Government Offices of Sweden

Memorandum

12 Annexes

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Ministry of Justice

Sweden’s ninth periodic report to the UN Committee against Torture

Introduction

Pursuant to Article 19 of the United Nations Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, Sweden hereby submits its ninth periodic report. The report covers legislative, administrative and other measures linked to the individual substantive provisions of the Convention taken during the reporting period. This presentation follows the list of issues adopted by the Committee at its eighty-first session (CAT/C/SWE/QPR/9).

Statistical material has been placed in annexes to this report.

Reply to the issues raised in paragraphs 2 and 9

A combined reply to the issues raised in paragraphs 2 and 9 is given below. As stated in Sweden's earlier reports from October 2013 (CAT/S/SWE/6–7) and December 2018 (CAT/C/SWE/8) and at the dialogue meetings in November 2014 and November 2021, it is the understanding of the Swedish Government that the Convention does not oblige a State Party to incorporate a specific provision on torture in its domestic legislation. The Convention's requirements are met by Swedish laws and regulations, including Swedish criminal legislation (see the account in the previous report).

The inquiry appointed to examine whether there is a need for a specific provision on torture in Swedish criminal legislation presented its findings in September 2015 in the ministerial memorandum *A specific provision on torture? [Ett särskilt tortyrbrott?]* (Ds 2015:42). In the memorandum it is proposed, inter alia, that torture be criminalised as a specific crime. It is also proposed that the crime be made subject to universal jurisdiction and exempt from the statute of limitations. The memorandum has been circulated for formal consultation. The matter is being considered by the Government Offices of Sweden.

On 1 January 2022, a legislative amendment was introduced entailing that Swedish courts have full jurisdiction over offences encompassed by the concept of torture under Article 1 of the Convention, even if the offence was committed outside Sweden (universal jurisdiction). Since this legislative amendment in 2022, there have been no cases in Swedish courts in which Sweden has exercised universal jurisdiction over offences referred to in Article 4 of the Convention. There are also no rulings from the current

reporting period in which the Convention or decisions of the Committee have been mentioned in court.

On 1 April 2025, comprehensive legislative amendments to the criminal law framework on the statute of limitations entered into force. Offences punishable by life imprisonment are now exempt from the statute of limitations. Furthermore, the statute of limitations for serious offences has been extended, which means that the statute of limitations for gross assault, which can constitute torture, has been extended from 10 to 15 years. Furthermore, prison sentences imposed are no longer subject to the statute of limitations.

Reply to the issues raised in paragraph 3

Right to legal counsel and information

In previous replies, Sweden has outlined the current rules on the right to legal counsel and rights at an early stage. The following can be added. If a defence counsel is required outside regular working hours, the legal system has an on-call service which assigns public defence counsels during the day at weekends. In some specific cases (for example, regarding young offenders), a public defence counsel can be assigned up until 12 midnight. If the suspect is convicted of an offence and has sufficient income, the suspect bears the cost of the public defence counsel. Otherwise, the state bears the cost.

As stated in previous reports, the right to information on rights is laid down by law, but to further safeguard this right in practice, there are regulations in the Prison and Probation Service's regulations and general advice on remand prisons (KVFS 2011:2) and in the Police Authority's manual and checklists. The design of the Police Authority's digital documentation system used in custody suite operations also helps ensure that this right is upheld.

Notification of relatives

In previous reports, Sweden has given a detailed account of the regulations concerning notifying relatives of persons deprived of their liberty. As a general rule, under Chapter 24, Section 21a of the Code of Judicial Procedure, relatives or other people particularly close to the person must be notified as soon as possible. In exceptional cases, the leader of the preliminary investigation can decide to postpone notification if this is

necessary so as to not significantly impede the investigation of the matter. As stated in the previous report, notifications regarding minors who have been deprived of their liberty are regulated in Section 5 of the Young Offenders (Special Provisions) Act (1964:167).

The obligation to notify under the Code of Judicial Procedure lies with the police in the first instance. In some cases, however, it may rest with the Prison and Probation Service, for example when a person arrested in absentia is apprehended and taken to a remand prison immediately. Section 3 of the Ordinance on Remand Prisons (2010:2011) also states that the Prison and Probation Service is responsible for ensuring that a detainee deprived of their liberty on grounds other than suspicion of a criminal offence is given the opportunity to inform relatives when admitted to a detention facility, unless there are special reasons not to do so.

To safeguard this right in practice, it is regulated in the Prison and Probation Service's regulations and general advice on remand prisons. Instructions are also provided in the Police Authority's manual and checklists, developed to safeguard the rights of detainees in police custody suites. The design of the Police Authority's digital documentation system used in custody suite operations also helps ensure that this right is upheld. Work is under way to update the Police Authority's manual for custody suite operations, which contains binding rules and guidelines for the work there, including clarification of the importance of notifying relatives and doing so promptly. These amendments are to enter into force by 1 June 2026 at the latest.

Medical examinations

Provisions on healthcare for detainees in prisons and remand prisons are contained in Chapter 9, Section 1 of the Prisons Act (2010:610) and Chapter 5, Section 1 of the Remand Prisons Act (2010:611). Detainees within the Prison and Probation Service have the same basic rights to healthcare as all other citizens in society, which applies to both physical and mental illness. The Prison and Probation Service provides outpatient primary care. This means that the Health and Medical Services Act (2017:30) and the Patient Safety Act (2010:659) apply.

Immediately on arrival at the prison or remand prison, prison staff must enquire about the detainee's state of health (Chapter 5, Section 1 KVFS). As stated in Sweden's previous report, if there is no need for examination by a

doctor on arrival, all incoming detainees are examined by a nurse no later than the first working day after arrival. The examination is based on a documentation template designed with consideration for the Convention against Torture. If a nurse considers that the detainee needs to be examined by a doctor, or if the detainee requests this, such a medical examination must take place. This right to an examination by a doctor is regulated in the Remand Prisons Act and, under the Preliminary Investigations Ordinance, a person arrested or remanded in custody must be informed in writing of this right to healthcare without delay. If no nurse is on duty on arrival, the duty officer is responsible for assessing whether contact should be made with the public healthcare service.

The staff of the Prison and Probation Service are subject to specific instructions (2023:5) safeguarding detainees' right to healthcare. A detainee in need of healthcare is cared for in accordance with a doctor's instructions and, if necessary, the public healthcare system is involved.

The manual for custody suite operations at the Police Authority states that all detainees who need healthcare must be examined by a doctor. A doctor must also be called if a detainee so requests and if such an examination is not obviously unnecessary. A detainee in need of healthcare must be treated according to the instructions given by a doctor.

The right to be brought promptly before a judge and have deprivation of liberty registered

Chapter 24 of the Code of Judicial Procedure states that if the prosecutor considers there are grounds for remanding the suspect in custody, the suspect may be arrested pending the court's examination of the issue of detention. Following a decision to arrest, the prosecutor must submit an application for a detention order to the district court without delay but no later than 12 noon on the third day following the decision. The remand hearing before the district court must be held no later than four days after the suspect was deprived of their liberty. The suspect is then examined by a judge. All decisions regarding deprivation of liberty are registered and all court orders regarding deprivation of liberty are public documents.

Information on detainees is registered in the client administration system (KVR) at the Prison and Probation Service. This register includes details of the detainee's arrival at the remand prison, their registration number, the

date and time of arrest and detention, and information on discharge. This is done under Ordinance (2018:1746) on the processing of personal data by the Prison and Probation Service within the scope of the Criminal Data Act.

Furthermore, Section 5 of the Ordinance on Remand Prisons states that a record must be kept for each detainee, documenting the enforcement of their sentence. The record must state who documented a particular piece of information and when this was done. This is carried out under the Prison and Probation Service Data Ordinance (2018:1236). Similar requirements and systems exist for detainees in police custody suites.

Reply to the issues raised in paragraph 4

The Swedish Institute for Human Rights was established on 1 January, 2022. Under the Act on the Institute for Human Rights (2021:642), the Institute shall monitor, investigate and report on how human rights are respected and realised in Sweden. The Institute shall also fulfil the functions of an independent national mechanism under Article 33(2) of the UN Convention on the Rights of Persons with Disabilities. In autumn 2024, the Swedish Institute for Human Rights was accredited with A-status to the Global Alliance of National Human Rights Institutions (GANHRI).

In its budget bill for 2025, the Swedish Government assesses that the Institute has a key role to play in meeting the objective of ensuring full respect for Sweden's international human rights commitments.

The Institute is financed by government funding and its budget is managed within the regular government budget process. Funding is determined by the Riksdag (Swedish Parliament). By law, within its remit, the Institute itself determines how it is organised and the detailed focus of its work. The funding covers the Institute's costs for staff and premises, among other things.

Reply to the issues raised in paragraph 5

Ten-year national strategy

Since 2016 there has been a national strategy in place for 2017–2026 to prevent and combat men's violence against women. The strategy has been operationalised in three action programmes. The 2021–2023 action programme included 99 measures focusing on issues including post-

separation vulnerability, violence in young people's partner relationships and online threats and abuse.

In June 2024, the Swedish Government adopted a new action programme containing 132 measures to prevent and combat violence against women, domestic violence, honour-based violence and oppression, and prostitution and human trafficking in 2024–2026. The programme highlights four areas of development that the Swedish Government believes should receive particular attention:

- A programme for leaving destructive relationships.
- A concerted effort to combat honour-based violence and oppression.
- Enhanced support for children and young people experiencing violence, including children taken abroad in honour-based contexts.
- Greater knowledge of digital dimensions of violence.

As part of the action programme, in 2024, the Swedish Government decided to task the Prison and Probation Service, the Police Authority, the National Board of Health and Welfare and the Prosecution Authority with consolidating operational cooperation to prevent and combat men's violence against women. In addition, the Police Authority has developed methods in its criminal investigation and crime prevention operations and introduced internal training programmes to enhance the skills of police employees when dealing with people suffering from mental illness in cases of crimes committed in domestic relationships.

The Swedish Government has submitted an in-depth follow-up on the work in this area to the Riksdag every two years since 2022, most recently in December 2024. In addition, work is under way to enhance governance in the long term. A new long-term strategy is currently being drafted at the Government Offices.

Statistics

See Annex 1 for overall statistics during the reporting period.

At present, offences can be tracked from report to prosecution, but not further along the legal system chain. From report to prosecution, statistics

for certain offences are broken down by age (child[1]/adult), sex of the injured party and relationship to the perpetrator. However, statistics on prosecutions are not categorised in this way. Preparatory work is under way to develop crime statistics, taking into account Sweden's commitments under international conventions. Some steps have already been taken, including the introduction in autumn 2022 of a new case management system in Swedish courts. The system enables digital judgments and means, among other things, greater traceability, with the aim of being able to follow the entire chain of the legal system, from report to judgment.

Legislation and other measures

On 1 January 2022, a number of legislative amendments on stricter penalties and stricter rules for restraining orders entered into force, including an increase in the minimum penalty for the offences concerning gross violations of integrity from nine months' to one year's imprisonment.

On 1 June 2022, honour-based oppression was introduced as a new offence in the Criminal Code. Honour-based oppression entails a stricter range of punishments for those who repeatedly commit certain criminal offences against a person with an honour-based motive, and where the offences were part of a repeated violation of the person's integrity and were likely to seriously harm the person's self-esteem. The penalty is imprisonment for a minimum of one and a maximum of six years.

On 1 August 2022, the provisions on rape and sexual assault and related offences committed against children were expanded to strengthen protection against serious sexual violations committed at a distance, e.g. via the internet. At the same time, the provisions on rape and rape of a child were made more neutral with regard to sex and sexual orientation. The provision on exploitation of a child for sexual posing was expanded to also cover behaviour in which the child was completely passive. New penalty provisions were also introduced on sexual molestation of a child, gross sexual molestation of a child and gross sexual molestation. Furthermore, the minimum penalty for rape and rape of a child was increased from two years' imprisonment to three, and for sexual assault and sexual assault of a child from the minimum custodial sentence (currently 14 days) to six months' imprisonment.

[1] In some cases, the statistics for children are broken down into smaller age ranges.

On 1 April 2024, a new regulatory framework for sheltered accommodation was introduced. The reform aims to improve protection and support for those in need of sheltered accommodation as a result of threats, violence or other abuse, and to strengthen the children's rights perspective for children accompanying a parent to such accommodation. This regulation includes enhanced protection for children from contact with a violent parent. It enables the social welfare committee to make decisions on concealing a child's whereabouts and restricting access, if deemed necessary. At the same time, a requirement for a permit from the Health and Social Care Inspectorate to provide sheltered accommodation has been introduced.

On 1 July 2025, protection under criminal law from sexual violations and gender-based hate crimes was strengthened. The legislative amendments include that a person who has sexual intercourse or engages in another sexual act with a child under 18 and takes undue advantage of the fact that the child has a reduced ability to protect their sexual integrity due to mental illness, disability or the perpetrator's authority, for example, can be convicted of rape of a child and sexual assault of a child. Furthermore, this regulation entails the designation of the offence of the purchase of sexual services being changed to the purchase of a sexual act, and the scope of the offence and that of procuring being expanded to also include acts performed at a distance, i.e. without physical contact. In addition, in the case of offences committed with a hate crime motive, gender can now also constitute grounds for stricter penalties.

On 1 July 2025, the Restraining Orders Act (1988:688) was also amended, with the aim of making it possible to issue restraining orders in more cases and enhance their function as a crime prevention measure. The current legislation is described in the next section below.

The Swedish Government intends to submit a bill to the Riksdag proposing a special penalty provision on psychological violence. The Government Offices are preparing a draft proposal which was circulated for formal consultation in spring 2025. According to the draft, it would be a criminal offence to repeatedly subject another person to violations in the form of insulting behaviour or undue threats, coercion or surveillance if, taken as a whole, this was likely to seriously damage the person's self-esteem. The proposed penalty is imprisonment for a maximum of four years.

Restraining orders

Under the Restraining Orders Act, a restraining order can be granted if there is a risk of a person committing a crime against, stalking, conducting undue surveillance of or otherwise seriously harassing another person. A restraining order may also be issued if there is a risk that a person may influence another person in order to prevent them from providing information to a court or law enforcement agency. Matters relating to restraining orders shall be examined by a public prosecutor, must be dealt with promptly and are raised at the request of the person whom the order is intended to protect, or when there is otherwise reason to do so. Every restraining order must be preceded by an assessment of proportionality.

An ordinary restraining order means that the person against whom the order is intended to apply (the subject of the order) is prohibited from visiting or otherwise contacting or following another person (the person protected). If it can be assumed that an ordinary restraining order is not sufficient, the restraining order may be expanded to include a prohibition on being present in one or more areas, including around the protected person's home or workplace (expanded restraining order). If the subject of the order has violated an expanded restraining order, or if, due to special circumstances, there is a substantial risk that the subject of the order will commit an offence involving a serious attack on the life or health of the person protected, for example, the subject of the order may be prohibited from being present in an even larger area (special expanded restraining order). An expanded restraining order and a special expanded restraining order may be combined with an electronic monitoring requirement.

A person who is not satisfied with a restraining order can ask the district court to review the matter. The prosecutor may remove or modify a restraining order due to changed circumstances, which must be preceded by a full review of the circumstances at the time of the decision. In consultation with the person protected, the police should decide well in advance before the expiry of a restraining order whether there are grounds for applying for an extension. Depending on the scope of the order, it may be extended by between two weeks and a maximum of one year at a time.

From 2021–2024, 10 316 restraining orders were issued, of which 4 093 were extended at the request of the person protected. In 2024, approximately 2 750 restraining orders were issued, an increase of ten per cent compared to

the previous year, and about a third of all restraining orders issued were reported to have been breached, a proportion that has remained largely unchanged in recent years, although the number of crimes reported has fluctuated. In the same year, the police reported more breaches of restraining orders to prosecutors than in any previous year. There is no data on the average duration of restraining orders.

Reply to the issues raised in paragraph 6

Statistics etc.

Overall statistics on human trafficking during the reporting period are presented in Annex 2. It also contains information on the five convictions for human trafficking handed down by Swedish courts of appeal during the period.

On 1 January 2023, the Swedish Government introduced a requirement for annual reporting on human trafficking, including its extent, in the Ordinance with Instructions for the Police Authority (2022:1718). According to the instructions, the Authority must also submit proposals on how human trafficking can be prevented and combated when it makes its report.

Legislation and other measures

In February 2025, the Swedish Government commissioned an inquiry chair to report by 8 December 2025 on how the amended EU Anti-Trafficking Directive[2] should be implemented in Swedish law. The amended directive includes expanded requirements for assistance and support for victims of human trafficking. Member States must also ensure that the intentional use of services provided by a victim of human trafficking constitutes a criminal offence.

In June 2025, the Swedish Government decided to commission the Police Authority and the Prosecution Authority to strengthen efforts to combat human trafficking and exploitation. These government agencies are tasked with expanding their capacity to investigate and prosecute these offences and to ensure that victims receive appropriate support and protection. The Police Authority must also boost outreach and preventive activities, both

[2] Directive (EU) 2024/1712 of the European Parliament and of the Council of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims

online and in person. A report on this matter is to be presented on 1 October 2026.

In January 2025, the Prosecution Authority issued a new legal guide aimed at providing comprehensive support for identifying human trafficking and exploitation. Within the scope of extensive inter-agency efforts to combat organised crime, commissioned by the Swedish Government and led by the Police Authority, initiatives are taking place in various industries, such as massage and berry picking, where human trafficking is common. The Police Authority also participates in EU-wide efforts against human trafficking within the scope of the European Multidisciplinary Platform Against Criminal Threats (EMPACT).

National action plan to combat prostitution and trafficking in human beings

The Swedish Government has taken a large number of measures to implement the previously reported action plan to combat prostitution and human trafficking. Examples of key initiatives include the Gender Equality Agency receiving increased resources to enhance national coordination between government agencies, municipalities and regions. Furthermore, a number of information and training initiatives have been carried out and the national support programme, including the voluntary return programme, has received more funding. Regular evaluations are carried out to assess the effectiveness of different initiatives and programmes. Furthermore, government agencies and organisations obtain feedback from victims and other stakeholders to identify the strengths and weaknesses of the initiatives. In addition, the Swedish Government has reinforced its international cooperation, particularly in the Baltic Sea region.

A new action plan to combat prostitution and human trafficking is currently being drafted at the Government Offices

Effective legal remedies, damages and support for victims of human trafficking

A general account of the possibilities for victims of crime to obtain damages is given under paragraph 24. As stated there, the right to damages was strengthened in 2022 through increases in compensation levels, and a government inquiry recently presented several proposals to improve the likelihood of actually receiving damages that are awarded (SOU 2025:23).

Legal assistance for victims of human trafficking

Under the Act on Counsel for Injured Parties (1988:609), when a preliminary investigation is initiated or reopened, a special counsel must be appointed for the injured party in cases concerning, inter alia, offences under Chapter 4 of the Criminal Code that may result in imprisonment (which include human trafficking), if it can be assumed, in view of the injured party's personal relationship with the suspect or other circumstances, that the injured party needs such counsel. The cost of counsel is borne by the state or by the defendant, but never by the injured party.

The principle of impunity for victims of human trafficking

There is no explicit provision in Swedish law on impunity for victims of human trafficking. On the other hand, prosecutors can decide to waive prosecution or to limit the preliminary investigation when victims of human trafficking are forced to commit offences of a less serious nature. This is stated in the Prosecutor-General's guidelines on limitation of preliminary investigations and waiver of prosecution.

Training

The Swedish Government's remit from June 2025 commissioning the Police Authority and the Prosecution Authority to enhance efforts to combat human trafficking and exploitation (see above) also instructs the government agencies to expand the authorities' staff knowledge in this field through skills development initiatives. Only prosecutors at the National Unit against International and Organised Crime process human trafficking cases and, in addition to induction training, they receive ongoing in-house training from subject matter experts. The most recent training session was held in March 2025. Furthermore, prosecutors take part in international training programmes held by agencies such as the European Union Agency for Law Enforcement Training (CEPOL) and the European Judicial Training Network (EJTN).

Residence permits and non-refoulement in relation to victims of human trafficking

The risk of being trafficked upon return to their country of origin may constitute grounds for granting an asylum seeker protected status as a refugee or as a person eligible for subsidiary protection, and for granting a residence permit on that basis. The Migration Agency has internal

procedures for identifying victims of human trafficking, and an individual assessment of the applicant's need for protection is made in each case.

In addition, a person who is the victim of a human trafficking offence that is being investigated in Sweden, or who for some other reason needs to be in Sweden in order for a preliminary investigation or main hearing regarding such an offence to be carried out, may be granted a temporary residence permit (Chapter 5, Section 15 of the Aliens Act).

Reply to the issues raised in paragraph 7

The statistics requested for the reporting period are presented in Annex 3.

Review etc.

A district court's expulsion order for criminal offences can be appealed to a court of appeal, whose decision can be appealed to the Supreme Court. There are no statistics on the number of appeals or their outcome.

In extradition proceedings in relation to countries outside the EU and the Nordic region, Sweden's highest judicial body, the Supreme Court, must make a non-refoulement assessment. The risk of torture constitutes grounds for an absolute prohibition on extradition under the Extradition for Criminal Offences Act. In similar proceedings in the EU and the Nordic region, a corresponding review is carried out by a court or, in cases where there is consent from the person sought, by a prosecutor. If there is a risk of torture, the request for surrender will be denied.

In the context of migration cases, as stated in Sweden's previous reports, the Geneva Convention and the UN Convention against Torture are safeguarded in Swedish law through the provisions on refugee status, persons eligible for subsidiary protection and impediments to enforcement in the Aliens Act (2005:716). Other government agencies tasked with enforcing a refusal of entry or expulsion order that become aware by any means that there may be impediments to enforcement are obliged to inform the Migration Agency (Chapter 12, Section 17 of the Aliens Act. This provision ensures that circumstances emerging late in the enforcement process can also be examined. Under amendments to the Aliens Act, introduced after the last report in 2018, refugees and persons eligible for subsidiary protection are granted temporary residence permits.

The vast majority of decisions by the Migration Agency concerning removal or rejection of an application for a residence permit can be appealed to a migration court. However, this does not apply to the Migration Agency's decision not to grant a residence permit following an examination of impediments to enforcement. Since the previous report in 2018, only certain special provisions on appeals have been added (see paragraph 18).

On suspensive effect

In certain cases, the Migration Agency's order of refusal of entry may be enforced before it has become final (Chapter 12, Section 6, second sentence, Section 7 and Section 8a of the Aliens Act). However, an order concerning an unaccompanied minor may never be enforced until at least one week after the date on which the child was informed of the decision.

An appeal to a migration court has suspensive effect in some cases. If the Migration Agency has decided to immediately enforce a refusal of entry order and this order is appealed, the order may not be enforced until the migration court that is to hear the appeal has decided whether the enforcement is to be suspended until further notice (suspension/stay of enforcement). A corresponding rule applies to an appeal against a decision by the Migration Agency not to grant a re-examination of impediments to enforcement), provided that the issue of re-examination has not been previously determined. If a general court has issued an expulsion order for an alien, the Migration Agency's decision on refusal of entry or expulsion may be enforced when the application for a residence permit has been refused or rejected by the Agency. An appeal to the migration court or to the Migration Court of Appeal does not have suspensive effect in this case, but the court may order a stay of enforcement if it considers there are grounds to do so.

An appeal to the Migration Court of Appeal against a judgment by the migration court concerning a removal order from the Migration Agency that may be enforced immediately, or that concerns an alien already subject to a final removal order, does not have suspensive effect. However, the Migration Court of Appeal may order a stay of enforcement on its own initiative or at a party's request.

Identification of torture victims

The Migration Agency has internal procedures for how employees are to assess whether an applicant belongs to a particularly vulnerable group and

whether the applicant has particular needs, which includes asylum seekers who have been subjected to torture. The assessment made is registered and documented using a special function in the case management support system.

The Migration Agency also offers its employees introductory training on issues such as migration, trauma and torture, and specific instructor-led training on torture injury investigations, which addresses the issue of identifying asylum seekers who have been subjected to torture. These issues are also included in special training programmes for asylum officers and policy makers on the evaluation of evidence in asylum cases, etc.

Reply to the issues raised in paragraph 8

During the reporting period, there have been no extradition or enforcement cases in which diplomatic guarantees have been cited. If extradition or enforcement is contrary to Article 3 of the European Convention on Human Rights, Section 7 of the Swedish Extradition for Criminal Offences Act (1957:668) or Chapter 12, Sections 1–3a of the Swedish Aliens Act (2005:716), this constitutes an impediment to extradition or enforcement under current Swedish law.

Reply to the issues raised in paragraph 10

In the previous report, Sweden described the conventions and agreements on legal assistance in criminal cases and in cooperation on extradition that are mainly applied between Sweden and other states. No new agreements were entered into during the reporting period. Under the agreements on mutual legal assistance in criminal cases, there is extensive international cooperation in which evidence is obtained regarding suspected offences committed abroad. However, it is not possible to say to what extent evidence transmitted in accordance with these agreements has then been used in prosecutions regarding torture offences since there are no statistics about this.

Reply to the issues raised in paragraph 11

It is a fundamental principle that a state's legal responsibility for protecting human rights applies to its own territory. Only in exceptional cases does it apply abroad, e.g. if the state's agencies there exercise actual control over the situation. In this particular case, there is no basis for Swedish government

agencies to be responsible for the situation in the camps and for the treatment of the individuals living in them.

Sweden has previously offered to help some of the women with presumed links to Sweden who are in camps in northeast Syria to leave, but they declined. At this stage, no further efforts are being made to bring them to Sweden. Since 2011, Sweden has had the strongest form of travel advisory for Syria, i.e. an advisory against all travel and a call to leave the country (the latter was removed in early 2025, with the rest of the advisory remaining in place). A great deal of personal responsibility falls on the adults who have chosen to travel to Syria despite this advisory.

The camps are controlled and administered by the Kurdish-led Syrian Democratic Forces (SDF). The SDF are part of the Global Coalition against Daesh, led by the United States and of which Sweden is a member.

Reply to the issues raised in paragraph 12

Swedish Police Authority

Basic police training contains course components on Sweden's commitments regarding human rights, including the content of the Convention against Torture. A continuous dialogue also takes place within the Police Authority on the key role of human rights in police work, particularly within the context of the core values established. Training for guards hired to guard detainees in police custody suites also covers human rights and freedoms, including discrimination regulations. It also includes elements regarding limits to the use of force and the criminal liability of employees for their behaviour in the course of duty.

Swedish Prison and Probation Service

All permanently employed prison officers who work with people deprived of their liberty complete an eight-week basic training course. The course provides participants with more in-depth knowledge of human rights, including through studies of how the Prison and Probation Service's regulatory framework relates to international declarations and conventions in this area. It also includes elements on the criminal liability of employees for their behaviour in the course of duty. All prison officers are also trained in self-defence and legal powers, an important part of which is respect for human rights and the limits on the use of force that apply. In addition, the

Prison and Probation Service offers several training courses in medical care to both medical and prison staff. These courses incorporate essential elements of the Convention against Torture and the Istanbul Protocol.

Swedish Coast Guard

The basic training course that all coast guards undergo addresses Sweden's obligations under international conventions on discrimination and human rights and freedoms, including the Convention against Torture. Special training sessions in human rights are organised for staff ahead of missions abroad, such as with the European Border and Coast Guard Agency, Frontex.

Swedish armed forces/military personnel

The armed Forces personnel posted in a combat setting undergo basic training in international humanitarian law as part of conscript or combatant training. The training also covers the prohibition of torture of people deprived of their liberty (prisoners of war). The basic officer training programme includes components that address these issues further. Military police and security guards receive specific training in their respective fields, including the humane treatment of people deprived of their liberty. International law is a part of the training provided before international missions.

The healthcare system

Teaching of human rights is a requirement for all healthcare programmes leading to a professional tertiary qualification. For example, the degree descriptions for psychologists and doctors state that they must demonstrate the ability to assess interventions, and promote health, with a holistic view of the patient, based on a scientific approach and with particular consideration of ethical principles and human rights.

Prosecutors and judges

The Prosecution Authority offers no specific training courses on torture injuries. Expertise in this field is instead available at the National Board of Forensic Medicine, to which prosecutors can turn in cases requiring answers to their questions in this area. The Prosecution Authority's war crimes prosecutor is collaborating with the National Board of Forensic Medicine on a project included in the Board's 2025 operational plan, which is about

developing the ability to identify and document torture injuries. There are no specific training courses for judges regarding torture injuries.

Swedish Migration Agency

The Migration Agency offers all employees at the Agency basic training courses, which include raising their skills level in their role as a civil servant and covering issues such as equal treatment. There are also a number of training courses aimed at enhancing the skills of migrant detention facility staff in the treatment of migrant detainees, including treating detainees humanely and respecting the dignity of the individual. In addition, there are specific training courses regarding return, including on issues of legal certainty in the process, focusing on coercive measures. There are also introductory courses on human rights, on migration, trauma and torture, and on torture injury investigations, as well as a special course on evaluating evidence in asylum cases.

Reply to the issues raised in paragraph 13

Since 1 September 2024, the Police Authority has had an interrogation manual that sets out a basic method to be used in all interrogations. The Authority's interrogation model is structured in line with the PEACE model of interrogation and includes cognitive interviewing methodology. Building rapport and allowing the suspect to give an uninterrupted account of events form the core of the model. To further foster legal certainty, the manual introduces a new requirement for all interrogations to be audio recorded, where possible. The manual is based on the Mendez Principles.

The Prison and Probation Service provides clear instructions on a recurring basis on the prohibition of torture and other cruel, inhuman or degrading treatment. It follows from Chapter 12, Section 2 of the Prison and Probation Service's regulations and general advice for prisons (KVFS 2011:1) that employees of the Service are prohibited from knowingly using false information, making promises or pretences of benefits, or using threats, coercion, exhaustion or other inappropriate measures when conducting interrogations. It is also stated that the person being interrogated must not be deprived of the right to normal meals or rest. The standardisation of and guidelines on how to conduct interrogations with persons deprived of their liberty largely correspond to the content of the Minnesota Protocol.

Reply to the issues raised in paragraph 14

Review of regulatory framework and instructions, etc.

The regulatory framework and procedures of both the Police Authority and the Prison and Probation Service are under continuous review and are amended as required, for example the manual for police custody suites (see paragraph 3 above). Some examples are given below.

The Police Authority's interrogation manual, based on the Mendez Principles, forms the basis for the police's investigative work and is reviewed regularly. In addition to the digital documentation system, a custody suite network consisting of representatives from all police regions, formed to jointly identify areas for improvement and remedy them, contributes to a legally certain supervision of detainees in custody suites. Work is also under way in the Police Authority to introduce national uniform self-inspection and supervision for custody suite operations in order to ensure compliance with regulations and legal certainty for persons deprived of their liberty.

The Prison and Probation Service's regulations and general advice on prisons (KVFS 2011:1) and remand prisons (KVFS 2011:2), as well as the Service's manuals, are reviewed when amendments are made to acts or ordinances, criticism is received from supervisory bodies or changes are made in case law regarding the issue. In addition, the Prison and Probation Service's manual on warnings, interruptions in sentences due to absconding and deferred conditional release (2015:1) is reviewed at least every 12 months.

At an overall level, both the Police Authority and the Prison and Probation Service are continuously scrutinised by the Parliamentary Ombudsman and the Office of the Chancellor of Justice; see paragraph 22 for more information.

Temporary enforcement of Swedish prison sentences in Estonia

On 18 June 2025, Sweden and Estonia signed an agreement on enforcing Swedish prison sentences in Estonia. The agreement is one of a number of measures to alleviate the current situation of severe overcrowding in Swedish prisons. The enforcement of Swedish sentences in Estonia will be a temporary measure. Enforcement will be initiated and concluded in Sweden, and no prisoners will be released in Estonia.

The agreement emphasises that the operations must be conducted with full respect for the obligations of both countries under international law, including those arising from the Convention against Torture. It also allows for announced and unannounced visits to the prison by international bodies.

The agreement regulates the right of lawyers, legal representatives and non-governmental organisations providing legal services to provide such services to inmates in the prison itself, or by audio and video transmission. It also regulates the rights of inmates to healthcare, including dental care and consultations with opticians. Inmates will be able to receive visitors at the prison. In addition, the Estonian prison service offers video calls with relatives to a greater extent than is the case in Sweden.

Only men over the age of 18 will be considered for placement in Estonia. They must not pose a high security risk or be in extensive need of somatic or psychiatric care. The Swedish Prison and Probation Service will take additional factors into account prior to placement. For example, if the inmate has children who are minors, the Service should consider whether placement in Estonia might be inappropriate.

The agreement must be approved by the parliaments of both countries. Together with the necessary bills, the agreement is scheduled to be submitted to the Riksdag in spring 2026.

Reply to the issues raised in paragraph 15

Annex 4 contains statistics from the Prison and Probation Service on capacity, the number of convicted persons and the average time on remand.

Segregation of different categories of detainees

The general rule under Chapter 2, Sections 2–3 of the Prisons Act (2010:610) and the Remand Prisons Act (2010:611) is that detainees of the opposite sex may not be placed together. Since 1 July 2025, placing a detainee with detainees of the opposite sex necessitates special grounds and other appropriate circumstances, such as being part of the same family.

Minors are normally separated from detainees over the age of 18. The Prisons Act and the Remand Prisons Act state that detainees who are minors may only be placed with others over the age of 18 if this can be deemed to be in their best interests. The Prison and Probation Service's manual for

placement in prisons (2012:8) contains instructions to ensure these regulations are applied.

The basic premise in Sweden is that convicted persons are placed in prisons and detainees in remand prisons. As regards the distinction between convicted persons with enforceable sentences and detainees, the Prisons Act states that the time on remand pending admission to a prison may not be longer than necessary and may not exceed seven days, unless there are special reasons. Even if there are special reasons, the period may not exceed thirty days. Due to the shortage of places in prisons, the Prison and Probation Service faces challenges in meeting these legal deadlines.

Measures taken to ensure that restrictions adopted are legal, necessary and proportionate

Where the prosecutor considers there is a need for restrictions – limiting the person's contact with the outside world to prevent the suspect from influencing witnesses and other individuals to be questioned, or from otherwise obstructing the investigation – the prosecutor requests the right to impose restrictions when submitting their application to the court for a detention order.

The court decides whether to authorise the prosecutor to impose restrictions in connection with the order to detain the suspect. Throughout the time the suspect is on remand, the prosecutor is obliged to continually review the necessity and proportionality of restrictions as the preliminary investigation progresses and circumstances change. If the detention or restrictions are no longer necessary, they must be lifted immediately. The district court re-examines the prosecutor's right to impose restrictions when the decision to detain the suspect is reviewed, usually every two weeks. Requests for exemptions from or easing of restrictions can be made to the prosecutor, who must decide within 24 hours whether these petitions can be granted. The assessment concerns whether there is a risk that easing restrictions would jeopardise the preliminary investigation. For this reason, visits and interviews in the presence of police investigators or Prison and Probation Service staff are often granted, allowing the suspect's restrictions to be eased without them having the opportunity to talk about the ongoing investigation. For the same reason, detention with another detainee is only granted after the prosecutor has investigated the person with whom the detainee will be detained.

Has new legislative regulation led to fewer restrictions?

As regards the number of detainees with restrictions during their time on remand, the number increased overall (on days 1, 30, 180 and 360 in 2024 compared with the previous year); see the table regarding the overall detainee population in Annex 4. Besides the new rules on time limits for pre-trial detention and the decision-making process for restrictions, many factors are likely to have affected overall time on remand and the use of restrictions. New legislation, with new classifications of offences and stricter penalties, can be assumed to have resulted in extended time on remand and more people being remanded in custody for more serious offences. Throughput times in other parts of the legal system, combined with individual events and general societal developments (e.g. a higher proportion of serious crimes and crimes with links to serious organised crime and international dimensions) are also likely to have had an impact on both time on remand and the use of restrictions.

Reply to the issues raised in paragraph 16

Depriving children of their liberty as a last resort

The Young Offenders (Special Provisions) Act (1964:167) states that a person who has not reached the age of 18 may only be arrested or remanded in custody if there are exceptional reasons. This provision means that children can only be detained in exceptional circumstances. The question of whether there are exceptional reasons for detention is assessed mainly on the basis of the age of the suspect and the seriousness of the offence. The strength of the specific grounds for detention is also important. Throughout the time on remand, an ongoing dialogue must be maintained with social services to determine whether the suspect can be offered adequate monitoring by being taken into the care of social services instead of being remanded in custody. A suspect who has not reached the age of 18 when the detention order is enforced may, as a general rule, be remanded in custody for a maximum of three months. The court may at the request of the prosecutor, and provided there are exceptional reasons, decide that this time limit can be exceeded.

In the case of penalties depriving a child of their liberty, exceptional reasons are required to sentence a person who has committed an offence prior to the age of 18 to imprisonment (Chapter 30, Section 5 of the Criminal Code). If the requirements for exceptional reasons are met, the sanction should nevertheless primarily be institutional youth care rather than imprisonment

(Chapter 32, Section 5 of the Criminal Code). The sanction of institutional youth care is enforced by the National Board of Institutional Care (SiS) and entails the convicted child or young person being placed in a special residential home for young people, where children taken into care for social reasons are also cared for. The Swedish Government intends to submit a bill to the Riksdag with a proposal to abolish the sanction of institutional youth care and instead sentence a person who has committed a serious offence before the age of 18 to imprisonment. Work on these proposals is under way in the Government Offices. The enforcement of prison sentences will be adapted to the fact that children have different needs and rights than adults. The reform will not alter the requirements for depriving a child of their liberty, i.e. exceptional reasons will still be required. Imprisonment for children must therefore only be considered as a last resort. In September 2023, the Swedish Government tasked the Prison and Probation Service with preparing to set up special units for the 15–17 age group. In September 2025 a draft proposal, proposing to lower the age of criminal responsibility to 13 for serious offences, was circulated for formal consultation. In light of this, the Prison and Probation Service has been given a supplementary remit to prepare the Service to also receive 13- and 14-year-olds. The final report on this matter must be submitted by 1 April 2026. The Swedish Government's intention is for the reform to abolish the sanction of institutional youth care to enter into force on 1 July 2026.

Placement of children deprived of their liberty, etc.

Children detained on suspicion of serious offences can be placed in one of the Prison and Probation Service's five youth units. As a result of the fact that the Service has had many child detainees over time, these children have also been placed in other remand prisons around Sweden due to issues regarding inappropriate groupings of detainees and a lack of places.

As institutional youth care is the primary sanction when it comes to depriving children of their liberty, very few children are sentenced to imprisonment today. On the rare occasions a person under 18 is sentenced to imprisonment, they are placed in one of the Prison and Probation Service's prisons. At present, only Täby Prison (security class 2) has a dedicated youth unit. The aim is that a person under 18 who is sentenced to imprisonment will be placed in Täby Prison. However, the offences for which children are convicted and for which a prison sentence is imposed are usually of such a serious nature that placement in a security class 2 prison is not appropriate

given the need for monitoring and control. They have therefore been placed in security class 1 prisons. Children may not be placed with detainees over the age of 18 unless this can be considered to be in their best interests (Chapter 2, Section 3 of the Prisons Act (2010:610)). SiS has separate units for children and young people in institutional youth care in six of its special residential homes for young people.

Annex 5 presents statistics on children admitted to remand prisons, prisons and special residential homes for young people (as far as enforcement of institutional youth care is concerned) during the reporting period. It also shows the number of places and the utilisation ratio. A small number of girls per year are sentenced to institutional youth care. There are no gender-disaggregated statistics due to the low number of girls sentenced.

Activities for children deprived of their liberty

In the case of a child who is detained or arrested and remanded in custody, as pointed out in previous reports, they are entitled to spend at least four hours each day with staff or another person (Chapter 2, Section 5a of the Remand Prisons Act (2010:611)). Furthermore, like all detainees, children must be provided, if possible, with suitable activities in the form of work or other comparable activities (Chapter 2, Section 6 of the Remand Prisons Act). A detainee must also be given the opportunity to spend at least one hour outdoors every day, unless there are exceptional reasons for not doing so (Chapter 2, Section 7 of the Remand Prisons Act). Children in remand prisons are prioritised when it comes to being offered activities and inter-personal contact. In Sweden, all children subject to compulsory education have both the right to tuition and the obligation to attend school. The Prison and Probation Service aims to ensure that children continue their studies while on remand and therefore, in consultation with the child, contacts the school in the child's home municipality. The school is responsible for tuition, while the Prison and Probation Service's teachers support the child in their studies and liaise with the school. Teachers and/or tutors from the Prison and Probation Service's adult education programme must urgently seek out detained children and young people, provide information on studies and attempt to motivate them to study. Paragraph 18 describes isolation-breaking measures for child detainees.

As mentioned above, very few children are sentenced to prison. They are subject to the Prisons Act's rules on the obligation to take part in occupation

(Chapter 3, Sections 1–2 of the Prisons Act). Occupation should generally be tailored to the needs and circumstances of the prisoner. In practice, where children are concerned, this means focusing on education. Just like in remand prisons, teachers and/or tutors from the Prison and Probation Service must urgently seek out these children, provide information on studies and attempt to motivate them to study. Children are also covered by the Prisons Act's rules on time outdoors, physical activity and recreational activities (Chapter 4, Sections 1–2 of the Prisons Act). Children in prisons, like any other prisoner, have a personal plan for their term of imprisonment. The plan identifies the child's risk of reoffending and their need for e.g. treatment.

Children sentenced to institutional youth care are cared for in special residential homes for young people run by SiS. There is a school in each of these residential homes, and education forms the basis of the care provided. The care and treatment provided in addition to this within the framework of institutional youth care corresponds to that offered to children and young people placed in the care system in general, but with a particular focus on interventions to prevent reoffending. The basis of all care in SiS's special residential homes for young people is to provide care and enable stabilisation in order to create the conditions for receiving more targeted treatment. This includes establishing safe and stable conditions around each individual with functioning daily routines, a normal circadian rhythm and nutritious food, as well as meeting healthcare needs. In recent years, the Swedish Government has decided several remits to ensure that children and young people cared for in SiS's special residential homes for young people have access to healthcare and dental care, and has appointed an inquiry to review how this access can be ensured. Reports on these matters will be presented in 2027 and 2028. The inquiry will submit its report in 2026.

SiS uses structured treatment activities to increase motivation for change and involvement in treatment, develop relationships with family and other close relationships, and promote physical, mental, sexual and social health. Residential homes are engaged in development work linked to providing meaningful activities in the spheres of art, culture and sport, often in collaboration with civil society and other local actors. Maintaining structure in daily life is an important part of the care provided and a success factor in terms of reducing threats and violence during the hours of the day when this is otherwise more prevalent.

As mentioned above, legislative work to abolish the sanction of institutional youth care is ongoing, and children will be sentenced to imprisonment instead. This also means that several adaptations to the provisions of the Prisons Act are required. Furthermore, the Prison and Probation Service must submit a final report to the Swedish Government by 1 April 2026 on how the Service has organised itself around its new task. The Prison and Probation Service must ensure that its activities are adapted to children and young people, which means that enforcement must take place under safe conditions with the right to care, treatment, education and other appropriate activities. The final report must state how the rights of the child are realised during enforcement in accordance with the Convention on the Rights of the Child. An investigator has also been tasked with proposing the necessary legislative amendments to ensure that the right to education of children and young people sentenced to imprisonment is upheld, while the Prison and Probation Service is enabled to conduct appropriate educational activities. A report on this matter will be submitted by 15 December 2025.

Measures to meet the particular needs of children and other groups

In the case of deprivation of liberty during a preliminary investigation, a prosecutor must always weigh the harm to the individual against the need to deprive an individual of their liberty in the interests of investigating and prosecuting offences. This assessment of proportionality must also encompass the harm that deprivation of liberty may cause to any other conflicting interest, such as negative effects on the suspect's family. The legislation imposes particularly strict requirements regarding deprivation of liberty in the form of detention for certain categories of people, such as women who have recently given birth, the elderly and the sick, who would be particularly severely affected by being deprived of their liberty. For these categories of suspects, detention may only be ordered if it is clear that adequate monitoring cannot be arranged in some other way. The prosecutor is obliged to reconsider the proportionality of the deprivation of liberty as soon as this is called for by a change in the status of the investigation, personal circumstances of the suspect or any other factor.

In the Prison and Probation Service's remand prisons and prisons, the children of detainees are sometimes allowed to accompany detainees while they are deprived of their liberty. Such a decision is preceded by a thorough investigation in close consultation with the relevant social services. In cases where this is authorised, enforcement is designed in such a way that the best

interests of the child are always taken into account, while the parent is given the opportunity to engage in meaningful activities and rehabilitative measures.

A detainee who is pregnant is placed according to the same procedures as other detainees. High standards are set for a nuanced and individualised assessment of proportionality for measures concerning pregnant detainees in remand prisons and prisons, for example in connection with transfers. Special care should be taken to avoid unnecessary delays in contacts with healthcare. Contact should e.g. promptly be made with a local midwifery clinic.

If a detainee suffering from mental illness needs care that cannot be provided in the prison or remand prison, nor in another prison or remand prison, the detainee may be transferred to a hospital. As mentioned in paragraph 3, a doctor decides on the care that the detainee needs. A client who needs urgent psychiatric care can thus be treated outside the prison or remand prison.

Each individual subject to a sanction enforced by the Prison and Probation Service has a plan for the measures to be implemented during enforcement. This means that the enforcement is adapted to the individual's circumstances and needs, including disabilities, for example by adapting staffing, choice of measure and implementation, group size and, as far as possible, the size and design of the premises. In the case of children and young people sentenced to institutional youth care, enforcement is adapted to the individual needs of each child or young person. They often come from socially vulnerable backgrounds and have complex problems. Many suffer from mental illness and have neuropsychiatric disabilities. The starting point for institutional care of young offenders is therefore that the vast majority of children and young people there have special needs that require adaptations. SiS adapts staffing, choice of method, approach, group size and the size and design of the premises to the individual's needs. SiS's operations generally have a high staff density to enable individually tailored care throughout the organisation.

Reply to the issues raised in paragraph 17

Paragraph 3 above provides details on access to healthcare for detainees.

If a detainee dies in a police custody suite, a preliminary investigation is usually opened. The Ordinance (2014:1106) on the Processing of Cases of Criminal Offences Committed by Police Employees and the Prosecution Authority's regulations and general advice (ÅFS 2014:16) state that such a case must initially be handled by the Special Investigation Department (SU) at the Police Authority, which must immediately forward the case to the Separate Public Prosecution Office. If a preliminary investigation is opened, the prosecutor must take several investigative measures, including the following: obtaining supervision records, obtaining information on who was on duty and who was responsible for supervision at the time, conducting a forensic investigation of the cell, obtaining a forensic pathologist statement and conducting interviews with staff.

In the event of a death on the Prison and Probation Service premises that has been confirmed by a doctor, the Service's security manual states that measures must be taken to preserve evidence in order to protect the scene of the death and any traces. Usually, an independent forensic investigation is carried out to establish the cause of death and rule out the possibility that a crime has been committed. Ordinance (2022:302) states that the Prison and Probation Service is obliged to file a police report when there are grounds for a forensic investigation. Furthermore, a report must be created in the Prison and Probation Service's internal incident reporting system (ISAP). Incidents must always be investigated. Prior to this investigation, a copy of the police investigation, the death certificate, the certificate stating the cause of death and, where appropriate, the report from the clinical autopsy or forensic examination are obtained.

Section 27 of the Ordinance on Prisons (2010:2010) and Section 17 of the Ordinance on Remand Prisons (2010:2011) state that a relative of the detainee must be informed if the detainee suffers a serious illness or major accident, or if the detainee dies. There are procedures in place for how this should be done. Relatives may be entitled to damages. If a prosecution is brought as a result of the death, damages can be claimed as part of the criminal proceedings. There is also an opportunity for relatives to obtain compensation from the state in other ways, such as by bringing a civil action or by requesting compensation from the Office of the Chancellor of Justice.

Annex 6 presents the cases registered as deaths related to police custody suites from 2018 until 2023. The table contains all cases of deaths related to

police custody suites, also including cases where a person has fallen ill in a custody suite, been taken to hospital and died there. In those cases where a preliminary investigation was opened, the preliminary investigation was closed. Only in one case (2022) has there been summary imposition of a fine for a false certification.

The number of deaths per year among the Prison and Probation Service's clients in prisons and remand prisons is relatively low. From 2018 to 2024, there were a total of 30 deaths in and outside remand prisons and 54 in and outside prisons; see Annex 6. Approximately half of the deaths in remand prisons from 2018 to 2024 were suicides. Other causes of death may be overdose or death from long-term illness.

Preventive measures, etc.

Both the Police Authority and the Prison and Probation Service are members of a national-level collaboration group for government agencies that coordinates suicide prevention work. Both government agencies will also take part in the work of the Public Health Agency and the National Board of Health and Welfare on coordinating, supporting and following up on the national strategy for mental health and suicide prevention.

As explained in the previous report, the Police Authority has standardised procedures for and maintains systematic statistics on incidents. The Police Authority's training programme for detention officers working in custody suites emphasises knowledge of suicide prevention.

In the event of a suspected death in a custody suite, remand prison or prison, staff shall take action and life-saving measures until healthcare personnel take over the life-saving work, or until death is confirmed by a doctor. The head of each area of operation is responsible for ensuring that staff working in custody suites, remand prisons or prisons are trained in life-saving measures such as first aid and cardiopulmonary resuscitation (CPR).

Reply to the issues raised in paragraph 18

Disciplinary measures

Prisons

It follows from Chapter 12, Section 1 of the Prisons Act (2010:610) that a detainee who violates the regulations and conditions that apply to the enforcement of a prison sentence may be given a warning. A warning should be issued to a detainee for, inter alia, escaping or liberation; violence or threats; harassment, in particular sexual harassment or harassment on grounds of ethnicity or disability; possession or use of drugs; refusal without valid reason to engage in a drug test or otherwise to be body searched or strip searched; repeated refusal to perform or participate in assigned activeities; possession of unauthorised telephone equipment; and failure to follow staff instructions. A warning is an indication that there may be special reasons not to grant conditional release, i.e. that conditional release may be postponed. Provisions in this regard are found in Chapter 26, Sections 6a and 7 of the Criminal Code.

Remand prisons

Warnings cannot be issued to detainees remanded in custody or those with custodial sentences serving part of their sentence in a remand prison. However, for the latter category, misbehaviour during the time in a remand prison can be used as a basis for assessment in cases of deferred conditional release in the same way as misbehaviour in prison.

Care for children in special residential homes for young people

There is no disciplinary rule system for children and young people placed in special residential homes for young people run by the National Board of Institutional Care (SiS). However, the Board is authorised to use special powers under the Act on the Enforcement of Institutional Youth Care (1999:603), the Care of Substance Abusers (Special Provisions) Act (1988:70) and the Care of Young Persons (Special Provisions) Act (1990:52). The special powers include the opportunity to order restrictions on the use of electronic communications services, isolation and restrictions on movement. These measures may not be used for disciplinary reasons. Rather, the use of the powers depends on risk assessments regarding order and safety and what is in the best interests of the child. In the event of incidents, such as an escape or threats and violence, SiS may adjust its assessment of the measures

necessary to maintain safety and security. In such cases, a child or young person may perceive a measure as disciplinary, even if the decision is based on a new risk assessment.

Migrant detention

There is no disciplinary system in migrant detention facilities. However, it is possible to isolate a migrant detainee within the migrant detention facility for security reasons, or to place a detained migrant in a remand prison. This is not a disciplinary measure, however, but instead aims to maintain the safety of migrant detainees and/or migrant detention facility staff.

Appeals and supervision

The Prison and Probation Service's decision to issue a warning may be appealed to a general administrative court, but only after it has been reassessed by the Prison and Probation Service (Chapter 14, Sections 1 and 2 of the Prisons Act). The same applies to the Prison and Probation Service's decisions on postponement of conditional release (Chapter 38, Sections 14 and 15 of the Criminal Code). In both cases, leave to appeal will be required for appeals to an administrative court of appeal.

Decisions made by SiS under the Act on the Enforcement of Institutional Youth Care, the Care of Young Persons (Special Provisions) Act and the Care of Substance Abusers (Special Provisions) Act may in certain special cases be appealed to a general administrative court. Leave to appeal is required in the case of an appeal to an administrative court of appeal regarding institutional youth care. The child or young person has the right to appeal any decision of a restrictive nature. The phrase "in special cases" aims to emphasise that general rules of order within the special residential home for young people may not be appealed.

The possibility to appeal the Migration Agency's decisions concerning the treatment or placement of aliens held in migrant detention facilities was expanded through legislative amendments in 2025, in a way that corresponds to the expanded mandate for the Agency's staff to carry out e.g. body searches (see below). The appeal is made to a migration court. The migration court's ruling in such cases in turn be appealed to the Migration Court of Appeal, provided that leave to appeal is granted.

As regards supervision of the Prison and Probation Service and SiS, see the reply under paragraph 22.

Measures to reduce de facto isolation among detainees

It follows from Chapter 2, Section 5 of the Remand Prisons Act (2010:611) that, as a general rule, a detainee must be given the opportunity to spend time with other detainees during the day (association).

The Prison and Probation Service's Regulations and General Advice on Remand Prisons (KVFS 2011:2) provides examples of different types of isolation-breaking measures relating to Chapter 2, Section 5 of the Remand Prions Act.

The Prison and Probation Service works actively on isolation-breaking measures for all detainees on a daily basis. In January 2022, the Service's manual on association and isolation in remand prisons (2018:13) was updated with definitions of the concepts of isolation and isolation-breaking measures, based on the Nelson Mandela Rules. For a detainee not to be considered isolated, the definitions require that they are offered the opportunity to spend a total of at least two hours per day in the company of others. Given the strain on premises and staff resources and the behaviour of detainees, this minimum level may be difficult to achieve, even if the Prison and Probation Service strives to do so (see below on challenges for the Service). The Service's own statistics show that in 2024, 76 per cent of detainees without restrictions received two or more hours of isolation-breaking measures. For those with restrictions, the figure was 34 per cent in 2024. Despite the major challenges faced by the Service, the major focus on ending child isolation has led to an overall improvement in all categories since 2022. The statistics are presented in Annex 7.

The detainee's need for isolation-breaking measures must be indicated in their detention plan. Furthermore, if the detainee is under 18 years of age, the detention plan must specify the measures to be taken in view of the special needs that a minor may have, e.g. contact with parents or other carers, education plan, leisure activities, other social contacts and other isolation-breaking measures.

A project is currently under way within the Prison and Probation Service that aims to develop digital system support to measure and follow up on the isolation-breaking measures.

Isolation-breaking measures for children in remand prisons

As previously reported, new regulations were introduced on 1 July 2021 that entitle anyone under the age of 18 who is detained or arrested and remanded in custody to spend at least four hours each day with staff or another person (Chapter 2, Section 5a of the Remand Prisons Act). In order to monitor compliance with the provision, the Prison and Probation Service documents on a daily basis the time spent with another person, or if the detainee has been offered the chance to do so. In order for such time to be documented and followed up, it must be considered meaningful, and the child must be physically present with another person. The Service endeavours to involve child detainees in isolation-breaking measures by engaging with them and providing support. Where detainees choose not to participate in activities, the Service follows up with initiatives motivating them to do so.

The Prison and Probation Service's statistics for 2022–2024 show that children received at least two hours of isolation-breaking measures to a significantly greater extent than adults. They also show that 57 per cent of the legal requirement was achieved in both 2023 and 2024. For children without restrictions, the results deteriorated in 2024. However, according to the statistics, most of the children, 93 per cent, were subject to restrictions. A large proportion of the children had at least three hours of contact with another person. The statistics are presented in Annex 7. These only cover children who accepted measures, as children are not obliged to take part in isolation-breaking measures.

The Prison and Probation Service faces major challenges in fully meeting the requirements of the law. A lack of places is an aggravating factor. The number of children in remand prisons continued to increase, to 103 on average in 2024 compared to 74 in 2023, and children now account for around three percent of the total number of detainees. Several visitor rooms and rooms for activities have had to be converted into living quarters, which also makes interaction with civil society more difficult.

In 2024, the Prison and Probation Service enhanced the content of its measures for child detainees, including by hiring more tutors to support

them in their studies. Ongoing support on issues of finances and debt has remained at the same level as in previous years, despite the increased number of detainees.

Rules on coercive measures etc.

Swedish Prison and Probation Service

There are no provisions specifically addressing the right of prison staff to use force. However, Prison and Probation Service staff are covered by the general provisions of the Criminal Code on legal powers (Chapter 24, Section 2 of the Criminal Code). These provisions allow force to be used under certain circumstances against persons deprived of their liberty, namely if they escape or resist by using force or by threats of force, or in any other way resist a person supervising them. The use of force under this provision must be justified in terms of preventing escape or maintaining order. Force may only be used when other means are insufficient to perform the task in question and when the use of force can be expected to lead to the intended result.

In addition, both the Prisons Act and the Remand Prisons Act contain provisions regulating certain types of control and coercive measures, such as body searches and strip searches (Chapter 8, Sections 3–7 of the Prison Act and Chapter 4, Sections 2–7 of the Remand Prisons Act) and the use of restraints (Chapter 8, Section 10 of the Prisons Act and Chapter 4, Section 10 of the Remand Prisons Act). The latter provisions state that a detainee may be placed in restraints in two situations. The first is when they are being moved inside or outside the prison or detention facility, if this is necessary for security reasons. The second is when the detainee is violent and restraints are absolutely necessary in order to safeguard their life or health or that of another person. In the latter case, a doctor should examine the detainee as soon as possible. It should be emphasised that a control or coercive measure, such as restraints, may only be used if it is proportionate to the purpose of the measure, and if a less intrusive measure is sufficient, it should be used (Chapter 1, Section 6, second paragraph of the Prisons Act and Chapter 1, Section 6, second paragraph of the Remand Prisons Act). If a detainee is placed in restraints, the measure must be documented (Section 24 of the Ordinance on Prisons (2010:2010) and Section 14 of the Ordinance on Remand Prisons (2010:2011)). The documentation must indicate the reasons for the measure, the type of restraints, when the detainee was placed

in restraints, when the restraints were removed, and whether the detainee was examined by a doctor. The Prison and Probation Service is not authorised to use forced medication.

On 28 August 2025, the Swedish Government commissioned an inquiry chair to review the Remand Prisons Act and the Prisons Act. The chair's remit includes reporting on how the Prison and Probation Service can be provided with better conditions for maintaining effective work on security and preventing reoffending. The remit states that it should be ensured that the regulations concerning the special control and coercive measures that the Prison and Probation Service is authorised to take, are clear and legally certain. The inquiry chair shall submit their final report by 28 December 2026.

Swedish National Board of Institutional Care

As with the Prison and Probation Service, there are no provisions specifically addressing the right of staff at the National Board of Institutional Care (SiS) to use force; instead, this is governed by the general provisions of the Criminal Code on legal powers outlined above. However, under certain circumstances, SiS is authorised to use certain special powers, such as body searches and superficial strip searches (see Section 15 of the Act on the Enforcement of Institutional Youth Care and Section 17 of the Care of Young Persons (Special Provisions) Act. SiS is not authorised to use restraints or forced medication. See under paragraph 20 for further details.

Swedish Migration Agency

On 1 August 2025, amendments to the Aliens Act (2005:716) came into force that aim to reinforce order and security at the Migration Agency's migrant detention facilities. The amendments include the Agency being assigned extended powers to use coercive and control measures. Body searches may be carried out in a larger number of situations and at a lower level of suspicion, e.g. if there are reasonable grounds to suspect that the person is carrying unauthorised objects. A new provision in Chapter 1, Section 8, second paragraph of the Aliens Act clarifies that coercive and control measures may only be used if they are necessary, appropriate and proportionate.

Migrant detention facility staff are not covered by legal powers under Chapter 24 of the Criminal Code. Force may only be used in exceptional

circumstances, such as in the event of an escape or a serious security risk, and, as explained above, it must be used in accordance with the principles of necessity and proportionality. Since the legislative amendments in 2025, guards are authorised to intervene in case of attempts to abscond under monitoring outside the migrant detention facility, if necessary in cooperation with the police. Migrant detention facility staff are not authorised to use restraints or forced medication.

Reply to the issues raised in paragraph 19

The basic rules on the use of force by the police are set out in the Police Act (1984:387). A prerequisite for the use of force is that other means are insufficient and that the force is justified given the circumstances.

The police's use of firearms is not specifically regulated by the Police Act, but by the Notice on the Use of Firearms by the Police (1969:84) (the Firearms Decree). For many years, the Firearms Decree has been criticised for being outdated, unclear and difficult to apply. In view of this, the Swedish Government has proposed a new act on the use of firearms by the police (Govt Bill 2024/25:186), which is to take effect as of 1 July 2026. These proposed statutory provisions are designed to take into account the UN's Basic Principles on the Use of Force and Firearms by Law Enforcement Officials.

The proposals authorise the police to use firearms to prevent acts of serious violence, to arrest a person or prevent them escaping, or to prevent particularly serious punishable offences or other serious threats to life or health. Use of firearms is only authorised where other means are insufficient and the use is justified. In assessing the latter, particular consideration must be given to the importance of achieving the purpose of the use, the graveness of the danger of the situation, and the extent to which the use would cause injury or risk of injury to the person or object against whom/which the firearm is used and to the surroundings. For example, it may be relevant to consider the police officer's ability to gain a picture of the overall situation and to plan and consider different courses of action, as well as circumstances linked to the original mission or to the person being targeted, such as the person having a severe disability or being very young.

Under the proposals, a police officer must always endeavour to ensure that the purpose of using a firearm is achieved with the least possible harm. If

there is time and doing so does not appear to be ill-advised or ineffective, before firing live ammunition, police officers must inform of their presence and warn that firearms may be used if their instructions are not followed, and fire warning shots. Furthermore, an intervention by a police officer must, as far as possible, be planned and carried out in such a way as to avoid the use of firearms and to minimise any harm resulting from their use. Where possible, a police officer should be given instructions prior to a mission in which firearms are likely to be used. A police officer who has not received such instructions should, if possible, contact their superior in charge of the operation for instructions on the mission and how to carry it out.

In addition, the law requires all use of firearms to be reported in writing. The Police Authority's use of devices to assist in exerting force is reported in a digital tool, making it easier to follow up on statistics. The contents of the new legislation will be implemented in the basic training of police officers and in their continuing professional development.

Reply to the issues raised in paragraph 20

Recommendations from the Committee on the Rights of Persons with Disabilities

The Agency for Participation has been tasked with informing the relevant government agencies, regions, municipalities, civil society and other relevant actors of the recommendations from the Committee on the Rights of Persons with Disabilities received in April 2024, and making them accessible. The Agency will also gather assessments from relevant stakeholders regarding what the recommendations may mean for each stakeholder based on the national context. The assignment is carried out in collaboration with relevant stakeholders and in dialogue with disability organizations. A final report is to be submitted by 15 February 2026.

General points of departure and prerequisites for forensic psychiatric care as a sanction

Under the Instrument of Government (which is one of Sweden's fundamental laws), courts of law, administrative authorities and others performing public administration functions shall pay regard in their work to the equality of all before the law and shall observe objectivity and impartiality (Chapter 1, Article 9, Instrument of Government).

If a person has committed an offence while impacted by a severe mental disorder, they must in the first instance be sentenced to a sanction other than imprisonment (Chapter 30, Section 6 of the Criminal Code). Chapter 31, Section 3 of the Criminal Code regulates in detail the conditions under which a court may hand over a person who has committed an offence and suffers from a severe mental disorder to forensic psychiatric care. It also regulates the conditions for ordering a special discharge assessment when handing a person over to forensic psychiatric care.

The Forensic Psychiatric Care Act (1991:1129) (LRV) regulates, inter alia, when a forensic psychiatric care sentence must end and when and under what conditions it may be extended or continued. The Act also contains rules on judicial proceedings as far as the relevant issues are concerned. (See Sections 12–14 and 16–16b of LRV). Section 2 states that the Health and Medical Services Act (2017:30) on the obligation of a region to offer healthcare also applies to forensic psychiatric care, including care for persons with disabilities.

Reconsideration and appeal of decisions on compulsory care and coercive measures

The Compulsory Psychiatric Care Act (1991:1128) (LPT) and the Forensic Psychiatric Care Act (LRV) contain provisions that guarantee both continuous review of and opportunities to appeal g decisions on compulsory care. A patient being cared for under LPT or LRV must be informed by the chief consultant of their right to appeal certain decisions, etc as soon as their condition permits. The chief consultant must also ensure that a patient is informed of their right to a support person as soon as the patient's condition permits. The two acts, LPT and LRV, must be displayed at the healthcare facility so they are clearly visible to patients.

An inquiry has reviewed the possibilities of appealing certain coercive measures under coercion legislation, which are currently not possible to appeal, such as medication without consent, which includes ECT treatment: *Good compulsory care – safety, security and legal certainty in compulsory psychiatric care and forensic psychiatric care [God tvångsvård – trygghet, säkerhet och rättssäkerhet i psykiatrisk tvångsvård och rättspsykiatrisk vård]* (SOU 2022:40). In its work, the inquiry has taken the disability perspective as one of its points of departure. Some of the inquiry's proposals are being considered further within the work of the delegation for a reform of society's initiatives for more coordinated,

needs-adapted and person-centred initiatives for people with co-morbidities in the form of addiction issues and mental illness. The inquiry shall submit its final report by 15 December 2027.

Measures taken to enhance and develop compulsory psychiatric care and forensic psychiatric care

The Swedish Government has taken several initiatives to enhance and develop compulsory psychiatric care and forensic psychiatric care. These include a new national strategy for mental health and suicide prevention for 2024–2034. The strategy particularly focuses on effective compulsory care and prevention. The Swedish Government has tasked 28 relevant government agencies with supporting the implementation of the strategy, including the Agency for Participation, the Prison and Probation Service, the Police Authority and the National Board of Institutional Care (SiS), and has also allocated SEK 1.6 billion to municipalities and regions for this purpose for 2025. In 2025, the Swedish Government also tasked the National Board of Health and Welfare with enhancing and developing compulsory psychiatric care and forensic psychiatric care. In addition, the Health and Social Care Inspectorate has been tasked with enhancing and developing supervision in the field of mental health and suicide prevention. Furthermore, the Swedish Government has decided on two ten-year national research initiatives in the field of mental health, one of which encompasses compulsory psychiatric care. In addition, the Agency for Health Technology Assessment and Assessment of Social Services has been commissioned to review the scientific support for alternative methods and approaches to coercive measures. All remits and initiatives are based on a clear disability perspective, in line with the UN Convention on the Rights of Persons with Disabilities, as well as the opinions and recommendations of international bodies monitoring compliance with human rights conventions.

On deinstitutionalisation and independent living measures

The Swedish Mental Health Care Reform came into force in 1995, with the aim of integrating people with mental disabilities into society and shift responsibility for social support from the regions to the municipalities. The reform abolished institutions and assigned municipalities the main responsibility for providing accommodation, support and coordination for these people. The measures are personalised and voluntary and can include support in the home and help with employment. The aim is to boost the individual's ability to participate in society and manage their daily lives.

Significant in this context is the Act concerning Support and Service for Persons with Certain Functional Impairments (1993:387) (LSS), which came into force in 1994. It aims to enable people with severe disabilities to live like everyone else. Measures under LSS include assisted living for adults. Also relevant in this context is the work on the Housing First model, which is part of the national homelessness strategy and targets people experiencing homelessness who have complex problems such as mental illness or substance addiction. The basic idea is that people experiencing homelessness should first be provided with permanent housing and then offered flexible and personalised support and treatment.

Measures to reduce coercive measures for children placed in the Swedish National Board of Institutional Care's special residential homes for young people

In 2024, the Swedish Government launched an inquiry to initiate a reform of the care of children and young people provided by the state to ensure secure, high-quality care. An important task for the inquiry chair is to propose measures to ensure that violence, violations and sexual assault do not occur, and that coercive measures are not taken without legal support. The final report on this matter is to be submitted next year.

How and when SiS may isolate children, young people and clients is set out in legislation and in SiS's internal regulations. In order to provide care safely and securely, staff may need to use special powers in some cases, provided they are deemed proportionate. These are measures that restrict freedom of movement and contacts with the outside world, or control what is brought into the institution, for example. Since 15 May 2024, SiS has been given greater powers to restrict young people's access to the internet, mobile phones and visits in order to prevent escape, drug use and further criminality.

For a child, young person or client to be isolated, they must be behaving violently or be under the influence of intoxicants to the extent that they are unable to obey rules. Since 15 December 2024, new rules on isolation during the daily rest period also apply. The legislative amendments mean that, under certain circumstances, SiS has the option to keep certain children and young people isolated during daily rest periods, if this is necessary for reasons of order or security or to prevent the child or young person from absconding from the residential home.

The Swedish Government has substantially increased SiS's appropriations in recent years to enable it to raise its skills and quality levels, including by providing better conditions for applying the special powers in a legally certain manner. The Swedish Government has tasked SiS with following up on the new special powers. The final report on this matter is to be submitted on 6 May 2026.

SiS continuously trains its staff in non-violent care and treatment methods. Since 2017, SiS has collaborated with Save the Children, which trains all those who work closely with clients in trauma-informed care. In order to deal with situations in which a client or young person inflicts violence on themselves or others, all staff attend a compulsory conflict management and physical intervention programme. In 2024, the basic training course has been enhanced to further emphasise the importance of safeguarding human rights throughout the organisation. Suspected official misconduct by a staff member is reported to the SiS Staff Accountability Board. Temporary measures may be required during the investigation of such matters, such as a transfer or leave of absence. The Board makes decisions on dismissal, termination of employment, legal action, suspension and disciplinary measures such as warnings and salary deductions.

As the table in Annex 8 shows, the number of cases received by the Staff Disciplinary Board has increased since 2021. This increase should be viewed in the light of an increase in the total number of cases received by SiS.

Reply to the issues raised in paragraph 21

The Migration Agency has internal guidelines stating that migrants should only be detained when no other measures are deemed sufficient, and for the shortest possible period. This corresponds to the provision in Chapter 1, Section 8 of the Aliens Act, which states that an alien's freedom must not be restricted more than is necessary in each individual case. In situations where detention of a migrant is not deemed necessary, a decision may instead be made to implement the less intrusive measure of supervision, which makes it possible to monitor presence without depriving the person of their liberty (Chapter 10, Section 6 of the Aliens Act). The Migration Agency can make decisions on migrant detention or supervision in cases where there is a risk that an alien will abscond from the enforcement process, commit a criminal offence, or in order to investigate the alien's identity or right to remain in the country. In February 2025, a government inquiry submitted a report to the

Swedish Government proposing amendments to the Aliens Act, including the introduction of more alternatives to migrant detention (SOU 2025:16). These proposals are currently being considered by the Government Offices.

All migrant detainees have the possibility to anonymously lodge complaints about their treatment during detention. They also have the possibility to lodge a complaint with the Parliamentary Ombudsman (see paragraph 22 for more details).

Statistics on the number of detained asylum seekers and undocumented migrants during the reporting period can be found in Annex 9.

Reply to the issues raised in paragraph 22

Parliamentary Ombudsmen

The Parliamentary Ombudsmen (JO) is a government agency under the Riksdag that regularly inspects how various government agencies, including the Police Authority, the Migration Agency, the Prison and Probation Service and the National Board of Institutional Care (SiS), carry out their work. The task of supervising public activities falls on the Parliamentary Ombudsmen, who are appointed by the Riksdag (Chapter 13, Article 6, Instrument of Government). The Parliamentary Ombudsmen are elected separately and are not subject to each other's supervision (Chapter 13, Sections 2–3, Swedish Riksdag Act and Section 16, Act with Instructions for the Parliamentary Ombudsmen (2023:499) (JO)).

JO's status as an independent body is and has been fundamental since the office was created. In June 2023, the Riksdag adopted amendments to the Swedish Riksdag Act and Instrument of Government to make JO more independent and to reinforce its constitutional position. Among other things, the legislative amendments extend the term of office of a newly elected Parliamentary Ombudsman and introduce a new decision-making and quorum rule for removing an Ombudsman who does not have the confidence of the Riksdag from office.

The main purpose of JO's activities is to promote legal certainty. In particular, JO must ensure that public activities do not infringe upon the fundamental rights and freedoms of citizens. JO's monitoring takes place on the basis of complaints from the public and on JO's own initiative. JO's

instruction states that even persons deprived of their liberty with restrictions on their right to send letters and other documents may send correspondence to JO. All government agencies and persons under JO's supervision have a constitutional obligation to provide information and statements at JO's request.

Since 1 July 2011, JO has also had a statutory mandate as a national visiting body under the Optional Protocol to the UN Convention against Torture (OPCAT). A specialised unit assists the Ombudsmen in regularly inspecting places where people are deprived of their liberty. An OPCAT visit is documented in a protocol or report, in which the Ombudsman can make statements and recommendations based on the observations made. The Ombudsman can also take the initiative to investigate a specific issue and make suggestions and comments to legislators on matters concerning the treatment and conditions of those deprived of their liberty. JO's instruction includes the right to make a statement in decisions on cases if, for example, measures taken by someone under the Ombudsman's supervision are unlawful or otherwise inappropriate. As a special prosecutor, JO may also prosecute an official who, by failing to perform their official duties or responsibilities, has committed a criminal offence other than one regarding freedom of the press or freedom of expression. In addition, JO may refer an official for disciplinary proceedings.

The inspection protocols and a selection of JO's decisions deemed to be of particular interest are published on JO's website. JO's annual reports to the Riksdag, which describe JO's activities on an annual basis, are also published there.

Office of the Chancellor of Justice

Like JO, the Office of the Chancellor of Justice (JK) is an agency that supervises government agencies and their officials to ensure that those who carry out public activities comply with legislation and other statutes and otherwise fulfil their obligations. Unlike JO, JK reports to the Swedish Government. Another difference compared to JO is that JK has a more comprehensive supervisory mandate primarily focused on detecting systematic errors in public operations.

JK is entitled to access documents held by government agencies under its supervision, and the government agencies are obliged to provide the

information and statements requested by JK. Unlike JO, JK does not carry out on-site inspections.

JK is also entitled to prosecute an official who has committed a criminal offence by failing to perform their official duties or responsibilities, or to report the matter to the person authorised to make decisions on disciplinary action.

Internal supervisory organisation of the Swedish Prison and Probation Service

The purpose of the Prison and Probation Service's internal supervision is to ensure that operations are conducted in accordance with legislation and governing documents. The Service's internal supervisory organisation carries out inspections of prisons, remand prisons, probation offices and transport offices, and scrutinises operations in various areas of expertise: the administration of justice, security, healthcare, etc. Inspections may be announced or unannounced. The supervisory section is independent of the Service's other operations, including being organisationally separate from the departments that set standards for the operations. In addition, the head of the supervisory organisation has a mandate to independently adopt the supervision reports. Findings from individual inspections are reported, and the recommendations made following supervision must be implemented. As a general rule, each area of operation and transport section is to be subject to supervision and an inspection visit over a three-year period.

Health and Social Care Inspectorate

The Health and Social Care Inspectorate (IVO) supervises social services, which also includes special residential homes for young people under the National Board of Institutional Care (SiS). IVO carries out inspections of all such residential homes every year.

Swedish National Board of Institutional Care's internal supervision and complaints functions

SiS has a central complaints function to which children, young people and clients, but also other parties such as social workers, parents etc. can submit complaints and comments if they do not wish to or are unable to submit complaints directly to a member of staff or a manager at the home. It is possible to file these complaints anonymously. Each complaint is assessed by a dedicated investigator from the complaints function who registers each

case and initiates case management. Children and young people are also given the opportunity to have one-to-one conversations with a special representative, who can provide support on issues in which the child or young person needs help and guidance.

SiS's internal supervisory function is tasked with ensuring that operations are conducted with legal certainty and are of high quality. The supervisory section has an autonomous and independent status in the organisation and reports directly to the head of agency. Supervision can for example take place by reviewing client records, conducting interviews with staff and residents, and carrying out inspection visits. Inspections must be carried out annually, but can also take the form of targeted supervision.

Reply to the issues raised in paragraph 23

The Special Investigation Department (SU) is an independent department within the Police Authority, separate from other police operations, which investigates suspected cases of criminal activity by police officers, prosecutors, judges, members of parliament and other senior officials. Sweden has provided a detailed account of SU's independence in previous reports and at dialogue hearings. That information is still relevant today.

Further assurance is provided that the investigations are conducted with a high level of legal certainty and integrity by the fact that, since 2023, SU's cases have been processed in a separate official register to which the rest of the Police Authority do not have access. Cases transferred from the Police Authority's register to SU are access controlled. SU's IT systems are separated from those of the rest of the Police Authority, including by means of firewalls and its own platforms. However, SU can obtain information from the Police Authority's various IT systems without the Authority's assistance, which is of great importance in terms of its ability to conduct criminal investigations effectively and protect the privacy of individuals. Furthermore, in 2025, SU has launched its own means of receiving reports, allowing those reporting cases of criminal activity to turn to SU directly without contacting the Police Authority's contact centre or a police station.

SU received nearly 8 000 cases in 2024, an increase of 20 per cent compared to the previous year. In recent years, the number of employees covered by SU's remit has increased, mainly due to growth in the number of staff at the Police Authority. In total, there are currently around 59 000 employees

covered by SU's remit. In total, reports of criminal activity involving police employees account for around 89 per cent of cases. Official misconduct is the most common category of offence at SU, accounting for 63 per cent of reports, followed by violent crime, which is the second most common category. The distribution across the different categories is even over time, with little change from year to year. In total, preliminary investigations were opened in around 15 per cent of cases received in 2024, a decrease compared to the previous year. Three per cent of SU's cases were reported to prosecutors, which in most cases lead to a prosecution.

In 2024, SU received 96 reports of injury, death and attempted suicide in custody suites. Of these, preliminary investigations were opened in 23 cases, with 15 concerning injuries in custody suites, seven concerning attempted suicide in custody suites and one concerning death in a custody suite. For all cases related to attempted suicides and deaths in custody suites, the preliminary investigations have been closed. Of the 15 cases related to injury in custody suites, one case is ongoing, one classified as assault has been reported to the prosecutor and the remaining 13 preliminary investigations have been closed. The convictions handed down during the reporting period were handed down in 2024 and relate to official misconduct and assault. See Annex 10 for information on the convictions, along with diagrams showing the number of suspected cases of official misconduct and assault received and adjudicated by the Separate Public Prosecution Office from 2021–2024.

Reply to the issues raised in paragraph 24

Financial compensation for victims of crime

Anyone who has been the victim of a crime is normally entitled to damages from the perpetrator under the Tort Liability Act (1972:207), including for the violation the crime entailed. If the perpetrator cannot be identified or cannot pay, and there is no insurance that covers the injuries, the victim may apply for compensation from the state under the Criminal Injuries Compensation Act (2014:322). A government agency, the Crime Victim Authority, is responsible for considering applications for this compensation.

The right of victims of crime to damages was strengthened in 2022 through legislative amendments to significantly increase the levels of compensation for violation, to which a victim is entitled. In addition, a government inquiry has recently presented several proposals to improve the victims' chances of

actually receiving awarded damages (SOU 2025:23). The proposals mean that, in most cases, the state will pay criminal injuries compensation directly to the victim, who will not personally be required to claim the damages awarded from the perpetrator.

There are no comprehensive statistics on damages claimed or awarded for offences that could constitute torture or other cruel, inhuman or degrading treatment or punishment. This section describes the outcome of certain cases involving violent crimes committed by police officers and other officials, human trafficking and exploitation, and certain extraordinary criminal cases arising from offences committed in other countries.

If an official commits an offence in the course of their duties, the official or their employer may be liable to pay damages. If the offence is intentional, the official themselves is typically liable. The judgments available show that in 2021–2024, the courts awarded compensation for violation due to intentional violent crimes committed by officials in at least ten cases. The minimum compensation was SEK 5 000 and the maximum SEK 105 500. The circumstances of the cases vary, but several involve limited violence beyond what was justified, in the context of a police intervention.

In the same period, the courts awarded damages to at least 13 victims of human trafficking or exploitation. The lowest amount awarded was SEK 15 000 and the highest SEK 500 000 (the median amount was SEK 80 000). The circumstances of the cases vary greatly, which explains the varying amounts.

In the period 2021–2024, the Crime Victim Authority awarded criminal injuries compensation for human trafficking or exploitation in at least 11 cases. The lowest amount paid was SEK 20 000 and the highest SEK 250 000. During the same period, the Authority rejected two applications for compensation. In one case, this was because there was insufficient evidence of the offence. In the other, the application was rejected because it was incomplete.

In at least two cases, a court awarded damages when adjudicating on the prosecution of certain international offences. One case dealt with offences committed in Iran in the 1980s. The charges were for gross violations of international law, including executions and torture and inhuman treatment, and murder. The court assessed several claims for damages on the basis of

the rules in force at the time the offences were committed and ordered damages to be awarded to the victims' relatives of SEK 40 000 each.

The second case concerned a prosecution for, *inter alia*, crimes against humanity through torture or other inhuman treatment under the Act on Criminal Responsibility for Genocide, Crimes Against Humanity and War Crimes (2014:406) (now the Act on Criminal Responsibility for Certain International Crimes). The offence i was constituted by the infliction of severe pain, injury or suffering, through torture or other inhuman treatment, on a person who is part of a group of civilians, as part of a widespread or systematic attack on the group. A woman was convicted of several serious offences against members of the Yazidi ethnic group in an area of Syria controlled by the Islamic State terrorist organisation. The court held that some of the offences could be characterised as torture and that, in any event, they constituted crimes against humanity through inhuman treatment. The woman was convicted of crimes against humanity, genocide and gross war crime. The injured parties were awarded damages of SEK 150 000 each.

Damages and other compensation from the state

The information provided in the previous report on the compensation available to victims of harm or injury caused by the behaviour of government agencies is still relevant. As stated in that report, the Office of the Chancellor of Justice decides on, *inter alia*, compensation in the event of deprivation of liberty and other coercive measures. For example, such compensation can be paid if an individual was remanded in custody and then acquitted. Compensation covers, among other things, suffering and loss of income. If an individual is dissatisfied with the decision, he or she may bring an action in court. From 2021–2024, the Office of the Chancellor of Justice decided on 9 390 such cases. Compensation was granted in full or in part in 8 158 cases, and a total of just over SEK 355 million has been paid out.

Care and rehabilitation for victims of torture

Information presented in the previous report on care and rehabilitation for a person who has, for example, been subjected to torture or some other impermissible treatment under the Convention against Torture being offered within the regular healthcare system, is still relevant today. The Swedish Government is allocating an additional SEK 50 million in 2025 to develop initiatives for asylum seekers and new arrivals. These include health promotion initiatives and psychiatric trauma care, including funds for civil

society organisations such as the Swedish Red Cross to develop treatment centres for people suffering from trauma due to war, torture and difficult experiences as refugees.

Reply to the issues raised in paragraph 25

Sweden has previously provided information regarding Article 15 and this information is still relevant today (CAT/C/SWE/5, paras. 47–53). Swedish criminal procedure is based on the principle of free examination of evidence, but contains a number of effective provisions and procedural safeguards to ensure that evidence obtained improperly, for instance contrary to the Convention against Torture, is not assigned any probative value. The court's evaluation of evidence is always set out in its judgment, which is public.

Reply to the issues raised in paragraph 26

Statistics and measures to improve statistics gathering

Hate crime statistics consist partly of offences reported to the police for which the National Council for Crime Prevention (Brå) has identified a hate crime motive, and partly of data on how such offences were managed by the legal system, i.e. offences for which a decision was made regarding processing the case. These statistics are presented every two years. In addition, Brå publishes in-depth statistical studies in this area.

The latest hate crime statistics on offences reported to the police concern 2022; see Table 1, Annex 11. They show that the number of police reports in which one or more hate crime motives could be identified totalled 2 695, and the total number of hate crime motives identified was 2 834. The latest report on hate crime cases processed is based on the police reports with identified hate crime motives registered in 2020; see Table 2 in Annex 11. This report is based on the decisions made in which a hate crime was deemed to be the principal offence in the police report. Brå will publish new hate crime statistics in December 2025.

As of 2020, Brå's hate crime statistics have been based on a new data sample, more specifically from a study of all police reports flagged as hate crimes, and cannot be directly compared with previous hate crime statistics. The new sample is expected to make it easier to follow up on decisions to process cases and evaluation of the police's initial management of reports flagged as hate crimes.

The Government's Action Plan to combat racism and hate crime

The Swedish Government decided on a new Action Plan to combat racism and hate crime on 12 December, 2024. Its overarching goal is a society free from racism, and it contains specific sub-objects linked to the focus areas Schools, the Judicial system, the Welfare system and public sector activities and Working Life. The Action Plan provides the basis for a comprehensive approach to combat all forms of racism, with a particular focus on certain specific forms: anti-Muslim racism, antisemitism, anti-Black racism, anti-gypsyism and racism against Sámi. The Action Plan primarily aims to create a structure for national efforts, but it should also enable the knowledge and tools developed to reach municipal and regional organisations so they can make use of them.

The Living History Forum has been tasked with coordinating and monitoring the work done under the Action Plan. This includes regularly sharing of experiences, knowledge and data, primarily between government agencies. It has also been tasked with producing a knowledge overview of the spread of antisemitism online and measures to counteract this spread, as well as conducting awareness-raising initiatives concerning various historical and contemporary forms of racism for school staff and other relevant public sector occupational groups. At the Prosecution Authority, the Action Plan is being implemented through initiatives including the Authority having a subject matter specialist in hate crimes whose work includes raising the level of awareness among operational prosecutors. This is achieved, for example, through networks and annual conferences, and by regularly updating the legal guidance.

Legislation

In 2020, the Swedish Government appointed an inquiry to investigate enhanced protection against discrimination in relation to certain public operations, including those of the police and customs officers. In its report *Better protection against discrimination [Ett utökat skydd mot diskriminering]* (SOU 2021:94), the inquiry proposed that the protection provided by the Discrimination Act in relation to such operations should be expanded to encompass action and failure to take action – not only treatment. The Swedish Government intends to draft a bill to expand protection against discrimination in the public sector.

On 1 July 2024, the criminal protection against hate propaganda on racist grounds was strengthened by legislative amendments clarifying and expanding the provision on agitation against a population group in the Criminal Code. The amendments mean, among other things, that individuals who are victims of agitation against a population group can be granted injured party status with the right to damages. Furthermore, the provision has been clarified to explicitly state that denial of the Holocaust and certain other international offences is a criminal offence. In addition, it is now clear from the wording of the act that the provision also covers incitement to violence. Corresponding legislative amendments are proposed to enter into force in the Swedish Freedom of the Press Act and the Fundamental Law on the Freedom of Expression on 1 January 2027.

Other measures

The law enforcement efforts of the Police Authority are of central importance in ensuring that more hate crimes are reported and solved. The ability to initially identify an offence as a hate crime is particularly important. The Government remit regarding hate crimes assigned to the Police Authority in 2021 (see account in the previous report) has provided a more solid foundation for identifying hate crimes at an early stage and for carrying out more legally certain assessments in cases. At the same time, the Authority sees a need to establish a review and case coordination function to address cases incorrectly flagged as hate crimes. The Authority has also identified a need to reform certain internal training programmes to focus on enhancing the ability to identify and highlight crimes motivated by hate, and to develop methodological support for investigative activities in 2024–2025.

In 2025, the Police Authority has also intensified its efforts to address IT-related crime, including hate crimes. Further expansion of the national resource is on the way, and decisions have been taken to set up regional IT crime centres in the seven police regions.

The work of the democracy and hate crime teams in the metropolitan regions and in the Police Authority's internal network for hate crimes, which Sweden has previously reported on, has continued to develop. The Authority now also has a mentoring network in which the democracy and hate crime teams provide training and support to the other police regions. One objective the Authority has formulated for its work is that all hate crimes should be investigated by a specialist with in-depth knowledge in the field.

Staff at the Police Authority's contact centre, who are responsible for drafting large numbers of police reports, along with staff in the democracy and hate crime teams, are to complete a new internal online training course on hate crimes. The Authority also provides employees with a one-week university-level training course each year on the root causes of racism, hate crimes and offences that threaten opportunities to freely form and express opinions.

Reply to the issues raised in paragraph 27

In Sweden, no unjustified surgery or treatments are performed on children with intersex variations.

In 2022, the National Board of Health and Welfare decided that intersex care was to become national highly specialised care. This care is provided at four units and entails that if differences in sex development are suspected during the first year of life, one such unit must be contacted for assessment, development of a care plan and possible further multidisciplinary management. This may include hormonal and genetic assessment, paediatric urological assessment such as cystoscopy, laparoscopy and biopsy, pathological examination and genetics of gonadal material, and sex hormone therapy.

Knowledge-based support is also available, with national recommendations on psychosocial support. Psychosocial care refers to the psychological, psychiatric and social support provided to those affected to prevent negative repercussions. Given the social vulnerability that can result from growing up and living with atypical genitalia, along with the greater risk of psychosocial and psychiatric problems, the ability of society to offer needs-based psychosocial support is considered to be of great importance.

Reply to the issues raised in paragraph 28

Legislation

The Terrorist Offences Act (2022:666) entered into force on 1 July 2022. The Act replaces three previous acts that regulated terrorist offences and other terrorism-related crimes. The Terrorist Offences Act essentially restructures and recasts the provisions of the three previous acts, with the aim of providing appropriate, effective and unambiguous rules. It also contains several significant amendments to the rules that previously applied.

On 1 June 2023, a new offence was introduced in the Terrorist Offences Act, that of participation in a terrorist organisation. The offence imposes specific criminal liability on anyone who take part in the activities of a terrorist organisation in a way that is liable to promote, strengthen or support that organisation. The maximum penalty is four years' imprisonment or, for a gross offence, between two and eight years' imprisonment. If the perpetrator was the leader of the terrorist organisation, the range of punishments is instead imprisonment for a fixed term of a minimum of two years and a maximum of 18 years, or life imprisonment. Attempts to commit the new offence were criminalised. At the same time, it became a criminal offence to finance participation in a terrorist organisation, to publicly provoke and recruit for the offence, and to travel abroad with the intention of committing the offence. In defining the scope of the offence, the interests of combating terrorism have been carefully weighed against the fundamental rights and freedoms affected by each provision. The scope of the provisions is well defined, and the extent of criminalisation has been carefully considered. The restrictions on fundamental rights and freedoms that the legislation entails are compatible with both the Swedish Constitution and international commitments in this area. As stated in the previous report, a person suspected or accused of a terrorism offence has the same procedural rights as other suspects and accused persons in criminal proceedings. In the case of covert coercive measures, public counsels protect the interests of the individual. Furthermore, the Swedish Commission on Security and Integrity Protection supervises how government agencies handle covert coercive measures, and there are clear regulations regarding how surplus information may be used.

On 1 July 2022, an earlier act from 1991 was replaced by the Act on Special Control of Certain Aliens (2022:700) (LSU). The Act contains provisions enabling the expulsion of aliens who pose the most serious threats to Sweden's security. It also provides scope for control in cases where it is not possible to enforce the expulsion. The purpose of the new act is to achieve more appropriate, effective and clear regulation that is, at the same time, consistent with well-functioning protection of rights and freedoms. The restrictions on fundamental rights and freedoms that the legislation entails are compatible with both the Swedish Constitution and international commitments in this area. The Act includes an explicit and general proportionality provision that applies to all measures taken under the Act.

Under LSU, the Security Service (Säpo) can apply to the Migration Agency for the expulsion of an alien who is likely to commit or otherwise participate in an offence under the Terrorist Offences Act, or who may pose a serious threat to Sweden's security. The Migration Agency decides on the case after an oral hearing. The Agency's decision can be appealed to the Swedish Government, which has the final say on the matter. However, the appeal is initially submitted to the Migration Court of Appeal, which holds an oral hearing in the case and then submits it to the Swedish Government with its own statement. If the court finds that there are impediments to enforcement, the Swedish Government is bound by this assessment. The alien is represented by a public counsel in the proceedings.

If it has been decided that an alien is to be expelled under LSU but there are impediments to enforcement, the deciding government agency must order that the order may not be enforced until further notice (suspension) or grant the alien a temporary residence permit. Upon application, Säpo may be authorised to use certain coercive measures or covert coercive measures if an expulsion order under LSU cannot be enforced until further notice. Decisions on coercive measures can be appealed and have a limited period of validity. Introducing an opportunity for aliens to have enforced expulsion orders revoked in certain cases also results in greater legal certainty.

For issues concerning counter-terrorism, see the previous report.

Training

The Center for Preventing Violent Extremism (CVE) at the National Council for Crime Prevention, as a national knowledge centre, is tasked with raising the level of knowledge on how ideologically motivated crime and terrorism can be prevented. In recent years, school safety issues have increased in scope and in 2024, CVE, together with government agencies including the Police Authority, the National Agency for Education and the Civil Contingencies Agency carried out several measures on this theme, including conferences, lectures and exchanges with other actors. A training day on antisemitism, basic training in methodological support for the police, and basic training in methodological support for social services were also held in 2024.

Statistics

Since December 2021, 11 people have been convicted for participation in a terrorist organisation or other crimes related to terrorism. The judgments are presented in Annex 12.

Preventive action against violent extremism

In 2024, the Swedish Government adopted a new national strategy against violent extremism and terrorism. The strategy, which is intended to support the work of government agencies, regions and municipalities, is divided into four areas: prevent, avert, protect and manage. Key elements of the strategy include the need for cooperation at international, national, regional and local levels, and the need to integrate the online dimension into the work.

Several strategic actions have been taken to develop this work. For example, in July 2023, the Swedish Government tasked Säpo and 14 other government agencies with developing and intensifying counter-terrorism efforts within the Counter-Terrorism Cooperative Council in order to boost Sweden's security. This has included developing cooperation between the Police Authority and Säpo in relation to leading criminally active individuals in violent extremist environments. The Cooperative Council currently comprises a total of 17 government agencies.

At the same time, the Police Authority has continued to adapt its protection of the public in response to changes in the threat scenario, prompted by serious violent crimes linked to organised crime and the situation in the Middle East, for example. Furthermore, the Police Authority, as the competent authority in Sweden in terms of managing cases under the EU Regulation on terrorist content online, has stepped up its efforts to remove illegal, often violent, content in accordance with the legislation.

Prevention is a high priority, and the Center for Preventing Violent Extremism at the National Council for Crime Prevention coordinates several government agencies in implementing various measures and supporting municipalities and professionals in their work. For some years now, the focus of this work has been on reducing the risk of children and young people being radicalised into violent extremism and terrorism, and on boosting resilience to disinformation and propaganda. This work continues.

Reply to the issues raised in paragraph 29

Sweden signed the International Convention for the Protection of All Persons from Enforced Disappearance in 2007. Before ratifying the Convention, further analysis of possible legislative amendments is required. However, Sweden considers that its legislation essentially fulfils the requirements of the Convention.

Reply to the issues raised in paragraph 30

Both Uppsala University's educational remit since 2014, to educate public administration personnel in human rights, and the national human rights strategy adopted by the Swedish Government in 2016, which was presented in the previous report, still apply. An evaluation of the training programmes conducted by Uppsala University in February 2025 shows that the programmes are still perceived as being current and relevant to the participants' professional practice. The Agency for Public Management has now been tasked with monitoring and analysing the Swedish Government's national strategy for human rights, including its appropriateness and efficiency. It will also make proposals for how to make the structure more coherent. The Agency for Public Management shall submit a final report on this matter by 20 October 2026.