

A comprehensive approach to combat racism and hate crime

National plan to combat racism, similar forms of hostility and hate crime

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RASISM



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Foreword

Sweden is to be a country free of racism and hate crime. With this National plan, the Government is taking a comprehensive approach to the important work on these issues carried out by a number of agencies, regional and local actors and civil society organisations. The plan is a tool for preventing and combating racism and polarisation in society and paving the way for a cohesive Sweden characterised by solidarity.

Racism creates a breeding ground for hate crime. It affects all of us. Combating racism and hate crime demands a holistic approach. A National plan to combat racism, similar forms of hostility and hate crime will give Sweden this opportunity. This plan will make actors better placed to work together, enabling initiatives to be followed up and work to be developed as a whole. The National plan sets out five strategic areas on which the Government will particularly focus in its upcoming work.

Throughout history Sweden has been a country in which a multitude of viewpoints, opinions and perspectives have been expressed and coexisted. This means that Swedishness is the sum of a wealth of different elements. Sami, Afro-Swedish, Roma, Muslim and Jewish, along with many other components, are all part of what Swedishness is. At the same time, racism and attitudes derived from racial biology have existed in Sweden for a long time, and during particular eras have also been State-sanctioned policy.

Trends in today's Sweden are complex. On the one hand, surveys show that support for openness and inclusion is increasing over time, but on the other hand, and at the same time, many people are witnessing a more hate-filled social climate in which racism is showing its face ever more clearly. Commitment to the equal value of all people and equal access to rights and oppor-

tunities has been high in Sweden and remains so today. As increasing numbers of people testify to an increasingly harsh social climate, we need to seize on the power and opportunity for change inherent in this commitment. Young people are a particular target group in this respect.

The fight for inclusion and against racism is not a single project, nor is it a one-off initiative. It is a continuous, broad effort. We all have a responsibility to engage in this fight

every day, in every part of our society.

Because Sweden is all of us
– together.

Alice Bah Kuhnke
Minister for Culture and Democracy

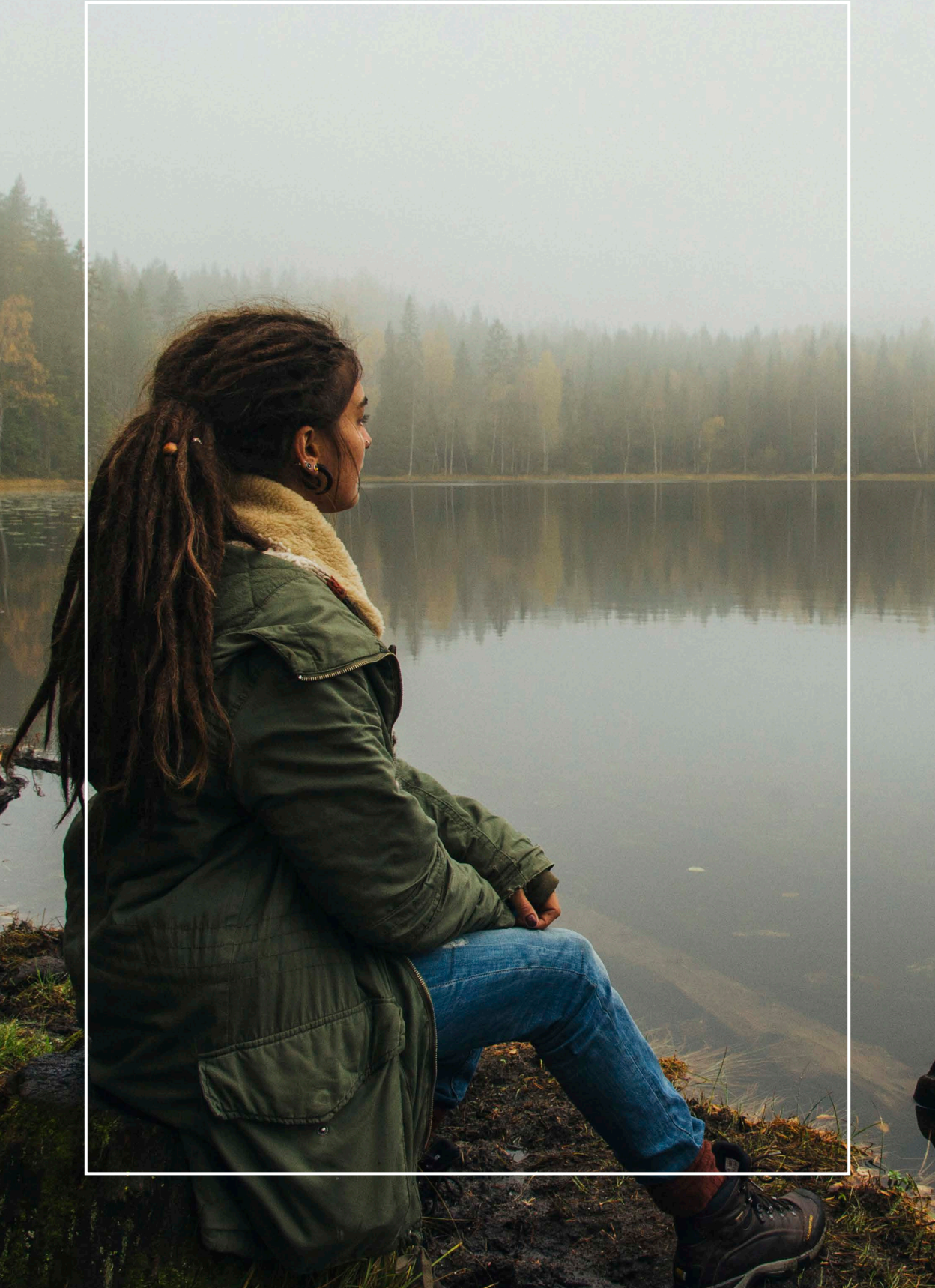
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1. Introduction

Objective of the plan and follow-up

The overarching objective of this plan is *strategic, effective and coherent work to combat racism, similar forms of hostility and hate crime in Sweden.*

The plan is to form a basis and a focus for work to combat racism and hate crime in the particularly important strategic areas identified by the Government: More knowledge, education and research; Improved coordination and monitoring; Civil society: greater support and more in-depth dialogue; Strengthening preventive measures online; and A more active legal system. The plan sets out a structure for coordination and follow-up which lays the groundwork for long-term strategic work.

The measures in the plan are to be linked to objectives laid down by the Riksdag (Swedish Parliament) for the different areas addressed in the plan.

The progress of work towards the objective must be followed up and analysed on a regular basis. Follow-up is to be supplemented by recurring comparable descriptions of the situation in this area, providing an indication of whether the initiatives are sufficient and adequate. Constantly monitoring progress and identifying shortcomings as well as improvements will help to develop the plan further on.

Structure of the plan

The plan comprises three parts: 1. Introduction, 2. Racism, similar forms of hostility and hate crime in today's Sweden, and 3. Measures: Five strategic areas.

This first part presents the content of the plan in an overarching manner, including the objective of the plan and the links between the plan and other policy areas and topics.

The second part presents an overview of the accounts and comments in various reports, mainly by agen-

cies and international monitoring bodies, and of testimonies received by the Government in dialogues with representatives of organisations representing groups exposed to racism and hate crime.

The third part sets out the strategic areas that have been identified as being crucial to attaining the plan's objective. Under each such strategic area, the main problems seen by the Government are set out, along with the needs for initiatives identified by the Government and the initiatives that are currently in progress and those that are planned.

Terms

The plan consistently uses the terms racism, similar forms of hostility, Afrophobia, anti-Semitism, anti-Gypsyism, Islamophobia, racism against Sami people, homophobia, biphobia, transphobia and hate crime. Definitions of these terms are subject to constant development and discussion. The sense in which the Government is using these terms in this plan is set out below.

The plan is to form a foundation and a focus for work to combat racism and hate crime within the particularly important strategic areas identified by the Government.

Racism

When the Government uses the term “racism” in this plan, this refers to opinions that people are essentially different from each other due to assumptions on race, national, cultural or ethnic origin, religion, skin colour or other similar circumstance, and that they therefore can or should be treated in different ways. Viewing cultures as unchangeable and incompatible and individuals’ cultural identity as unchangeable and inherited, as well as considering that different cultures are unable to coexist have come to be expressions of racism today. This can be expressed by individuals as well as groups being seen as alien or undesirable in a society. Racism can lead to actions, such as hate crime or discrimination. In the past, racist views have drawn more on biology than is currently the case. However, right-wing extremists, known as the white power movement, still base their opinions on racial biology.

The existence of structural racism is an important perspective. The Government uses the term “struc-

tural racism” in the sense that racist actions are not always based on an individual’s political convictions but can also be unconscious. This means that racism, in various forms, exists as part of the structures of society. This has the effect that people’s access to rights and opportunities, power and influence differs due to others’ conscious or unconscious assumptions about the group to which an individual belongs. A structural perspective also means that individual cases of discrimination or hate crime must not be seen as isolated incidents but as part of a broader context. In the same way that racism is structural, differences based on sex, disability and sexuality are structural too. These differences can interact and reinforce each other. Like work for gender equality, LGBTQ rights or accessibility, work to combat racism demands initiatives that increase the opportunities of vulnerable groups for empowerment.

There are different forms of racism, e.g. Afrophobia, anti-Semitism, anti-Gypsyism, Islamophobia and

racism against the Sami people. The Government uses these terms in the sense of ideologies, opinions or values that express hostility towards Afro-Swedes, Jews, Roma, Muslims or Sami.

Similar forms of hostility

The Government uses the term “similar forms of hostility” in the sense of ideologies, opinions or values that express hostility towards people who are considered to breach the norms of society in terms of their sexual orientation, gender identity or gender expression, for example. This can be expressed as homophobia, biphobia and transphobia, for example.

Work to combat these forms of hostility are a self-evident part of the plan and its measures, but for linguistic reasons sometimes only the word “racism” is used in cases where homophobia, biphobia and transphobia are also covered.

Hate crime

The term “hate crime” refers to the crime of agitation against a national

or ethnic group as well as unlawful discrimination and other offences where a motive for the crime was to aggrieve a person, ethnic group or some other similar group of people by reason of race, colour, national or ethnic origin, religious belief, sexual orientation or other similar circumstance (see Chapter 16, Sections 8 and 9, and Chapter 29, Section 2, paragraph 7 of the Penal Code).

Links between the National plan to combat racism, similar forms of hostility and hate crime and other policy areas

The Government’s work to combat racism and hate crime is prioritised and this National plan is at the heart of this work. In addition to that set out in this plan, work is in progress which interacts with the focus of the plan in various ways. Policy areas involved include:

Democracy policy

The objective of democracy policy is a living democracy which strengthens the individual’s opportunity to exert influence. All people must feel

that they have a part to play in democracy and everyone must have good opportunities to have their voice heard on issues that concern and involve them. Initiatives to include citizens who do not currently participate are important to create a more equitable and cohesive society and to increase motivation to vote in general elections. There is a close link between the fundamental values of democracy and the principles of human rights. Greater awareness of and support for the fundamental values of democracy go hand in hand with greater support for freedom of expression, the principle of the equal value of all people and distancing oneself from racism and similar forms of hostility.

Actively working to remind people of and discuss the fundamental principles of democracy also strengthens resistance to racist ideas and ideologies. Therefore, the Government sees a need to protect democratic debate and encourage bringing people together in an increasingly polarised social climate. In 2017 the Government will pres-



Susanne Sznajderman-Rytz, at a dialogue meeting on anti-Semitism as part of the Samling mot rasism initiative in autumn 2015.

ent an action plan to protect democratic debate against threats and hate. The action plan will introduce strategic and systematic efforts to prevent vulnerability, threats and hate in the public sphere and affecting key actors engaged in public debate.

Violent extremism

Measures that seek to prevent violent extremism also prevent racism and hate crime to a certain extent. Violent extremism in Sweden mainly exists in three spaces: right-wing extremism, left-wing extremism and Islamist extremism. Despite major ideological differences between them, the way in which they ignore democratic principles and rules of engagement is a feature they share, which constitutes a threat to fundamental democratic values. The violence that these groups target towards individuals due to their political or religious conviction, ethnicity, sexual orientation, gender expression or gender identity, for example, constitutes an attack on the principle of the equal value and rights of all people.

The Government has strongly stepped up efforts to prevent violent extremism and terrorism. The most important preventive initiative is the mandate of the National Coordinator for Safeguarding Democracy against Violent Extremism. This role will continue until January 2018. A number of agencies also have ongoing mandates to develop their work, e.g. regarding support for different groups of staff in developing their knowledge.

Welfare and routes into education or employment

Sweden is to be a country that is cohesive in terms of gender equality, development and employment. Growth and prosperity in Sweden must benefit everyone. Cutting unemployment, increasing employment and working to make Sweden a leading knowledge nation are priority issues for the Government. Every child and young person, irrespective of gender, background or disability, must be given a firm footing on which to stand, and adults must have good access to education throughout their lives,

wherever in Sweden they may live. Jointly financed welfare services are a central part of the Swedish model. Public welfare contributes towards cohesion, equality and gender equality in society.

It is important to combat polarisation, racism and similar forms of hostility in order to lay the foundations for a cohesive Sweden characterised by solidarity. An economic policy to reduce unemployment, to increase economic equality and for vibrant rural communities is crucially important to a cohesive country.

Housing segregation contributes towards physical separation and fewer interfaces for contact between groups in society, creating a breeding ground for polarisation and poor understanding of other people's perspectives and starting points. The biggest housing policy initiative in more than two decades is being carried out with the aim of stimulating more housing construction over a long period in the light of the prevailing housing shortage.

The focus of establishing newly arrived immigrants in Swedish society is for activities and initiatives in this field to better place new arrivals to gain a foothold and become engaged in society and in working life. Efforts to give newly arrived immigrants the grounding they need to quickly enter Swedish society are being stepped up. While this is a major challenge, successfully establishing new immigrants in their lives in Sweden offers significant potential. Work is the key to newly arrived immigrants' establishment in Sweden. For many such immigrants, education is an important element in becoming established on the job market. A society free of racism and hate crime is a more welcoming society for newly arrived immigrants who come to Sweden to build a future.

Other important elements in the Government's work that are relevant to this plan are youth policy and non-formal adult education policy. The objective of youth policy is that all young people are to have good living conditions, the

power to shape their lives and influence on the way society develops. The point of departure is to be human rights, young people being seen as individuals, young people being supported to be independent, and young people having an opportunity to be involved and exercise influence in society. Non-formal adult education has an important role to play in society and is an important element in work on a number of social challenges, including giving people an opportunity to find work or education in Sweden and promoting a rich and inclusive cultural life.

The National plan to combat racism and hate crime is to play a part in the Government's efforts in these areas.

Human rights

The objective of the human rights policy is to ensure full respect for Sweden's international human rights obligations. Issues concerning racism and hate crime are included in several of Sweden's international commitments.

**Effective work
against racism
and hate crime
promotes efforts
to attain the
objective of a
society free from
discrimination.**

The Government recently decided on a Government strategy for national implementation of human rights (Comm. 2016/17:29). The essence of the strategy is that compliance with Sweden's international obligations on human rights cannot be taken for granted, neither in the short nor the long term. Instead, continued steps must be taken towards a cohesive structure to promote and protect human rights.

Effective measures against racism and hate crime contribute towards the objective of ensuring full respect for Sweden's international human rights obligations. Combating racism and similar forms of hostility prevents the risk of individual's rights being infringed.

Gender equality

Sweden has a feminist government. Describing the Government as feminist signals greatly heightened ambitions for a gender equal society which is to have a clear impact on policies and make a difference in people's lives. The aim of the gender equality policy is for women

and men to have the same power to shape society and their own lives. In November 2016 the Government presented the communication *Makt, mål och myndighet – feministisk politik för en jämställd framtid* (Power, goals and agency – a feminist policy for a gender equal future) (Comm. 2016/17:10) on the direction of gender equality policy and measures for strategic, cohesive and long-term governance in the field of gender equality.

The Government has decided that the gender equality perspective must be incorporated in the design of policy on a broad front, so that policy in all areas contributes to combating inhibiting gender roles and structures. Gender mainstreaming starts out from the insight that gender equality is created where resources are allocated, decisions made and norms created.

In implementing gender equality policy, attention needs to be paid to power structures other than those based on gender, such as class, ethnicity, sexual orientation and gen-

der identity. There is a considerable overlap and interaction between sexism and racism. Therefore it is important that work is integrated and intersectional, taking into account these and other power structures. This contributes to better priorities and more accuracy in implementation. This being the case, efforts to combat racism and similar forms of hostility and hate crime can also contribute to efforts in the field of gender equality

Discrimination

The aim of discrimination policy is a society free of discrimination. Work to combat discrimination and discriminatory structures requires a number of different measures at different levels. Compliance with the Discrimination Act (2008:567) is a central element in this work.

The Equality Ombudsman plays a central role in monitoring compliance with the Discrimination Act and is to work to ensure that the forms of discrimination set out in the Act do not occur in any areas of society. An inquiry has been com-

missioned to propose how work to combat discrimination can be organised and made more efficient (dir. 2014:10). This includes suggesting how work to combat discrimination could be organised at local and regional level.

Effective work against racism and hate crime promotes efforts to attain the objective of a society free from discrimination. Preventing and combatting racism and similar forms of hostility also prevents the risk of people being disadvantaged by being treated worse than others due to their ethnicity, religion, sexual orientation or gender identity, e.g. when applying for a job or a place at an educational institution.

The equal rights and opportunities of LGBTQ people

Work on the equal rights and opportunities of LGBTQ (lesbian, gay, bisexual, transgender and queer) people is based on the National strategy for equal rights and opportunities regardless of sexual orientation, gender identity or gender expression. The Government has

introduced a number of initiatives within the remit of the strategy.

Implementing the strategy has resulted in greater awareness of the situation and lives of LGBTQ people, particularly regarding vulnerability and ill-health. Questions concerning the situation of LGBTQ people have also gained increased visibility in the work of concerned agencies. Work on the strategy has generated an additional underlying knowledge base and, according to new reports, LGBTQ people remain a vulnerable group in society in terms of discrimination, harassment, threats and violence, leading to major differences, including regarding health. LGBTQ people have poorer mental health, and suicide and suicide attempts are more common. Work for the equal rights and opportunities of LGBTQ people thus needs to be strengthened, particularly through initiatives to combat homophobia, biphobia and transphobia.



Frank Berglund, at a dialogue meeting on homophobia and transphobia as part of Samling mot rasism in autumn 2015.

National minorities

The national minorities have been vulnerable and marginalised in Swedish society at different periods. Attacks on and abuse of individuals was seen long into the twentieth century, partly within the remit of racial biology research, and included forced registration of ethnicity, collective forced migration and eviction by the powers of the state, forced sterilisation and being taken into care or custody. Anti-Semitism, anti-Gypsyism and racism against Sami need to be highlighted and combatted.

The five recognised national minorities in Sweden are Jews, Roma, Sami, Sweden Finns and Tornedalers. The minority languages are Yiddish, Romani Chib, Sami, Finnish and Meänkieli. Work for the national minorities is based on the aim of protecting them and strengthening their opportunities for influence and participation. Compliance with the Act (2009:724) on National Minorities and National Minority Languages is crucial to this work.

There continues to be a great need for awareness of the Act on National Minorities and National Minority Languages among government agencies and among municipalities and county councils. Initiatives are therefore in progress to provide information and spread knowledge about the Act and its application. The Government has also appointed an inquiry to review and analyse the Act on National Minorities and National Minority Languages and related issues (dir. 2016:73). Regarding efforts towards Roma inclusion, agencies have recently been given new and extended mandates intended to aid the implementation of the Strategy for Roma Inclusion.

The Sami people

The racism that has been directed, and is still directed, against the Sami population should be highlighted and tackled. Steps are being taken within the remit of the Government's work to combat racism. Combating racism against Sami helps to increase the Sami people's opportunities for self-determination.

Sweden's international undertakings on human rights serve as an important point of departure for work to combat racism and hate crime.

The Government has stepped up negotiations on a Nordic Sami convention in order to strengthen and clarify the rights of the Sami people to protect and develop their language, their culture, their livelihoods and their community.

International undertakings and the work of international bodies

Sweden's international undertakings on human rights and the recommendations and opinions that Sweden receives in international reviews serve as an important point of departure for work to combat racism and hate crime.

The UN

Issues concerning racism and hate crime are covered by several of the UN's conventions and covenants on human rights. The instrument that has the greatest impact on work to combat racism and hate crime is the International Convention on the Elimination of All Forms of Racial Discrimination. Countries that have ratified the Convention have undertaken to abolish all discrim-

ination on grounds of race, colour, descent or national or ethnic origin. The Committee on the Elimination of Racial Discrimination comprises independent experts charged with examining the steps that have been taken to comply with the provisions of the Convention. Like all signatories to the Convention, Sweden is obliged to report to the Committee on its compliance with the Convention. The Committee examines the reports of the signatory states and conducts a dialogue with the states concerned.

Sweden submitted its combined nineteenth to twenty-first periodic report on compliance with the Convention to the Committee in June 2012. A Swedish delegation attended a dialogue meeting with the Committee in August 2013, and the Committee submitted its conclusions and recommendations on the basis of its review shortly thereafter. These are addressed in more detail below. Sweden is to submit its next periodic report by January 2017 at the latest.

The United Nations Human Rights Council conducts a broad review of the human rights records of all UN Member States (Universal Periodic Review, UPR). The most recent review of Sweden was carried out in 2015, in which a number of recommendations were made regarding work to combat racism by the countries that participated in the review. Sweden accepted a recommendation to adopt a national plan to combat racism and hate crime.

Other UN instruments and working groups within the UN that also address issues in this field include the International Covenant on Civil and Political Rights (the Human Rights Committee), the International Covenant on Economic, Social and Cultural Rights (ICESCR) and the Working Group of Experts on People of African Descent (WGEPAD).

Council of Europe

The European Commission against Racism and Intolerance (ECRI) was founded following a decision by the

Council of Europe. The Commission works to combat all forms of racism, partly by publishing recommendations and best practice intended for the Council of Europe's Member States. ECRI also carries out country visits, after which the Commission presents separate country reports with recommendations. The most recent report on Sweden was published in 2012. In 2014 Sweden wrote a report at the request of ECRI on Sweden's follow-up to some prioritised recommendations in the ECRI report. ECRI has started its fifth monitoring cycle of Member States and will visit Sweden in 2017.

EU

The European Union Agency for Fundamental Rights (FRA) gives EU institutions and Member States evidence-based advice and expertise on fundamental rights. FRA is an independent EU institution and racism and related intolerances is one of nine themes that the agency is working on in its current programme.



Diana Nyman, at a dialogue meeting on anti-Gypsyism as part of Samling mot rasism in autumn 2015.

2. Racism, similar forms of hostility and hate crime in Sweden today

Trends in Sweden are complex. According to research, most indications are that Swedish society is developing in a positive direction in terms of greater openness. On the other hand, many people who are the victims of racism bear witness to a social climate in which more people are expressing racist opinions. The social climate has become more polarised and public debate more filled with hate.

If Sweden is to be an equal society characterised by solidarity, major disparities between different groups are unacceptable. Inequality on the basis of ethnicity or religious conviction must be combated in the same way that we have fought to eradicate inequality based on class or gender. This demands efforts against racism and hate crime that are effective and address the attitudes and values found in society today.

This part of the plan describes what the situation regarding racism and hate crime in Sweden looks like today, drawing on various sources.

The end of this section provides a more in-depth status report on the different forms of racism and similar forms of hostility.

Attitude and experience surveys

Attitude surveys are one way of obtaining an indication of how widespread various attitudes are in society and trends in these attitudes over time. It is important to shine a spotlight on racist and hostile attitudes in order to counteract their expression and increase awareness of the equal value of all people. The majority of attitude and experience surveys reported below focus on different related aspects, e.g. the existence and experiences of intolerance and discrimination on various grounds. Attitudes regarding migration and immigration are also relevant data in this context.

In 2014 the Living History Forum published its report *Time for Tolerance*. Its survey shows that Swedish school pupils have become more tolerant in their attitudes to different people over time. The levels of tol-

erance differ, however. For example, young people have more positive attitudes towards LGBTQ people than to the other groups included in the survey. According to the Living History Forum, most indications are that Swedish society is developing in a positive direction in terms of greater tolerance and openness.

The *Diversity Barometer*, a study carried out by the University of Gävle since 2013, has been annually surveying the Swedish population's attitudes to ethnic diversity since 2005. The report *Mångfaldsbarometern 2016* (Diversity Barometer 2016) shows that 64 per cent of those questioned are positive towards there being people with a different background and culture than Swedish in society. The proportion of people with a positive attitude towards diversity decreased by 10 percentage points compared with 2014, the last year in which the survey was carried out. One of the major changes shown in the study is that the proportion of people questioned who think that newly arrived migrants should have the same social

rights as people born in Sweden has decreased from 77 per cent in 2014 to 55 per cent in 2016.

The statement "there are too many foreigners in Sweden" has been included in the SOM Institute's national surveys on six occasions between 1993 and 2009. The proportion of responses agreeing with this statement has decreased over time. The proportion of respondents that think "taking in fewer refugees is a good idea" is also decreasing. In 1992, 65 per cent of respondents thought this was a good idea, while in 2015 this figure had decreased to 40 per cent.

In the SOM survey for 2015, the proportion who think the situation today is "very worrying" for the future in terms of increased racism is 41 per cent, and in terms of increased xenophobia, 40 per cent. These types of concern come in at fourth place and sixth place respectively in a list of 20 biggest concerns for the future. Concern about a higher number of refugees was in 13th place, cited by 29 per cent of respondents.

In the most recent *Eurobarometer* (2014), out of the 34 European countries in the survey, Swedes are the most positive towards immigration (72 per cent of respondents). In the *World Values Survey* (2014) 14 per cent of those questioned in Sweden agreed with the statement “when jobs are scarce, employers should give priority to people of this country over immigrants”. When asked “how frequently does racist behaviour occur in your neighbourhood?” 13,5 per cent answered “very frequently” and 84 per cent answered “not at all frequently”. When asked which groups they would not like to have as neighbours, 2,8 per cent answered people of a different race, 3,5 per cent answered immigrants/foreign workers and 3,7 per cent answered people of a different religion. These are significantly lower percentages than most of the other countries included in the survey.

In recent years, experience surveys have shown how people feel that they are affected by racism and similar forms of hostility and hate crime.

The Expo Foundation’s report *Stängda dörrar* (Closed doors) (2015) describes a number of aspects of exposure to discrimination and hate crime that emerged in interviews with people belonging to different vulnerable groups. This data shows that schools are felt to reproduce racism and prejudice, that the internet is an arena where people feel vulnerable, that trust in the authorities is low, and that there is a lack of awareness of the law, rights and routes for redress. According to the report, in the world of education there is a lack of knowledge about those who belong to vulnerable groups, and stereotypes and generalisations prevail. Particular vulnerability is experienced online, especially on social media where it is difficult to remove abusive and racist comments and difficult for victims to gain redress. The report also shows that there is a lack of awareness of what a hate crime actually is and how the Discrimination Act works. Victims are uncertain or unaware that various kinds of harassment can be reported.

The qualitative study released by the Equality Ombudsman, reported in *Upplevelser av diskriminering* (Experiences of discrimination) (2010) shows that many people experience discrimination from actors or in situations that are not covered by discrimination legislation as it currently stands. These may, for example, concern stated negative or discriminatory attitudes and behaviours that are associated with Islam and reflected in the media. The study also shows experiences of norms in society that give rise to discriminatory attitudes and behaviours towards people who do not fit the template in different situations.

Hate crime statistics

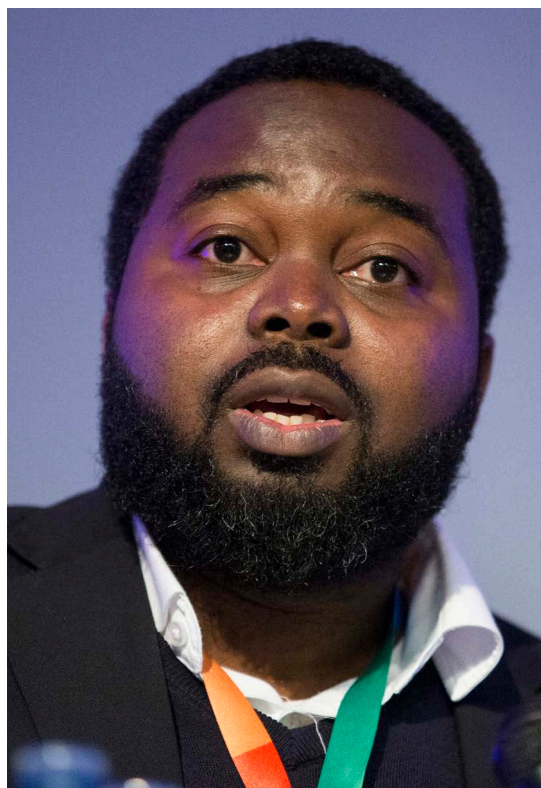
Police reports with an identified hate crime motive

Each year the Swedish National Council for Crime Prevention (Brå) publishes statistics on police reports with an identified hate crime motive. Because hate crime encompasses many different types of crime and is often defined by the motive of the crime, producing statistics on this type of crime is no easy mat-

ter. Nor is there a specific crime code under which a hate crime is registered when a police report is made. However, a compulsory question in the police reporting system asks whether the crime could be judged to be a hate crime. This marker was added to draw the attention of the individual police officer to any hate crime aspects, not to make it easier to produce statistics. The Swedish National Council for Crime Prevention has shown that incorrect use of this marker is so common that this information cannot be used to produce reliable statistics. The hate crime statistics instead rely on police reports that have been judged to constitute hate crime following special scrutiny by the Swedish National Council for Crime Prevention.

The statistics on reported hate crime can give an indication of how hate crime is noted in police reports as well as information on the events reported. However, they say very little about the prevalence of hate crime in society because many criminal acts are not report-

ed. The statistics report hate crime with xenophobic/racist (Afrophobic and anti-Roma sentiments are reported separately under this heading), anti-Semitic, Islamophobic, Christianophobic, other antireligious, homophobic, biphobic, heterophobic and transphobic motives. The Swedish National Council for Crime Prevention's report *Hate Crime 2015* (2016:15) states that just over 6 980 reported crimes in 2015 were estimated to involve an identified hate crime motive. This is the highest level ever, up 11 per cent on 2014. The increase can largely be explained by a rise in the number of reports of damage and graffiti with a xenophobic motive. It is not possible to determine whether the higher number of reports is due to greater exposure, increased willingness to report, or that more attention is being paid to hate crime in the reports. Looking at reported hate crime motivated by sexual orientation, the figures were at the same level as in 2013, and the number of such crimes has dropped by 18 per cent overall in the past five years.



Jallow Momodou, at a panel debate as part of Samling mot rasism at the Swedish Forum for Human Rights in 2015.

Number of police reports with an identified hate crime motive, 2011-2015

	2011	2012	2013	2014	2015	Change compared w. 2014, %	Change compared w. 2011, %
Xenophobic/ racist	3 936	3 979	3 999	4 314	4 765	10	21
Afrophobic	803	940	980	1 075	1 074	0	34
Anti-Roma	184	215	233	287	239	-17	30
Anti-Semitic	194	221	193	267	277	4	43
Islamophobic	278	306	327	492	558	13	101
Christianophobic	162	200	191	334	388	16	140
Other anti-religious	17	58	130	155	331	114	1 847
Sexual orientation	854	713	625	635	602	-5	-30
Homophobic	839	694	613	597	576	-4	-31
Transfobic	52	41	45	72	62	-14	19
Total	5 493	5 518	5 508	6 269	6 984	11	27

Person-based clearances

Few of the reported hate crimes were person-based clearances. Person-based clearance means that legal action has been taken against at least one person through an indictment, the issuance of a summary sanction order or the issuance of a waiver of prosecution. According to statistics from the Swedish National Council for Crime Prevention, a total of 4 per cent of the identified hate crimes reported in 2014 were person-based clearances, which is roughly the same level as the year before. The low person-based clearance rate is not unique for crimes motivated by hate. The types of offence that mainly occur, such as molestation, defamation and inflicting damage generally have a low person-based clearance rate. Hate crime is also generally hard to investigate and demands special expertise. Identifying and being able to prove the motive is a major challenge for investigators and prosecutors.

The proportion of person-based clearances of reported hate crime

has fallen slightly compared with 2011 and earlier, where the rate was 7–8 per cent. A lower person-based clearance rate has also been seen for reported crime in general, irrespective of motive. As far as hate crimes are concerned, changes in the character of the reported criminality may also have led to this drop. Between 2008 and 2015, the proportion of reported violent crimes with a hate crime motive has fallen, while the proportion of cases of inflicting damage/graffiti has increased. In general, person-based clearance for inflicting damage/graffiti is more difficult than for assault, as witnesses can often provide evidence for such crimes, for example.

Exposure to hate crime according to the Swedish Crime Survey

To supplement the reporting statistics, the Swedish National Council for Crime Prevention also reports on experienced exposure to xenophobic, anti-religious and homophobic hate crime as part of the Swedish Crime Survey. This provides a more accurate picture of exposure to hate crime than the po-



Alfie Martins, at a dialogue meeting on homophobia and transphobia as part of Samling mot rasism in autumn 2015.

lice report statistics. However, it is difficult to draw sound conclusions even using this data, partly because the survey does not reach the most marginalised groups in society and solely measures exposure among the Swedish population listed in the population register. Furthermore, very few people surveyed state that they have been the victim of hate crime, making any changes difficult to interpret. Compared with previous years, exposure to hate crime remains relatively level, for all motives. Exposure to hate crime with a xenophobic motive is the highest stated. According to the Swedish Crime Survey, 1.4 per cent of the population were the victims of xenophobic hate crime in 2014. The proportion of the population subjected to anti-religious hate crime was 0.5 per cent and the proportion suffering homophobic hate crime was 0.2 per cent.

Status reports and proposals from civil society actors

Civil society is a key actor in efforts to combat racism and foster inclusion. The Government has ongoing

ing contact with a broad range of civil society organisations, including non-formal adult education organisations and a wide range of member-based movements that have been working on these issues for a long time. Many organisations demonstrate a great commitment to openness and inclusion among their members, expressed in a wealth of activities in sport, local heritage, the youth movement, churches and the anti-racist movement. This commitment has been strong historically and has shaped Sweden as a country. It has been clearly seen in the situation in the past year in which many refugees have come to Sweden and where civil society has put in a great deal of effort, based on huge commitment from members, donors and volunteers.

As preparatory work for this plan, the Government carried out awareness-raising activities and dialogues on racism and similar forms of hostility at different places in the country in autumn 2015 under the heading *Samling mot rasism* (Gathering against racism). Government repre-

sentatives have conducted dialogue on these issues in other contexts too. These dialogues were held with representatives of central organisations representing groups subjected to racism, similar forms of hostility and hate crime, and with government agencies with a particular mandate in this area. The activities in conjunction with *Samling mot rasism* involved intensifying work in this sphere as well as preparatory work ahead of this plan.

In these dialogues, representatives of the organisations gave accounts of the “everyday racism” that many who belong to these groups constantly live with. This is expressed through racist, derogatory and prejudiced statements. Everyday racism has affected groups in different ways.

Various representatives asserted that that people from their group feel that structural racism exists in Sweden. Representatives also considered that in some cases this has led to a large proportion of the group suffering general exclusion, where-

by the group does not gain access to their rights to the same extent as the majority population. This affects Roma, Sami, Afro-Swedes and Muslims, for example. Another issue raised in the dialogues was the existence of racism between individuals and groups outside the majority population.

People are sometimes forced to hide their identity and develop survival strategies in their daily lives in order to avoid harassment, threats and violence. For example, there are Jews, Roma, Sami and LGBTQ people who cannot risk living openly as members of a particular ethnic group, a religion or national minority or as having a certain sexual orientation or gender identity.

Another element raised was that specific forms of racism, e.g. Afro-phobia, anti-Semitism and anti-Gypsyism, are not felt to be sufficiently highlighted, and are even rendered invisible when general initiatives against racism are carried out at various levels.

Representatives of different groups asserted that racism and hate crime affect men and women in different ways. Roma and Muslim women bear witness that harassment and hate crime affect women to a greater extent than men.

In conjunction with the dialogues under the *Samling mot rasism* umbrella, the lack of information on how racism affects different groups and the need to survey the problems that these groups suffer by gathering further data were highlighted.

According to certain researchers and several representatives of vulnerable groups, there is a lack of resources in the research community to be able to provide a better picture of the situation regarding racism and similar forms of hostility in Sweden.

Representatives of different groups stated that there is a lack of knowledge of the mechanisms of racism and on the particular forms of racism and similar hostility. They would like to see education initi-

atives in these areas. Schools and teachers are important target groups according to these representatives, but several other important target groups and occupational groups have also been highlighted as being important, such as social services employees and the police. Attention was also paid to the important role played by non-formal adult education.

Representatives of groups that are exposed to racism also cited a lack of teaching materials on racism and the forms it takes, its history, consequences and links to contemporary developments. In terms of existing teaching materials, there is a demand for these to be examined in order to raise the visibility of the different forms of racism and to combat prejudiced negative caricatures in the material.

In conjunction with the dialogues, claims have also been made that there is a need for greater support and for more stable forms of financing for civil society's efforts to combat racism and similar forms of hostility.

Greater civil society activity, visibility and influence in the past few years have led to greater racist activity against individuals and organisations, according to several representatives who participated in Samling mot rasism. Elected representatives are increasingly suffering various forms of racist threats and hate. Some representatives have stated that racism and hate crime have significantly weakened civil society's opportunities for activism and its ability to carry out activities on safety grounds. For example, Jews and Muslims provided evidence that criminal damage, violence and threats restricted civil society to the extent that they were sometimes forced to cancel activities, stop their operations or put in place rigorous and costly safety precautions.

Several representatives stated that they are experiencing an increase in racist and prejudiced caricatures, stereotypes and depictions – both of people within the groups and of the groups as collectives – in the media and online. For example, a great in-

crease in anti-Semitic and Islamophobic conspiracy theories has been seen on the internet. Incorrect links being drawn between political phenomena and the collective responsibility of specific groups for these also generate racism and hate crime. This concerns, for example, Jews linked to the actions of the State of Israel in the Israel-Palestine conflict, and Muslims linked to Islamic terrorist activity.

In conjunction with the dialogues, several representatives expressed the view that it is important to draw attention to how different forms of racism have characterised Sweden and parts of its population over the course of history. In their view, there is a need to highlight this through memorial days or monuments. It is felt that this type of attention would provide a clearer admission of what happened in the past and may help to foster greater understanding of the consequences of racism. The contribution made by the national minorities and the indigenous Sami population to Sweden's history and cultural her-

Some representatives have stated that racism and hate crime have significantly weakened civil society's opportunities for activism and its ability to carry out activities on safety grounds.

itage should also be highlighted in the view of the representatives.

Some of the representatives involved in the dialogues within *Samling mot rasism* cited a lack of initiatives in the field of the arts to promote and render visible cultural expressions that can also help to combat racism and similar forms of hostility.

In conjunction with *Samling mot rasism* it was also asserted that hate crimes, such as agitation against a national or ethnic group, are investigated to far too little an extent and that the legislation against online hate crime is not working. According to the representatives, there is no close collaboration or contact between those who report hate crime and authorities within the legal system. The need for a special helpline for all forms of hate crime was also raised. It was also said that the police service needs to step up its work to combat hate crime and that special hate crime groups need to be established at local level.

Status report and proposals from Government bodies

In its report *Främlingsfienden inom oss* (The xenophobe within) (SOU 2012:74), the inquiry into more effective work to combat xenophobia and similar intolerance found that work in this area is extremely decentralised, carried out by different agencies, municipalities and voluntary organisations, and that it is therefore essential to gather information, evaluate different activities and disseminate knowledge. The inquiry also pointed to the need for monitoring, gathering and spreading information on different methods and experiences of the work being carried out in this field. The inquiry found that work can be made more effective by gathering information on the initiatives more systematically, evaluating the initiatives and spreading knowledge about their effects to different actors. According to the inquiry, it is essential for one government agency to have a clear responsibility for this.

Certain agencies that have a specific mandate covering initiatives to combat racism also pointed out, as part of the *Samling mot rasism* initiative the need for better coordination between different parties. To improve the efficiency of this work, in the view of these agencies, there is a need to facilitate greater dissemination and greater exchange of knowledge, information and experience.

In SOU 2012:74 the inquiry stated that there is a need for school pupils to be made aware that Sweden has been guilty of abuse in the past, and therefore proposed that the Living History Forum be commissioned to provide information on xenophobia in Sweden's modern history. The enquiry also recognised the need to gain a better picture of how attitudes to xenophobia and other forms of intolerance develop and how work to combat xenophobia is progressing in schools.

The inquiry also highlighted the need for a special teacher training initiative focusing on human rights.

According to the inquiry, xenophobic attacks mainly target Islam and Muslims. The inquiry therefore considered that it was necessary to boost information in this area by giving the Living History Forum a long-term mandate to provide information about Islamophobia.

The inquiry further stated that a large number of hate crimes go unreported and that there was a need to improve the statistics on reports of hate crime and opportunities to follow up what happens to these in the legal process. The report also highlighted the importance of mobilising opposition to the rapidly growing amount of xenophobic propaganda online.

Status report and proposals from international monitoring bodies

The status report in this section is provided drawing on examples of recommendations and proposals made to Sweden by various international monitoring bodies.

The UN's Committee on the Elimination of Racial Discrimination, ECRI and WGEPAD have recommended that population statistics must cover more ethnic diversity indicators based on self-identification through the anonymous provision of data.

In its most recent monitoring of Sweden in 2013, the Committee on the Elimination of Racial Discrimination also urged Sweden to take necessary steps to promote tolerance, intercultural dialogue and respect for diversity and focus these measures on particular occupational groups.

The Committee on the Elimination of Racial Discrimination, like the UN's Human Rights Committee in its most recent monitoring report in 2016, has expressed concern regarding the continued occurrence of reports of agitation against a national or ethnic group, e.g. against Muslims, Afro-Swedes, Roma and Jews. The Committee on the Elimination of Racial Discrimination has also expressed concern over the re-

ported increase in agitation against a national or ethnic group in the media and online. In the light of this, both committees recommended that Sweden take action against hate crime, including agitation against a national or ethnic group, in the media and online.

The UN's Human Rights Committee has expressed concern at continued reports of agitation against a national or ethnic group and hate crime against Muslims, Afro-Swedes, Roma and Jews. The Committee has also expressed concern regarding what the Committee has noted in the form of an increase in incidents of religious intolerance, such as attacks on people who belong to religious minorities, e.g. Muslims and Jews, and their places of worship, and regarding the number of such cases that go unreported.

ECRI has urged Sweden to carry out supportive and awareness-raising initiatives to ensure that provisions regarding racism in criminal law are applied by all bodies in the legal system. The Committee has

also recommended that the agencies concerned expand their initiatives to raise the level of trust in the police among groups that suffer racism, similar forms of hostility and hate crime.

The UN's Committee on the Elimination of Racial Discrimination and the UN's Human Rights Committee have expressed concern regarding what the committees view as the limited efficiency of measures to combat hate crime and the reported discrepancy between the increasing number of police reports and the reduction in the number of preliminary investigations and convictions, particularly regarding agitation against a national or ethnic group. The Committee on the Elimination of Racial Discrimination has recommended that Sweden draw up a strategy to ensure supervision of the way the police and the prosecution service handle hate crime, increase the number of units and people specialised in hate crime across Sweden and adopt a definition of hate crime that is common to all legislation.

The Committee on the Elimination of Racial Discrimination has recommended that Sweden efficiently investigate and prosecute all hate crime and take effective measures to combat hate propaganda in the media and on the internet and, where appropriate, bring the perpetrators to justice irrespective of their official status. ECRI has also recommended that Sweden strengthen its initiatives in this area.

About the different forms of racism and similar forms of hostility in particular

As stated in the plan, it is important that work to combat racism, similar forms of hostility and hate crime is carried out on a broad front. At the same time, it is important to focus in particular on different forms of racism and similar forms of hostility. An overview of the situation regarding the different forms of racism and similar forms of hostility is provided below, drawing on different sources, e.g. reports, inquiries and the information gained during *Samling mot rasism*.

Afrophobia

Afrophobia was found in our society during the period of transatlantic slavery, and is still found in Sweden today. This has been described by actors such as the Delegation for Human Rights in Sweden in the publication *Slaveri nu och då – Rätten till frihet* (Slavery now and then – The right to freedom), produced in 2007 as part of the commemoration of the 200th anniversary of the abolition of transatlantic slavery. On various occasions, including in conjunction with a dialogue on Afrophobia within the remit of *Samling mot rasism*, representatives of Afro-Swedes have spoken of their exposure to racist bullying and harassment at school, discrimination in different areas of society and hate crime. They have asserted the need for steps to be taken against Afrophobic hate crime, that awareness-raising measures should be taken in partnership with representatives of Afro-Swedes, and that 9 October should be commemorated as the anniversary of the abolition of Sweden's participation in the transatlantic slave trade. Repre-



Aya Mohammed, at a panel debate as part of *Samling mot rasism* at the Swedish Forum for Human Rights in 2015.

representatives have also urged the establishment of a Commission against Afrophobia.

The UN's Working Group of Experts of People of African Descent (WGEPAD) visited Sweden in December 2014. The Working Group wrote a report on Sweden based on this visit, drawing conclusions and making recommendations. The report was published in September 2015 and describes problems and submits recommendations in line with those made by representatives of Afro-Swedes.

The report *Afrophobia – A research review of the situation of Afro-Swedes in contemporary Sweden* produced by the Multicultural Centre in 2014 states that Afro-Swedes are hugely affected by Afrophobia. It also shows that there is a lack of knowledge and awareness of the situation of Afro-Swedes.

Current hate crime statistics regarding Afrophobic hate crime were set out in the proceeding section.

Anti-Semitism

According to various agencies including the Living History Forum and the Swedish National Council for Crime Prevention, the exposure of Jews and Jewish communities to anti-Semitic acts mainly takes the form of threats, agitation against a national or ethnic group and defamation. Throughout history, the Jewish minority has been forced to endure widespread discrimination and persecution, in Sweden and in other countries. While attention is often paid to the Holocaust, contemporary expressions of anti-Semitism tend to be excused. According to representatives of Jewish organisations, Jews are exposed to threats and violence both from left-wing extremists and right-wing extremists, as well as Islamic extremists.

National and international reports have highlighted the issue of increased anti-Semitism in recent years in various ways. Experiences of vulnerability, threats and hate have increased among Jews in Sweden recently. In some cases this can

even result in people fleeing their home towns. The issues of the safety of Jews in Sweden and the need for measures to improve this have been raised by representatives of this group for many years.

Current hate crime statistics regarding anti-Semitic hate crime were set out in the proceeding section.

Anti-Gypsyism

Historical anti-Gypsyism, and systematic discrimination against Roma that has existed for centuries, which was documented in the Government's White Paper on abuses and rights violations against Roma in the twentieth century (Ds 2014:8) has had consequences in terms of the Roma community's trust in authorities and other representatives of society. Anti-Gypsyism in Swedish society and the abuse that has characterised Roma history over a long period combine to inhibit the opportunities of Roma to participate in society on equal terms and mean that many Roma continue to be a marginalised group in Swedish society. The White Paper

and other reports show that this has had far-reaching effects on Roma in the form of traumatic memories and poorer physical and mental health.

This picture is confirmed by the Commission against Anti-Gypsyism, whose final report *Kraftsamling mot antiziganism* (Concerted action against anti-Gypsyism) (SOU 2016:44) found that the situation of Roma in Sweden today remains serious. In reports and special initiatives, the Equality Ombudsman and the Living History Forum have shown that Roma in Sweden are a group that particularly suffers discrimination and hate crime in everyday life. Bodies within the UN and the Council of Europe also confirm widespread discrimination and anti-Gypsyism in Sweden. Several reports raise the issue that Roma women are particularly affected by the situation. Representatives of Roma organisations assert the need for initiatives, e.g. special education initiatives on anti-Gypsyism and on society's abuse of Roma throughout history, as described in the White Paper.

Current hate crime statistics regarding anti-Roma hate crime were set out in the proceeding section.

Islamophobia

According to representatives of Muslim organisations, stereotypes of Muslims and propaganda against Muslims are widespread on the internet and in social media, as has also been pointed out by international bodies. Islamophobia is partly directed against refugees from Muslim countries. Women wearing Muslim dress also state that everyday racism affects them in public places, such as in shops or on public transport where they are the victims of abuse and threats. Muslim communities are exposed to threats and their places of worship are vandalised. According to representatives of Muslim organisations, many Muslims in Sweden feel that they are collectively being blamed for Islamic terror threats.

In 2015 the Equality Ombudsman published a report on research into Islamophobia and discrimination

People are also sometimes forced to hide their identity and develop survival strategies in their daily lives in order to avoid harassment, threats and violence.

against Muslims. The report shows that Islamophobia is expressed in forms such as threats, violence, taunts, abuse in the media, poorer opportunities to gain employment, and harassment at school. When searching for work, people assumed to be Muslim received a lower response rate than those who were not assumed to be Muslim.

Organisations in which Muslims come together have proposed, among other things, that initiatives against Islamophobic hate crime must be stepped up, that awareness-raising initiatives concerning Islamophobia should be implemented and aimed at both the general public and at particular occupational groups, that Muslim representatives should be used as a resource in implementing these initiatives, that Srebrenica Memorial Day on 11 July should be commemorated as a reminder of the genocide of Muslims, and that special crisis groups should be set up as part of society's work on civil contingency planning.

Current hate crime statistics regarding Islamophobic hate crime were set out in the preceding section.

Racism against Sami

To understand the racism that many Sami bear witness to today, it is important to understand the historic racism that Sami as a group have experienced in Sweden. The Swedish State Institute for Racial Biology was founded in 1922 in Uppsala, charged with systematically conducting an inventory of the entire Swedish population. The Institute was particularly interested in surveying the Sami group, categorised as a “degenerate and less-developed race”. The same period saw the development of State Sami policy, which rested on the view that the reindeer-herding Sami population in particular were uncivilised. For this reason, a segregationist policy was designed, whereby the children of Sami reindeer herders were forced to attend separate schools and, during a certain period, were not allowed to live in ordinary homes.



Simon Wetterlund, at a dialogue meeting on racism against Sami people as part of Samling mot rasism in autumn 2015.

Many Sami in northern Sweden testify to racism at local level today. This can be expressed as bullying at school and threats of violence and abuse on social media. Individual Sami also attest that cruelty to reindeer is seen in northern Sweden, which they consider can be linked to a racist view of Sami. Many Sami, mainly young people, assert that Swedish society is largely unaware of Sami conditions. This situation also contributes towards documented poorer mental health among young Sami people.

Homophobia, biphobia and transphobia

Homosexual, bisexual, transgender and queer people (LGBTQ people) are a vulnerable group in society in many respects. It is true that society has become more open and that formal protection against discrimination has been strengthened. Despite this, homophobia, biphobia and transphobia affect LGBTQ people in different situations and in different areas. This has been demonstrated in reports by several government agencies.

Representatives of LGBTQ organisations state that LGBTQ people often face being rendered invisible, discriminated against, harassed, and subjected to violence and threats of violence. According to a new study carried out by the National Board of Health and Welfare, long-term and serious stress as a result of discrimination creates increased mental ill-health among LGBTQ people. According to the study, depression, psychoses and at-risk use of alcohol are more common. There is also an increased risk of suicide. The Swedish Agency for Youth and Civil Society has reported that young LGBTQ people find school an unsafe place. The agency also reported that young LGBTQ people tend, more than others, to be the victims of honour-related violence and oppression related to their parents', guardians' or other family members' intolerance linked to their sexual orientation, gender identity or gender expression. This is an expression of homophobia, biphobia and transphobia contributing to a more frequent incidence of

mental ill-health, suicidal thoughts and suicide among LGBTQ people.

Reports by the Swedish National Institute of Public Health show a clear picture of how widespread transphobia is in society. Transgender people state that they are the victims of discrimination and serious abuse in all areas of their lives – at work, at school, in shops, in contact with government agencies and in the health sector. Many feel unsafe on a daily basis and are afraid to go out alone. According to the report, as many as one in five have been the victims of violence due to their transgender identity and one in three have been the victims of mental abuse.

Current hate crime statistics regarding homophobic and transphobic hate crime were set out in the proceeding section.



3. Measures: Five strategic areas

On the basis of the status report and the proposals from civil and Government actors and from international monitoring bodies reported in part two, the Government has identified five strategic areas as being crucial to attaining the plan's objective. The Government has identified the main problems that exist in these strategic areas and the measures that should be taken in addition to those already in progress.

The strategic areas are:

- More knowledge, education and research
- Improved coordination and monitoring
- Civil society: greater support and more in-depth dialogue
- Strengthening preventive measures online
- A more active legal system

Strategic area: More knowledge, education and research



The Government considers that schools are a key institution in the long-term promotion of values that are founded on the equal value of all people and everyone's right to be treated as an individual on equal terms. Education gives people access to learning for their own personal development and paves the way for active participation in a democratic society. Education gives children and young people training in fundamental democratic values and human rights. Racist tendencies must be actively combated and tackled with information and open discussion. The inviolability of human life and the freedom and integrity of the individual are examples of values that are included in the value framework that the education system is to exemplify and convey. In this way, the school system plays an important role in promoting measures preventing racism and violent extremism.

With the aim of contributing towards an equal society characterised by respect for the equal value and equal rights of all people and

by promoting democracy, there is a need for education specifically about different forms of racism and hostility and about hate crime. There are several different forms of racism and similar hostility that can emerge from different sources and also be expressed in different ways. The Government also considers it important for relevant occupational groups to be aware of this. This concerns occupational groups that work on questions concerning racism or similar forms of hostility in their operations, or who in exercising their authority as an agency or in their public operations come into contact with people who are exposed to racism or similar forms of hostility. This may involve school staff, employment service employees, social workers and police employees.

The field of the arts incorporates institutions that are important sources of knowledge with the capacity for broad-based outreach work, capable of being important arenas for discussion and debate. According to the objectives of national culture

policy adopted by the Riksdag, culture is to be a dynamic, challenging and independent force based on freedom of expression.

The Government thinks it is important to draw attention to how different forms of racism have characterised Sweden and parts of our population throughout history, e.g. through special commemorative days. There is a need to commemorate particular memorial days on which we remember attacks on different national or ethnic groups and minorities. This kind of commemoration also offers appropriate opportunities to deepen the debate on how, today, we can move beyond the simplified assumptions and attitudes that still make racism possible.

Research also plays an important role in shedding light on racism. Research into these issues has been carried out for a long time now. To expand the field of research in this area, the Government considers that there is a need for the broad and multi-disciplinary re-

search programme on racism that has been launched, which is to develop knowledge and methods with a scientific foundation. Research to increase understanding of the background to racism, the development of racism over time and its consequences for people and societies needs to be strengthened, combined and form a basis for further development of this area of research that is of societal relevance. An even better picture of the situation regarding racism and similar forms of hostility in Sweden is needed.

Examples of current measures:

- The Living History Forum is carrying out an extensive education initiative on racism and similar forms of hostility past and present, which will run until 2017. The initiative covers Afrophobia, anti-Semitism, anti-Gypsyism, Islamophobia, homophobia and transphobia. The Forum is producing information material on all these different forms and school staffs are being given training in partnership with the Swedish National Agency for Edu-

cation within the remit of this initiative.

- The Swedish National Agency for Education is carrying out awareness-raising initiatives in schools on the topic of racism until 2017. The Agency is producing material for support on these issues and is carrying out in-service training for school staff on these issues in partnership with the Living History Forum.
- The National Agency for Education is producing and carrying out national school development programmes comprising various skills development and support initiatives geared towards education providers and schools. The initiatives cover ways and forms of working to develop initiatives on values in the school system. The values include actively combating racist tendencies and conveying and embedding respect for human rights and fundamental democratic values.
- The Swedish Agency for Youth and Civil Society is carrying out education initiatives on the basis of the *Öppna skolan!* (Open

In the view of the Government, it is essential to establish a coordination and monitoring structure in order to attain the Government's objective.

school!) material up to 2016. These initiatives are geared towards school staff and seek to create an open and inclusive environment for young LGBTQ people in schools.

- The Equality Ombudsman is carrying out awareness-raising initiatives on Afrophobia during 2016.
- The Swedish Research Council is allocating special funding each year from 2016 onwards to bolster research in the area of racism. This will enable a consistent research programme to be created which will gather and strengthen Swedish research in this field and have an international character.
- The Segerstedt Institute at the University of Gothenburg develops and disseminates knowledge and methods for reducing recruitment to violent ideologies and movements and to racist organisations. In 2016 the Institute is developing preventive work, particularly regarding young people who are in or on the margins of violent extremist environments. One particularly impor-

tant element in this area is efforts to prevent violent extremism in schools, including support for teachers, recreation leaders and social workers.

- The Living History Forum is actively promoting the commemoration of Holocaust Memorial Day on 27 January. The Forum also supports the commemoration of Roma Holocaust Memorial Day on 2 August. The Museum of Work has commemorated Holocaust Memorial Day with upper secondary schools for several years.
- In 2016 the Swedish Arts Council is carrying out awareness-raising initiatives on how different bodies that make art and culture available to the public can highlight norms and challenge negative stereotypes with the aim of helping to shape a more open society.

Planned measures:

- From autumn 2016 the Living History Forum will expand its educational initiative on racism past and present. This will partly involve carrying out education-

al initiatives on racism against Sami, and expanding the target group of the initiative. In addition to school staff, occupational groups such as employment office staff, social workers and police employees will also have an opportunity to participate in this training. The educational initiative on racism past and present will also be extended to 2019. In 2016 the Forum is reinforcing its regional outreach work in many places in Sweden and among people in different social groups.

- Within their ongoing mandate on racism, the Living History Forum and the Swedish National Agency for Education will jointly carry out commissioned training for school staff at a number of educational institutions from autumn 2016 onwards.
- The Swedish National Agency for Education has participated in the Council of Europe's *Teaching controversial issues* project, which seeks to develop professional development training and supporting material for teachers and educators on how to teach

controversial topics, such as racism, extremism and terrorism. Following this work, the Agency plans to publish material to support teachers in Swedish schools working with and tackling these issues in their teaching.

- The Swedish Agency for Youth and Civil Society will step up and extend its efforts to combat homophobia, transphobia and biphobia, drawing on the *Öppna skolan!* project until 2019.
- The Government intends to monitor how certain agencies in the field of the arts are working to draw attention to or support the commemoration of memorial days in line with this plan and their current mandates.
- In autumn 2016 the Swedish Research Council will launch a review of research into racism in the labour market. This will particularly address Afrophobia and Islamophobia.
- The Segerstedt Institute at the University of Gothenburg's mandate to develop preventive work in schools will be extended to 2018.

Strategic area: Improved coordination and monitoring

A number of actors are working on different issues concerning racism, similar forms of hostility and hate crime in Sweden today. However, this work lacks coordination, a monitoring system and joint reporting of the various initiatives.

In the view of the Government, it is essential to establish a coordination and monitoring structure in order to attain the Government's objective. There is a need for annual monitoring that clearly sets out developments in the area for both the Government and the Riksdag, capable of serving as a basis for decision-making on future measures. Monitoring is to pinpoint shortcomings as well as improvements. This will help to drive development. An agency will therefore be charged with coordinating and monitoring work within the remit of the plan. In the long term, in the Government's view, it may become relevant to make the job of coordinating and monitoring work in this area the permanent task of one agency. At the moment the Riksdag has not set an objective for work to combat

racism and similar forms of hostility. The Government will therefore consider the need for a particular objective for the long-term work of society in this area.

Racism contradicts the principle of the equal value of all people and ultimately poses a threat to all the fundamental values on which democracy rests. At its extremes, it can lead to violent extremism and terrorism affecting many people and large parts of society. However, there are shortcomings in the public sector's readiness to deal with crises caused by racism and extremism. The Government considers that there is a need to boost capacity to counteract, resist and handle emergency situations caused by racism and extremism.

All actors involved in working to combat racism, similar forms of hostility and hate crime need a solid foundation of knowledge enabling them to reach decisions on the right initiatives. General information on living conditions forms an important, and often necessary,

basis for shaping and following up Government policy. Sweden takes a restrictive view of statistics and data collection in relation to the national minorities, and the Government has no reason to re-evaluate this approach. However, it is important to show sensitivity to the circumstances and needs of different groups.

Examples of current measures:

- The Equality Ombudsman is surveying governmental and municipal agencies' initiatives against racism in 2016.
- The Equality Ombudsman is developing knowledge in the form of quantitative and qualitative information on how Afrophobia affects the access of Afro-Swedes to equal rights and opportunities.
- During its mandate period, the Government has so far increased appropriations for work to combat racism, similar forms of hostility and extremism by SEK 156 million. In the 2017 budget the Government has proposed a further increase of SEK 40 million.

Planned measures:

- The Living History Forum will be responsible for coordinating and monitoring work within the remit of this National plan to combat racism and hate crime during the period 2016–2019. The agency will regularly exchange experiences, knowledge and information, primarily with agencies working on these issues. Furthermore, the agency will gradually develop a monitoring system encompassing regular reporting based on the information the Forum receives from agencies affected as well as additional information, e.g. from attitude and experience surveys. Each year the Living History Forum will report to the Government on its mandate in a special report on developments in the area.
- From autumn 2016 onwards, Dalarna County Administrative Board will develop ways of working to combat social risks with a focus on racism and extremism, as part of the County Adminis-

trative Boards' work on civil contingency planning. The County Administrative Board will pass on the results of this work and submit proposals for any continued initiatives in the field.

- The Government will focus attention on what emerges in the inquiry on a stronger minority policy and in the Equality Ombudsman's work on Afrophobia regarding the need for more knowledge on the situation of particular groups.
- The Government will investigate the conditions and situation in society of transgender people.

Strategic area: Civil society: greater support and more in-depth dialogue

Civil society organisations are central actors when it comes to paving the way for a cohesive Sweden. These organisations possess extensive knowledge and great commitment regarding racism and similar forms of hostility and have many good ideas for measures. A number of projects are being run with the aim of producing and disseminating knowledge, mobilising and building capacity in work against racism or using various methods to influence and change attitudes, norms and structures in society.

The Government thinks that it is very important to conduct ongoing dialogues, e.g. in the form of consultations or focused discussions between the Government and civil society organisations on these issues. There is a need to broaden and deepen the Government's knowledge and perspective and help to create mutual understanding and trust – with respect for each other's roles. The dialogues must be characterised by responsibility and mutuality, address each other's con-

cerns and make the most of both sides' perspectives and expertise.

Grants previously awarded to civil society organisations in this area have had good results and impacts. Greater knowledge and the fact that the project's activities will continue once the funding has finished are among the effects that have been identified. The Government considers that there is a need for funding for projects to combat racism and similar forms of hostility run by organisations in civil society.

Examples of current measures:

- The Government continuously consults with Jewish, Roma and Sami representatives within the remit of minority policy. Issues of anti-Semitism, anti-Gypsyism and racism against Sami are discussed as part of this consultation.
- The Swedish Agency for Youth and Civil Society annually allocates funding under the Ordinance (2008:62) on Government grants to activities to combat

racism and similar forms of intolerance. Grants can be given to non-profit organisations and foundations that are not run by the State or local government and are allocated to activities that combat anti-Semitism, Islamophobia, Afrophobia, anti-Gypsyism and homophobia.

- The Commission for Government Support for Faith Communities (SST) is allocating funding to faith communities for safety measures at religious premises in 2016.
- The Government has also allocated funding to the National Interfaith Council of Sweden to expand interfaith cooperation in 2016.

Planned measures:

- From 2017 onwards, the Government will invite participants to attend an annual focused discussion on Afrophobia and Islamophobia, with the aim of facilitating and improving the efficiency of information gathering and other communication on these

issues between the Government and civil society organisations.

- The Living History Forum will invite actors able to convey experiences from groups exposed to different forms of racism and hostility to participate as a knowledge resource as far as possible, in conjunction with the implementation of new education initiatives on racism past and present.
- In 2016–2020 the Swedish Agency for Youth and Civil Society will increase its allocation of funding to promote activities specifically intended to combat Afrophobia, anti-Semitism, anti-Gypsyism, Islamophobia, racism against Sami, homophobia and transphobia.
- The Government will determine how work to combat anti-Gypsyism should continue, on the basis of the final report submitted by the Commission against Anti-Gypsyism in June 2016.

Strategic area: Strengthening preventive measures online

Different reports show that messages that express racism, similar forms of hostility and extremism and that previously were only asserted in extremist contexts are now spread on a daily basis in comment fields and in social media and thus have a greater impact today than before. Right-wing extremist groups use various internet fora, for example, to describe refugees in a racist way and agitate against them by portraying them as a threat to Swedish society.

Increased access to and use of the internet makes it even more important to increase media and information literacy. The internet makes it easy to publish and change information. Social media makes it easier to share information.

The Government considers that there is a need to improve protection against racism, similar forms of hostility and hate crime online. There should be dialogue with representatives of social media providers to make them take greater responsibility on these issues.

Examples of current measures:

- Up to and during 2016 the Swedish Media Council has run the No Hate Speech Movement campaign aimed at preventing racism, sexism and similar forms of hostility and protecting democracy against violent extremism. This initiative seeks to achieve its aims by boosting media and information literacy amongst children and young people.
- The Swedish Defence Research Agency is surveying and analysing violent extremist propaganda on the internet and via social media until 2018.

Planned measures:

- In 2016 and 2017 the Swedish Media Council will be surveying protection for children and young people on the internet regarding racism, similar forms of hostility, hate crime and extremism. The survey will cover the measures put in place by the public sector and civil society in this area and the self-regulatory steps taken by social media providers. The Council will pass on

the results of the survey to actors affected.

- In 2017 the Government will initiate dialogue between actors affected to discuss how racism, similar forms of hostility and hate crime can be prevented and combated, including on social media.
- The Swedish Media Council will continue the No Hate Speech Movement campaign until and during 2020.
- In 2017 the Government will present an action plan to prevent threats to democratic discourse.

Strategic area: A more active legal system

Hate crime is unacceptable in a democratic society. Besides the abuse to which the individual concerned is exposed, such crimes can lead to fear and insecurity among other people who belong to the same group. The legal system therefore places great emphasis on work to tackle and combat hate crime.

Many hate crimes never come to the knowledge of the legal system. This may be because the victim feels shame and does not want to admit that they were a victim. It may also be because the victim does not think they will be taken seriously when contacting the legal system. For many people, hate has unfortunately become part of everyday life and this can also lead to victims failing to come forward.

The Swedish Police Authority
Surveys show that many people who have been the victim of hate crime have low trust in the police service and its ability to investigate and bring perpetrators of hate crime to justice, which can affect

their willingness to report. When a person is attacked for what he or she is or appears to be, this tends to hit the person hard.

On 1 January 2015 the 21 police authorities, the National Police Board and the State Forensic Laboratory were merged to form a single agency, the Swedish Police Authority. The overall aim of the reform is to facilitate improved results and higher quality work, partly through clearer leadership and governance, greater uniformity, greater flexibility and more efficient use of resources.

The new agency offers a much greater opportunity to quickly mobilise resources between different geographical and topical areas of operation. A single agency also makes it easier to spread new or modified working methods and thus improve the impact of national strategies. The restructuring is also expected to create better conditions for cooperation between agencies at national level.

To further strengthen the Swedish Police Authority's work against hate crime, the National Police Commissioner has launched an initiative called "Fundamental rights and freedoms". One aim behind the initiative is to increase the proportion of solved crimes and perpetrators brought to justice, and to give employees greater awareness and understanding of the difficulties associated with hate crime in order to make it easier to identify a hate crime motive when a crime is committed, and accordingly to take a broader perspective through every step of the investigation.

Examples of current measures:

- In line with the National Police Commissioner's initiative, there are special hate crime groups in the three metropolitan regions. In addition to investigation, the designated groups are also to work with victim support, training, collaboration and other measures to create reassurance and trust. There must be a capacity to resolve these tasks in other regions too.
- The Swedish Police Authority intends to develop its crime prevention work by expanding contact and dialogue with vulnerable groups. At national level, in autumn 2015 a consultation forum was set up for representatives of groups vulnerable to hate crime. Collaboration with vulnerable groups also takes place at regional level, and locally with municipalities and local clubs and societies, through measures such as local collaborative agreements and pledges to citizens.
- Technological development has brought about positive changes for freedom of expression and democratic debate. However, this progress has also led to threats and other forms of personal abuse taking on a new guise. On 1 October 2015 the Swedish Police Authority established a national IT crime centre aimed at improving its capacity to secure evidence regarding IT-related crime.
- The Police Authority carries out internal and external training initiatives with the aim of raising the level of expertise in

hate crime and other crimes that threaten fundamental rights and freedoms.

Planned measures:

Within the remit of ongoing work, the Swedish Police Authority is to continue to work to:

- constantly take steps to build trust and reassurance,
- ensure that there are forums for internal and external exchanges of experience,
- be able to follow up reported hate crime and compile national status reports,
- ensure cooperation with the agencies concerned.

The Government will be carefully monitoring developments in this area. In line with its mandate under its appropriation directions for 2016, the Swedish Police Authority must set out the measures that have been taken as a result of the mandate to develop initiatives to combat hate crime. The reporting requirement includes setting out the effects the measures are judged to have led to or to lead to. Furthermore, the re-

Hate crime is unacceptable in a democratic society. Besides being abusive towards the individual concerned, it can lead to fear and insecurity among others in the same group.

port is to contain a description of how the Authority intends to continue developing initiatives to combat hate crime. The report is to be submitted by 1 March 2017 at the latest.

The Swedish Prosecution Authority

On 1 October 2014 the Swedish Prosecution Authority was reorganised with the establishment of seven geographical prosecution areas and one national prosecution department. One of the aims of the reorganisation was to create structures equivalent to those in the Swedish Police Authority's new organisation in order to improve the efficiency of investigation and prosecution of crime.

In 2015 the Swedish Prosecution Authority reviewed the prosecutors' processing of hate crime. The review covers 300 cases registered as hate crime in the Swedish National Council for Crime Prevention's statistics for 2013 and which had been processed by prosecutors in the Cåbra case registration sys-

tem. The result indicates difficulties compiling statistics on hate crime cases. According to the review, a quarter of the cases recorded as hate crime are not hate crime in the sense of criminal law. According to the Swedish Prosecution Authority, there are objective grounds to determine that these cases are not hate crime or there is a lack of information to support there being a discriminatory motive behind the acts reported. Furthermore, the review shows that the most commonly reported hate crimes are defamation, i.e. defamation, gross defamation or insulting behaviour. Respectful treatment in which the victim of crime is offered legal and other support, as well as the initial interview with the plaintiff being more precise and of higher quality, are cited as particularly important factors in improving the prosecution of hate crime.

Examples of current measures:

- Hate crime is a priority area for the Swedish Prosecution Authority and within the Authority, the development centre in Malmö

bears special responsibility for developing methods, monitoring and training in hate crime.

- The Swedish Prosecution Authority and the Swedish Police Authority work together partly by involving the other authority in ongoing work to develop methods and various training initiatives.
- The regulations of the Swedish Prosecution Authority state that prosecutors must take over leading the preliminary investigation into reported hate crime once there are reasonable grounds to suspect someone of the crime.
- Hate crime is addressed separately in the basic and further training of prosecutors.
- There is at least one designated prosecutor in each public prosecution office specialised in dealing with cases relating to hate crime. These prosecutors meet regularly and exchange experiences and discuss legal issues.

Planned measures:

Within the remit of ongoing work, the Swedish Prosecution Authority

is to continue to work to:

- produce a consistent procedure for processing hate crime,
- disseminate this information and put it into practice at all public prosecution offices.

Hate crime statistics

The Government sees it as vital that the information produced on hate crime is usable and forms a good basis for carrying out the relevant initiatives. Statistics on police reports with a hate crime motive have clear shortcomings, however, while also demanding a large amount of resources to produce. The statistics can give indications of how hate crime is noted in police reports and information on the events reported, but they do not provide a complete or entirely accurate picture of the hate crimes reported to the police. Nor is it possible to draw any conclusions from the statistics on the extent of hate crime in society, because not all hate crimes are reported and willingness to report can vary over time and between different groups.

The Government considers that the opportunities to obtain better and deeper knowledge of hate crime should be analysed. The starting point is that statistics on reported hate crime should continue to be produced. However, the Government considers that there is a need to review whether some of the resources currently being used to produce these statistics could be used in other ways to gain more in-depth knowledge of the extent and nature of hate crime, the needs of vulnerable individuals and groups, and the handling of hate crime within the legal system.

Examples of current measures:

- The Swedish National Council for Crime Prevention produces statistics on police reports with an identified hate crime motive and self-reported exposure to hate crime.

Planned measures:

- The Swedish National Council for Crime Prevention will arrange a seminar on hate crime

statistics and opportunities to develop them. The Government will then analyse and make decisions on any changes to the hate crime statistics with the aim of increasing knowledge about hate crime.

Consistent practical application of the term hate crime

In early 2015, the then National Police Board, the Swedish Prosecution Service and the Swedish National Council for Crime Prevention reported the results of their mandate to work towards the consistent practical application of the term hate crime within and between the agencies. The report found that a more consistent application of the term hate crime would provide better opportunities to identify, survey and prosecute hate crime. The agencies also state that consistent application would link hate crime statistics more firmly to operations and mean that they better reflected the understanding of the term hate crime among the crime investigation agencies.

In the report, the Swedish National Council for Crime Prevention highlights the fact that the common definition would remain open to interpretation even in the future and more extensive work is needed to attain consistent reporting of hate crime. The Government also sees a need for the agencies to continue to work towards a consistent practical application of the term hate crime between the agencies.

Planned measures:

- The Police Authority, the Swedish Prosecution Service and the Swedish National Council for Crime Prevention will continue to work towards the consistent practical application of the term hate crime, within and between the agencies.

Legislative work

Modern and strong protection for personal privacy in criminal law

Technological development and the growth of the internet have brought about positive changes for freedom of expression and democratic debate. However, this progress

has also led to threats and other forms of personal abuse taking on a new guise. In order to better combat threats and serious abuse, both on the internet and otherwise, the criminal law framework needs to be adapted to the form that these problems take today. In its report (SOU 2016:7), the inquiry into modern and strong protection provided by criminal law for individuals' personal privacy proposes that the protection provided by criminal law for personal privacy should be strengthened and modernised in several respects. The inquiry proposes that the penal provisions on unlawful threat and molestation be expanded and that the provisions on defamation and insulting behaviour be modernised. The inquiry also proposes that criminal liability under the Act on Responsibility for Electronic Bulletin Boards (1998:112) (the BBS Act) be expanded to also cover inter alia unlawful threats (i.e. that there should be an obligation to remove posts whose content clearly constitutes an unlawful threat). It is true that the proposals are not particularly focused on hate

crime. Nevertheless, the crimes covered by the inquiry's proposals frequently have racist and homophobic motives. Reinforcing the protection under criminal law for personal privacy in general therefore provides better opportunities to also combat hate crime.

Current measures:

- The report has been circulated for consultation. The Government is working to produce the legislative proposals needed to safeguard powerful and well-balanced protection of personal privacy.

The inquiry into legal protection for transgender persons under criminal law, etc.

In its report (SOU 2015:103), the inquiry on legal protection for transgender persons under criminal law, etc. proposes that protection for the group transgender persons and individual transgender persons is to be expanded. The inquiry proposes that the grounds gender identity and gender expression should be added to the provisions on agi-

tation against a national or ethnic group (The corresponding amendment is proposed in the Freedom of the Press Act's catalogue of offences.), unlawful discrimination and prosecution for insulting behaviour. Furthermore, the inquiry proposes that transgender persons are to be expressly covered by the rule of increasing the severity of the penalty in Chapter 29, Section 2, paragraph 7 of the Penal Code. The provision would thus contain, as an aggravating circumstance, the grounds that a motive for the crime was to aggrieve a person or a group of people by reason of their gender identity or gender expression. The Inquiry also proposes that the word "race" be replaced in legislation by other expressions and that the expression "transgender identity and expression" be replaced by "gender identity and gender expression".

Planned measures:

- The Government plans to submit a bill to the Riksdag in 2017.

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