities. Please provide data disaggregated by age, gender, ethnicity and location, as well as information on the legislative, policy and institutional frameworks in place to identify, protect and rehabilitate affected children. Please describe efforts to address the root causes

of such recruitment, including poverty and social exclusion, and indicate the measures in place to ensure that law enforcement responses do not result in the stigmatization or criminalization of children.

22. Please provide information on the measures taken to ensure that children are deprived of liberty only as a measure of last resort and for the shortest possible period of time, as well as on the alternative arrangements to detention currently in place. In this regard, please include disaggregated statistical data on the number of children in detention and the number of children subject to alternative arrangements to detention. Please describe the steps adopted to prevent the placement of children with adults in detention facilities. Please respond to reports concerning efforts by the State Party to lower the minimum age of criminal responsibility. Please report on any measures taken to ensure that judges receive appropriate training in child-related matters and to establish specialized courts for children.

Rights of minorities (art. 27)

23. With reference to the Committee's previous concluding observations (para. 15), please provide relevant information on the efforts made to ensure that Roma have equal access to various opportunities and services, including education, employment, housing and healthcare, and to combat discrimination against them. Please report on the actions taken to ensure that members of national minorities can use their languages in both public and private life, and describe the efforts made to fully implement the recommendations made by the Truth and Reconciliation Commission for Tornedalians, Kvens and Lantalaïset, and ensure that the Truth Commission for the Sami People has the capacity and conditions needed to fulfil its mission.

24. With reference to the Committee's previous concluding observations (para. 39), please provide information on the steps taken: (a) to ratify and effectively implement without undue delay the Nordic Saami Convention; (b) to ensure that the Sami Parliament is provided with adequate resources to fulfil its mandate effectively; and (c) to review existing legislation, policies and practices regulating activities that may impact the rights and interests of the Sami people, including development projects and extractive industries, with a view to guaranteeing meaningful consultation with the affected Indigenous communities aimed at obtaining their free, prior and informed consent. Please describe the measures taken to grant adequate legal aid to Sami villages in court disputes concerning land and grazing rights and to provide for a suitable burden of proof in such cases.
