



REPORT ON MEASURES TO COMBAT DISCRIMINATION
Directives 2000/43/EC and 2000/78/EC

COUNTRY REPORT 2008

SWEDEN

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State of affairs up to 10 January 2009

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¹ This report was originally made by Ann Numhauser-Henning and it has been updated by Per Norberg from 2007.



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INTRODUCTION

0.1 The national legal system

Explain briefly the key aspects of the national legal system that are essential to understanding the legal framework on discrimination. For example, in federal systems, it would be necessary to outline how legal competence for anti-discrimination law is distributed between different levels of government.

Swedish legislation is based on a strong domestic tradition of Germanic law, but it has also been influenced by foreign law. An important difference in relation to the majority of continental legal systems is that Sweden has abstained from large-scale codifications along the lines of the Bürgerliches Gesetzbuch in Germany. In comparison with Anglo-American law, a major difference is that Swedish law is based to a considerably greater extent on written law, while case law plays a smaller, though important role. Thus the Swedish legal system, both by virtue of its systematic structure and its contents, may be said to be somewhere between the Continental European and Anglo-American systems.

Power to enact laws is vested in the Swedish Parliament (the Riksdag), which consists of a single chamber with 349 members. The Government, however, has the power to issue decrees concerning less important matters. To some extent this power stems directly from the Instrument of Government (one out of four Swedish constitutional laws, see further Sec. 1 below). But the Government can also be granted power to issue decrees by means of acts of law passed by the Riksdag. Legal instruments relating to the personal status of private subjects or the personal and economical relations between private subjects – that is matters of civil law – fall under the exclusive competence of the Parliament and must thus be regulated by law.² Employment legislation falls under this category. Neither local nor regional authorities have any legislative powers in this field.

As regards employment/labour law generally – so far, at the centre of non-discrimination legislation – legislation is scattered over a number of different acts, the two most important being the 1982 Employment Protection Act³ and the 1976 Codetermination at the Workplace Act⁴. The former contains rules on the hiring of employees, including modes-of-employment, as well as rules regarding dismissals. The latter includes the central rules on collective labour law. Other important laws are the Trade Union Representatives Act⁵, the Working Hours Act⁶, the Working Environment Act⁷, the Annual Leave Act⁸ and the Parental Leave Act⁹. The non-discrimination legislation consists of the Discrimination Act (2008:567) and some rules in the Penal Code (1962:700).

² Art. 2 of Ch. 8, Instrument of Government

³ Lag (1982:80) om anställningsskydd.

⁴ Lag (1976:580) om medbestämmande i arbetslivet.

⁵ Lag (1974:358) om facklig förtroendemanns ställning på arbetsplatsen.

⁶ Arbetstidslag (1982:673).

⁷ Arbetsmiljölagen (1977:1160).

⁸ Semesterlagen (1977:480).

⁹ Föräldraledighetslagen (1995:584).



These acts apply both to the private and the public sector. It as a general rule nowadays that work as a civil servant is ruled by contracts and collective agreements largely the same way as regarding private employment and the same rules apply. However, some special rules for the public, and especially the State sector, still apply. These regard mainly the hiring process, where some constitutional rules on objectivity apply.

As regards the lawmaking process, in Sweden the groundwork in the preparation of bills is laid by commissions of inquiry, legal experts in the ministries, and Riksdag standing committees. Legislative initiative lies predominantly with the Government. Its right to make legislative proposals to Parliament is guaranteed by the Constitution.¹⁰ Another alternative is that the Riksdag, on the basis of bills introduced by individual members, requests that an inquiry be made concerning legislation on a certain issue.

Swedish legislative commissions, likely to prepare any bill of importance, are noted for carrying out detailed inquiries published in a special series known as Swedish Government Reports (Statens offentliga utredningar, SOU). The results of their work are generally presented in a report that reviews the field concerned (often with references to legal systems in other countries), a general justification of the changes proposed, and detailed draft proposals with commentaries on each clause. To a certain extent, inquiries into matters of legislation are carried out in the ministry principally concerned, with the assistance of the ministry's own officials.

When a commission has finished its work, its recommendations are examined by the legislation department of the ministry concerned. The commission's report is then sent out for written comment by interested authorities and organisations.¹¹ On the basis of the report and the invited comments, the matter is analysed by experts within the ministry. The minister concerned and the Government then adopt a position on the issue. If a decision is made to proceed with the matter, the ministry will prepare a bill which is presented to the Riksdag. The most important part of the Riksdag's legislative work is performed within standing committees. The committee deals with the Government's bills and with members' bills containing various amendments. This results in a committee report. The bill and the report are subsequently dealt with at a plenary session of the Riksdag which, after a debate, votes on the bill.

The Swedish lawmaking process thus generates a voluminous body of printed matter which is important in applying the legislation. Given the care taken in these materials to formulate the reasons and intent of the law, it becomes natural for courts, authorities and individual lawyers to rely on them as important sources of interpretation.

Primary responsibility for the enforcement of legal rules devolves upon the courts and the various administrative authorities. As in other European countries, the court system occupies a special position. The difference between adjudicative and administrative authorities is less in Sweden than in most European countries, although there is a clear borderline between the courts and the administrative agencies.

¹⁰ Art. 3 in Ch. 4 of the Instrument of Government.

¹¹ This is done at the choice of the Government. Since such reports are public documents any organisation, etc., may send in their comments, though.



As for the *general courts*, Sweden has a three-tier hierarchy: the district courts (tingsrätt), the courts of appeal (hovrätt), and the Supreme Court (Högsta domstolen). As a general principle it may be said that the general courts enforce civil law and criminal law legislation.

The task of *the administrative courts* may be described as one of maintaining due observance of the law within the public administration—at central, regional and local level. They deal with decisions by public authorities such as for instance tax regulations and the social security system. The proceedings take a form corresponding quite closely to the proceedings at the courts of general jurisdiction. However, in contrast to general courts, proceedings in writing are predominant. Thus appeals concerning assessment for taxation as well as appeals against certain decisions of administrative authorities and against decisions of local authorities are dealt with by county administrative courts (länsrätter). Appeals against judgements of these county courts are made to the administrative courts of appeal (kammarrätter). The highest administrative tribunal is the Supreme Administrative Court (Regeringsrätten).

The Labour Court is a special court with the task of trying labour disputes. Certain cases can be brought directly before the Labour Court, while other cases (presented by individuals *not* supported by their professional organisation or – in matters of discrimination – by an Ombudsman) are to first be brought before a district court. Thereafter they can be appealed to the Labour Court. The decisions of the Labour Court are final and cannot be appealed. Workplace discrimination cases are thus ultimately to be tried before the Labour Court, either as the court of first instance or as an appeals court.

The national administration is conducted by the Government and the various ministries and is organized in a well-developed network of administrative authorities. The central administrative agencies have a relatively independent position regulated in general by instructions laid down by the Government.

There are also the special institutions of control called the Ombudsmen. Outside Sweden, the best known of these institutions is probably the Office of the Parliamentary Ombudsmen (Riksdagens Ombudsmän or Justitieombudsmännen, JO), the first of whom was appointed in 1809.

In order to understand the functioning of Swedish labour law, and thus important parts of the non-discrimination legislation, it is crucial to have in mind the special role designated to the social partners. Swedish labour market is characterised by a high degree of organisation density; this is true of employees and employers alike. It is difficult to obtain exact figures on the degree of affiliation, but it is roughly 70 percent among workers as well as among salaried employees.¹² Furthermore, the organisation pattern is firmly established, and there is relatively little inter-trade-union rivalry. This organisational structure is reflected in collective bargaining. There are collective agreements at three levels: national, industry-wide and local. In most instances, the relationship between an employer/employers' organisation and the union is firm and long-standing. Orderly and peaceful ways for the parties to meet, to bargain and to settle disputes still can be said to characterise "the Swedish model" for industrial relations.

¹² Kjellberg, Det fackliga medlemsraset i Sverige under 2007 (The Steep Decline in Trade Union Membership in Sweden During 2007) (Working paper). The average figure is 73 % for 2007 and it will be 71 % for 2008.

Labour Law generally assigns to established unions – i.e. unions that uphold a collective agreement with the employer in question – a privileged position. Though Swedish law does not provide for exclusive representation, established unions de facto often speak for the entire employee community. The role of the social partners is also reflected in the fact that important issues are still outside the scope of law, for instance wages.¹³ Another important feature, due to the crucial role played by the social partners and collective bargaining, is the frequent use of what is generally referred to as “semi-mandatory rules”. Even important rules may be overridden by collective agreements.

Non-discrimination legislation is always mandatory. Nevertheless, the industrial relations structure and the role played by the social partners are crucial also to non-discrimination law as regards employment. Thus, both the individual claiming having been discriminated against and the one who got the job, the comparator as regards equal pay, etc., are likely to be members of the same union. Different wage-levels as regards work of equal value are regularly the outcome of collective bargaining, etc. Moreover, at the Labour Court there is a strong representation of the social partners. There has been intense discussion on pay issues as being best kept outside the court system, and also on the Swedish Labour Court as not the appropriate forum to deal with such claims.¹⁴

0.2 Overview/State of implementation

List below the points where national law is in breach of the Directives. This paragraph should provide a concise summary, which may take the form of a bullet point list. Further explanation of the reasons supporting your analysis can be provided later in the report.

Swedish domestic law today contains a considerable number of explicit bans on discrimination. These non-discrimination provisions have until the end of 2008 been found in seven specific laws. Thus, in the area of employment law there were four laws that banned discrimination on the grounds of sex,¹⁵ ethnicity and religion and other belief,¹⁶ disability¹⁷ and sexual orientation¹⁸, respectively.

Furthermore, there was a law from 2001 which applied to discrimination in higher education on grounds of sex, ethnicity and religion and other belief, disability or sexual orientation.¹⁹ Since 2003 there was also the Prohibition of Discrimination Act (2003:307) banning discrimination on the grounds of ethnicity, religion and other belief, sexual orientation, disability and after an amendment also sex in other areas of society than working life, such as goods and services (including housing) and social security and related benefits systems.

¹³ There is thus no legislation on minimum wages, for instance.

¹⁴ For an English version of this debate, see *Legal Procedure in Discrimination Cases, etc.*, Lag & Avtal, Stockholm 2002. This discussion has led to a reform and the social partners are no longer in a majority in the Labour Court, when a case involves the new Discrimination Act. SFS 2008:932.

¹⁵ The (1991:433) Equal Opportunities Act (jämställdhetslagen).

¹⁶ The (1999:130) Act on Measures against Discrimination in Working Life on grounds of Ethnicity, Religion or other Belief (the Ethnic Discrimination Act, lagen om åtgärder mot etnisk diskriminering i arbetslivet).

¹⁷ The (1999:132) Prohibition of Discrimination in Working Life of People with Disability Act (the Disability Discrimination Act, lagen om förbud mot diskriminering i arbetslivet av personer med funktionshinder).

¹⁸ The (1999:133) Act on a Ban against Discrimination in Working Life on grounds of Sexual Orientation (the Sexual Orientation Discrimination Act, lagen om förbud mot diskriminering i arbetslivet på grund av sexuell läggning).

¹⁹ The (2001:1286) Equal Treatment of Students at Universities Act (the Students at Universities Discrimination Act, lagen om likabehandling av studenter i högskolan).



Since 1 April 2006 there was also the Act on a ban against discrimination and other degrading treatment of children and pupils.²⁰ This Act applied to pre-school facilities, school-age childcare, primary and secondary school and municipal adult education. It was intended to promote equal rights for children and pupils and to combat discrimination on grounds of sex, ethnic origin, religion or other belief, sexual orientation and disability.

These seven acts are from the 1 of January 2009 repealed and replaced with the 2008 Discrimination Act (2008:567).²¹ Chapter one of the new Discrimination Act contains the purpose and the content of the act. Definitions of the following central concepts are given in Section 4, direct and indirect discrimination, harassment, sexual harassment and instructions to discriminate. The grounds of discrimination are enumerated and defined in Section 5. There are six grounds, sex, transgender identity or expression, ethnicity (including religion), disability, sexual orientation and age.

Chapter two describes the prohibition of discrimination in the areas the Act applies to. The duties on reasonable accommodation are regulated here as it is regarded as special applications of the prohibition on discrimination in the areas of working life and education. The areas covered by the Act are:

1. Working life, Sections 1-4.
2. Education, Sections 5-8.
3. Labour market policy activities and employment services not under public contract, Section 9.
4. Starting or running a business and professional recognition, Section 10.
5. Membership of certain organisations, Section 11.
6. Goods services housing and meetings or public events, Section 12.
7. Health and medical care and social services, Section 13.
8. Social insurance system, unemployment insures and financial aid for studies, Section 14.
9. National military service and civilian service, Sections 15-16.
10. Public employment, Section 17.

Chapter two also includes a general prohibition of discrimination directed at all public employees when they assist the public by providing information, guidance, advice or other such help or have other types of contacts with the public in the course of their employment and rules on prohibition of reprisals.

Chapter three contains rules on the requirement of employers and education providers to actively promote²² equality, so called active measures.

²⁰ Lag (2006:67) om förbud mot diskriminering och annan kränkande behandling av barn och elever (the Pupils Discrimination Act). Prop. 2005/06:38.

²¹ For short information see Government Offices Fact Sheet, January 2009 at <http://www.sweden.gov.se/content/1/c6/11/80/10/4bb17aff.pdf>.

²² These rules do not require positive action if it is defined as eliminating or reducing a certain barrier for a certain protected group or to compensate that group for its disadvantaged position.



Sections 1-13 cover working life and are organized into the following categories, co-operation between employer and employees, goal-orientated work, working conditions, recruitment, matters of pay and gender equality plan. Sections 14-16 covers education and deals with goal-orientated work, preventing and hindering harassment and equal treatment plans.

Chapter four deals with supervision. The previous four ombudsmen are now merged into one Equality Ombudsman having the responsibility of supervising all grounds. Sections 1-6 together with The Act Concerning the Equality Ombudsman (2008:568) give the basic rights and duties of the new Ombudsman. Sections 7-17 regulate the activities of the Board against Discrimination and Section 18 regulates discrimination claims brought to the Board of Appeal for Higher Education.

Chapter five contains rules on compensation and invalidity of contractual obligations. A new form of economic compensation, the discrimination award (*diskrimineringsersättning*) is introduced. Discrimination awards are not supposed to be in line with the low general levels of civil damages in other legal areas. The award includes a right to *damages for the violation* caused by the discrimination. This is in line with the way economic damages are used in other legal areas. Chapter 5 Section 1 also requires the courts to pay *particular attention to the purpose of discouraging future infringements*. Discrimination law will be one of the very few²³ areas where pecuniary damages explicitly are used as means of general deterrence.

Chapter six have rules on the legal proceedings such as which courts deals with different claims, the right to bring action, burden of proof, statute of limitations, litigation costs and so on.

The main ideological motive behind the new Act is that anti discrimination law is based on human rights and all violations of human rights are wrong. A comprehensive Discrimination Act based - as far as possible - on equal treatments of all grounds emphasise the non hierarchical relation between the different discrimination grounds. It also facilitates legal developments to spread more rapidly from one discrimination ground to the others. New discrimination grounds can be adopted based on common concepts and without the need to create a completely new act and a new authority.

Several practical motives have been important as well. One law and one authority make it easier for laymen to find and understand the relevant legal provisions. Unnecessary duplication of work is avoided as companies and other actors need only to deal with one authority concerning for instance active measures.

Beside the new Discrimination Act, there is also a law prohibiting discrimination of part-time and fixed-term workers, implementing the European Council's Directives 1997/81/EC and 99/70/EC.²⁴

²³ Labour law and intellectual property rights are two are examples of legal areas where pecuniary damages are used in this way.

²⁴ The 2002 Act on a Ban against Discrimination in Working Life of Part-time and Fixed-term Workers.

Ethnicity (always including religion) and sexual orientation have also criminal law provisions such as the provision that bans unlawful discrimination by businessmen²⁵ in regard to the provision of goods and services²⁶ and the “hate speech” provision, which makes it a criminal offence to spread a message which is threatening or degrading to a group of persons.²⁷

Directive 2000/43/EC and 2000/78/EC are now implemented mainly by the new Discrimination Act. To a large extent, Swedish law is in conformity with the Directives and, especially as regards disability, religion and other belief as well as sexual orientation, domestic law goes beyond the requirements of the Directives. The government is of the opinion that protection against discrimination, in principle, should be as harmonised as possible regardless of the protected group. This harmonisation means that Sweden in several ways goes beyond the requirements of the directives. However, the following three problems remain unsolved:

- The protection against discrimination or victimisation does not fully cover self-employed persons
- Discrimination and harassment from fellow workers or third parties are not as such prohibited
- Discrimination against legal persons is not prohibited in working life

Two other problematic issues are that:

- The principle of vicarious liability in relation to discrimination law is restricted when employees act outside their authority to an extent that is problematic. Further more the legal concept of employer may be too narrow as the employer is regarded as the legal person itself or the natural person who as a representative of this legal person makes decisions regarding the employees. The employer is thus directly responsible only when an employee discriminates another employee *and* the latter is subordinated to or dependent upon the former.²⁸
- The definition of discrimination requires that a person has suffered disfavour – a less favourable treatment. A discriminatory statement directed at the general public does not fulfil this definition.

Please clearly and briefly indicate whether the Member State had taken advantage of the option to defer implementation of Directive 2000/78 EC to 2 December 2006 in relation to age and disability?

Sweden took advantage of the option in Directive 2000/78 to delay implementation to 2 December 2006 with regard to both age and disability²⁹.

²⁵ Later extended to public employees and public elected representatives.

²⁶ Chapter 16 Sec. 9 in the Penal Code.

²⁷ Chapter 16 Sec. 8 in the Penal Code. The provision has its counterpart also in the Freedom of the Press Act and the Fundamental Law on Freedom of Expression. Individual persons are not protected by these provisions but can instead rely on the slander or verbal abuse provisions of the Penal Code.

²⁸ There is a general thinking on vicarious liability which is problematic and Chapter 1 Section 4 point 5 and Chapter 2 Section 1 of the Discrimination Act are two examples of this general thinking.

²⁹ As regards disability Sweden made the last necessary changes just in time, law (2006:1330) changing law (1999:132) Prohibition of Discrimination in Working Life of People with Disability Act and Government Bill 2005/06:207.



This section is also an opportunity to raise any important considerations regarding the implementation and enforcement of the Directives that have not been mentioned elsewhere in the report.

This could also be used to give an overview on the way (and if at all) national law has given rise to complaints or changes, including, eventually a reference to the number of complaints, whether instances of indirect discrimination have been found by judges, and if so, for which grounds, etc.

Please ensure that you review the existing text and remove items where national law has changed and is no longer in breach.

0.3 Case-law

Provide a list of any important case-law within the national legal system relating to the application and interpretation of the Directives. This should take the following format:

Name of the court

Date of decision

Name of the parties

Reference number (or place where the case is reported).

Address of the webpage (if the decision is available electronically)

Brief summary of the key points of law and of the actual facts (no more than several sentences)

→ Please use this section not only to update, complete or develop last year's report, but also to include information on important and relevant case law concerning the equality grounds of the two Directives, even if it does not relate to the legislation transposing them (e.g. if it concerns previous legislation unrelated to the transposition of the Directives)

Please describe trends and patterns in cases brought by Roma and Travellers, and provide figures – if available.

The 1999 Acts

Ethnicity and Religion or Belief.

The Race Directive was as regard employment issues (mainly) implemented through the (1999:130) Ethnic Discrimination Act. All but one of the cases tried by the Labour Court was lost by the employee-side alleging discrimination. The case where ethnic discrimination was found to be present resulted in rather low damages, 40 000 SEK (approx. 3 700 Euro).

Name of the court: Labour Court

Date of decision: 4 December 2002

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Tjänsteföretagens Arbetsgivarförbund and GfK Sverige Aktiebolag

Reference number: case 2002 No. 128

Brief summary: Z.D. was a young woman, born in Bosnia but a Swedish resident since the age of ten. She applied for a position advertised by a marketing company. The work implied doing market evaluations through phone interviews. During the recruitment process – in between two planned interviews – Z.D. phoned the company.

On this occasion the person in charge of the recruitment commented that Z.D. did not speak perfect Swedish. The conversation was terminated by the company and no more contacts were made with Z.D. The Labour Court – applying a reversed burden of proof³⁰ – found that the recruitment process was terminated by the company for reasons (among others) related to the language skills of Z.D. These language requirements were not justified by the tasks to be performed and thus amounted to indirect discrimination according to the 1999 Act. (The company did not even try to defend the language requirements but argued other reasons not to hire Z.D.) This was the first case in which the Labour Court made a finding of ethnic discrimination under the relevant act, SEK 40 000 (approx. 3 700 Euro)_was awarded in damages to the job applicant.

Name of the court: Labour Court

Date of decision: 18 June 2003

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Försäkringskassaförbundet and Jämtlands läns Allmänna Försäkringskassa

Reference number: case 2003 No. 55

Brief summary: I.P. was born in 1947 in the Czech Republic and became a Swedish resident in 1972. She had upheld successive fixed-term contracts with the local social security agency. When she, in difference to ten other employees in “a similar situation” was not offered a renewal, the Court found a prima facie case of discrimination to have been proven, and it was for the employer to “justify” his actions. The Court found it proven that “personal reasons” such as lacking ability to adjust and co-operate and not related to ethnicity was the employer’s reasons not to renew the contract. Of interest here is the Labour Court’s statement that, as regards the burden of proof, it is decisive that the employer convincingly show that reasons not related to ethnicity is behind his actions, whereas “it is not a general requirement that the employer’s reasons are especially qualified, such as to also justify the no-application of other labour law regulations, for instance, the rules on priority to re-hiring” (in the Employment Protection Act, my remark). The case was lost by the ombudsman and the plaintiff.

Name of the court: Labour Court

Date of decision: 27 August 2003

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Swede-Eye AB

Reference number: case 2003 No. 58

Brief summary: M.S. originated from India but was adopted in Sweden already as a baby. M.S. applied for a position as a receptionist in an Optic store. She was not among the 8 persons interviewed for the position although she – from a formal point of view - was equally or better qualified than the person finally appointed. The Labour Court, however, accepted that the employer’s merit-evaluation process was founded on assessments related to age (similar to that of the one person otherwise working in the store) and selling experience, not really reflected in the position advertisement. According to the Court, there was not “a similar situation” at hand and a prima facie case of discrimination thus not proven. Moreover, the employer had shown that those of the about 100 applicants for the position who had mainly working experience from the nursing sector were set aside from the beginning, among them M.S. The case was thus lost despite evidence of ethnicity-related remarks from a company representative following the appointment.

³⁰ This case, and several of the others, took place before the express rule on the reversed burden of proof was introduced in 2003.



Name of the court: Labour Court

Date of decision: 24 September 2003

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Sveriges Verkstadsförening and Westinghouse Atom AB

Reference number: case 2003 No. 73

Brief summary: H.A. was an engineer born and educated in Iran and consecutively also in Sweden. He applied for a position with Westinghouse Atom AB. The ombudsman alleged discrimination since H.A., who was at least as qualified for the position as other applicants and more qualified than the person finally appointed, was not selected for an interview nor appointed. From a prior telephone conversation between H.A. and the person responsible for the recruitment the latter found him “aggressive”. The Labour Court, however, discarded discrimination since it found it proven that H.A.’s application never reached the person in charge of the recruitment process due to an administrative mistake. The administrative routines as such were not proven discriminatory either. The case was thus lost.

Name of the court: Labour Court

Date of decision: 7 July 2004

Name of the parties: Oberoende Fackföreningens Centralorganisation v. Sveriges Verkstadsförening and Ericsson AB

Reference number: case 2004 No. 68

Brief summary: The case concerned four employees, represented by a “minority”³¹ organisation, claiming discrimination on the grounds of ethnicity when they were all dismissed as a consequence of labour shortage on the basis of a collective agreement deviating from the legislated seniority rules. The “redundancy agreement list” (avtalsurlistan) included some 500 employees and was made by the employer and the established trade union holding a collective agreement at the work-place, in accordance with the rules in the 1982 Employment Protection Act. The Labour Court found it not proven – against the testimonies of the employer and the union representatives – that ethnicity was ever an argument in these negotiations and a prima facie case of discrimination was thus not proven.

Name of the court: Labour Court

Date of decision: 19 January 2005

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Comsol AB

Reference number: case 2005 No. 3

Brief summary: This case concerned a woman of Russian origin, born in 1960 and a Swedish resident since 1992. She applied for a position as an accountant and was, according to DO, directly and indirectly discriminated against when she was dismissed from the recruitment process following a telephone conversation with the company’s representative, not chosen for an interview and not appointed for the position. During the conversation the fact that the woman was of Russian origin and the fact that she did not speak perfect Swedish were touched upon. The conversation resulted in a request of complementary information on her merits, however, and did not amount to a discriminatory decision on behalf of the employer, according to the Labour Court. Nor did the plaintiff show that she was in a “similar situation” with the other ones selected for an interview or the man finally appointed, since the verifications presented to the employer did not rightly reflect her merits.

³¹ I.e. an organisation not holding a collective agreement with the employer.



Finally, it was not demonstrated that the employer really applied indirectly discriminatory requirements as regard language skills or requirements of a Swedish education. The case was lost.

Name of the court: Labour Court

Date of decision: 26 January 2005

Name of the parties: Lärarförbundet v. Almega and Khalid El Mouselhi (the Modern School of Sweden)

Reference number: case 2005 No. 14

Brief summary: M.B. was born in Iran and became a Swedish resident in 1991. She applied for a post as pre-school teacher at the School in June 2002. No one was appointed. Later – in July – a post as a pre-school teacher was advertised and later on given to another person. M.B. had sent in her application by FAX and the case concerns whether her application ever caught the eye of the School's recruiter. Given the circumstances the Court finds that the plaintiff has not been able to prove this and thus not to state a prima facie case of discrimination. The case was lost.

Name of the court: Labour Court

Date of decision: 9 February 2005

Name of the parties: Svenska Kommunalarbetareförbundet v. Föreningen Vårdtagarna and Attendo Care Aktiebolag

Reference number: case 2005 No. 21

Brief summary: A part-time nurse at a nursing home for elderly people had taken on an extra job at the nursing home assisting with certain "activities". (Her work involvement amounted to 68% of full-time in its totality.) When her religion (Nonconformist Lutheran) prevented her to taking part in the many activities which related to traditional feasts and formed a considerable part of the extra job, the employer withdrew her involvement in the extra tasks leaving her with the original part-time work as a nurse (56% of full-time). No discrimination was considered to have taken place, as the employer would have been expected to have treated a hypothetical comparator who refused to carry out the same tasks for other reasons than religion in a similar way. With regard to the discrimination issue the case was thus lost.

Name of the court: Labour Court

Date of decision: 19 October 2005

Name of the parties: The Ombudsman Against Ethnic Discrimination v. the Municipality of Norrköping

Reference number: case 2005 No. 98

Brief summary: The claimant from former Yugoslavia was among four job applicants for a position as a municipal architect who were invited for an interview. As a result of his lack of Swedish language skills, demonstrated during the interview he was disregarded for the position. The Ombudsman, representing the victim, claimed that his language skills had been misinterpreted and that this amounted to direct discrimination on the grounds of ethnicity. In the alternative, she argued that the language requirements amounted to unlawful indirect discrimination. The Court found that the interview had actually gone bad and that this was not a case of direct discrimination. The question was then whether the language requirements amounted to indirect discrimination. No, said the Court.



The position as the municipal architect implied acts of public governance and it was objectively justified, adequate and necessary to require good (though not perfect) knowledge of written and spoken Swedish of the person to be appointed. The case was thus lost.

Name of the court: Labour Court

Date of decision: 10 May 2006

Name of the parties: Svenska Kommunalarbetareförbundet v. Region Skåne

Reference number: case 2006 No. 60

Brief summary: The claimant from Kosovo was among the job applicants for a position as a truck-driver at the University Hospital in Lund but was not among the 8 applicants invited for an interview. The claimant was found to have proven a prima facie case of discrimination – he was as qualified as at least three of the persons invited for an interview. The hospital was, however, found to have been able to show that he was omitted not on grounds of ethnicity but since his local knowledge of the hospital under-ground transportation system had not been made known to the hospital in the employment application. This knowledge was of only marginal importance for the job, as it was quickly learned. But the employer had more than one hundred well qualified applicants and had made this knowledge vital to the employment process - The case was lost.

Name of the court: Labour Court

Date of decision: February 2007

Name of the parties: The Ombudsman Against Ethnic Discrimination v. The Municipality of Örebro.

Reference number: case 2007 No. 16

Brief summary: A Palestinian man applied for a position of a principal/unit manager in the municipality. He was interviewed by three different groups of interviewers and one of the groups consisted of trade union representatives. In this group he was asked how he – as a Muslim – felt about the fact that many women worked at the unit. He found the question so insulting that it should be regarded as harassment and thus amounted to discrimination. Therefore he refused to answer it.

The trade unions had a right to participate in the employment decision by collective agreements. They introduced themselves to the applicant as representatives of their organisations. They represented only their organisations and they never received any instruction from the municipality. The municipality had not delegated its right to decide which applicant to choose to the trade unions. It had neither delegated its functions as an employer to the trade unions and thus the municipality could not be held responsible for their actions. With this decision on the responsibility of the municipality there was no need to determine if the question asked constituted harassment and thus was discriminatory.

Name of the court: Labour Court

Date of decision: May 2007

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Laika film & amp.

Reference number: case 2007 No. 45

Brief summary: An Iranian film photographer applied for a position at the company by mail. He received an answer also by mail thanking him for his application and stating that he was well qualified for the job with regard to his previous work experience. The answer also stated that the company looked for employees who spoke and wrote good Swedish and that his application contained too many errors to get him an interview.



The employer admitted that this mail amounted to discrimination. But the person sending it did not have the authority to do so. The employer claimed that it could not be held responsible when an individual employee acts without instructions or knowledge of her superiors. The Labour Court agreed with the employer. It should also be noted that the employer had called the Iranian to an interview and had done its best to repair the damage done by the erring employee.

Name of the court: Labour Court

Date of decision: June 2008

Name of the parties: The Ombudsman Against Ethnic Discrimination v. Swedish Air Transport Industry Employers' Association (Flygarbetsgivarna) and BF Scandinavian Aviation Academy.

Reference number: case 2008 No 47

Brief summary: An Algerian woman (S.L.) applied for a trainee position leading to temporary job as a desk clerk. A Swedish woman was hired. S.L. had equal formal merits to her. The Ombudsman Against Ethnic Discrimination claimed that the employer decision was based on S.L.'s ability to speak Swedish and used notes from a telephone call made by an official at the ombudsman to a manager directly involved in the employment decision as evidence.

The Court, however, accepted the employer's claim that language skill was only one of several personal skills important to the decision. Capacity to meet customers in a nice way, service mindedness, flexibility and an ability to cope with stress were other important factors. All of these abilities were assessed by the employer based on the interview and the Court found no reason to question the employer's assessment of S.L.

Disability

The Employment Framework Directive was as regards discrimination on the grounds of disability (mainly) implemented through the (1999:132) Disability Discrimination Act. The law has been tried on five occasions by the Labour Court in the (first and) last instance. One of the five cases listed below was initiated by the Disability Ombudsman (HO) whereas in the other four cases the claimant was the trade union of the person alleging discrimination. – A part from this case law the number of allegations presented to HO is of great interest for the relevant picture of disability discrimination in Sweden. These statistics are presented in Sec. 7 below.

Name of the court: Labour Court

Date of decision: 12 March 2003

Name of the parties: The Disability Ombudsman v. Almaga and Human Assistans Intressenter Stockholm AB

Reference number: case 2003 No. 22

Brief summary: The judgment concerned the application of the rules on the time limits to present a claim (Secs. 29 and 31 the 1999 Disability Discrimination Act and Secs. 64-66 the 1976 Codetermination at the Workplace Act) in the case the corresponding union did not chose to represent the plaintiff but action was taken by the ombudsman. The Court found the allegations to be within the time limits of the law.³²

³² The cases was later on settled, see foot-note 31 above. The time limit for the trade union was 4 month from becoming aware of the circumstances of the case, and the ombudsman had two month from the expiring of time limit for the union.



Name of the court: Labour Court

Date of decision: 4 June 2003

Name of the parties: Svenska Metallindustriarbetarförbundet v. Skandinaviska Raffinaderi Aktiebolag Scanraff and Kooperationens Förhandlingsorganisation

Reference number: Case 2003 No. 47

Brief summary: The plaintiff applied for a job as systems operator (driftoperatör) at an oil refinery. The plaintiff was offered the job subject to a physical exam. The doctor thereafter recommended a probationary employment (provanställning) due to the plaintiff's diabetes. However, the applicable collective bargaining agreement did not allow for a probationary employment. Thus, due to the plaintiff's illness the company decided to not employ him.

The Labour Court concluded that there was no support for the claim that the tasks of a systems operator in this case would involve any significant security risks that have a connection to his illness. Furthermore, the Court did not find it likely that shift work as such would involve special health risks for the plaintiff. Given these conclusions it was clear that the plaintiff had the necessary objective qualifications for the job. Thus, by not employing the plaintiff, the defendant directly discriminated in the manner proscribed by the law.

As to the issue of damages, the Court took the following into account. The plaintiff, by being denied the job, was subjected to a serious injury to dignity. On the other hand, the company based its actions upon the opinion of the company doctor. However, the company should have applied the general ideas of the need of a test to the individual before them – i.e. his particular circumstances and the actual effects of his illness. Due to the circumstances involved the Court determined that a relatively low amount of damages should be awarded – SEK 30 000 (approx. 2 700 Euro).

Name of the court: Labour Court

Date of decision: 8 October 2003

Name of the parties: SEKO v. Staten genom Kriminalvårdsstyrelsen

Reference number: case 2003 No. 76

Brief summary: The case concerned a warder at a Swedish prison employed in 1994, since 1997 with certain managerial tasks. As part of a reorganisation at the workplace, this and five other such supervising warder positions were internally advertised. The plaintiff was among the “applicants” for one of these positions but was not appointed. Instead he continued as an ordinary warder without managerial tasks. The Court first stated that both the former tasks of employment and the current ones were within his employment duties as agreed upon. He had thus not been separated from his employment and, moreover, the changes undertaken were within the employer's prerogative to distribute and allocate work. However, there was also the question whether the changes constituted such an “intrusive measure against an employee” due to functional disability as prohibited in Sec. 5 the 1999 Disability Discrimination Act. The parties agreed that the plaintiff had a disability – back pains due to a traffic accident suffered in the year 2000 – which resulted in rather frequent sick-leaves. However, the Labour Court found that there was no evidence whatsoever that the decision not to appoint the plaintiff for managerial tasks was anyhow related to this disability.³³ The case was thus lost.

³³ The judgment in the Labour Court case 2003 No. 76 is not transparently argued in relation to the burden of proof rule. It is not clear whether the plaintiff's side is considered to have fulfilled its burden of proof and the employer's side there after did justify their decision or whether the plaintiff's side is considered not to have presented a prima facie case of discrimination.



Name of the court: Labour Court

Date of decision: 30 March 2005

Name of the parties: Sveriges Civilingenjörersförbund and MK v. T&N Management Aktiebolag

Reference number: case 2005 No. 32

Brief summary: An employee (MK) who was diagnosed with multiple sclerosis was issued with a redundancy notice about three months after the employer was informed of his disease. The issue before the Court was whether the company had discriminated against MK on the grounds of his disability and/or disregarded Secs. 7 or 22 of the 1982 Employment Protection Act, i.e. the requirement of just cause and the seniority rules. MK was made redundant in a reorganisation of the company whereas two other employees who had worked for a considerably shorter period of time for the company were exempted as they were designated so-called “key-employees” according to Sec. 22 of the Employment Protection Act, and therefore had not been included in the short list for redundancy. The Court found that MK had been treated less favourably in comparison to the two other employees even though they had all been in comparable situations. The temporal connection between MK informing about his disease and the employer issuing the redundancy notice gave reason to believe that MK was treated less favourably because of his disability. The Court then stated that the defence put forward was not convincing enough to find that the company had discharged its burden of proof providing sufficient evidence that the redundancy of MK lacked any connection with his disability. The company was ordered to pay economical damages and damages for the violation (100,000 SEK or about 9 100 Euro) caused by discrimination.

Name of the court: The Labour Court

Date of decision: 27 September 2006

Name of the parties: SAC v. the Swedish Church

Reference number: case 2006 No. 97

Brief summary: The claimant, a priest in the Swedish Church, was denied a position as missionary in Brazil due to him being allergic to certain food. According to the applicable collective agreement a condition for such a position was that the employee in question had been accepted for insurance company contracted by the Swedish Church. The claimant had been accepted for such insurance but to a higher cost due to his allergy. Nevertheless, the employer took the decision not to appoint the claimant due to his allergy and the risks it implied. The Labour Court found direct discrimination on the grounds of disability to be at hand. The 1999 Disability Discrimination Act was found to be applicable despite the work was going to be carried out in Brazil since the parties were Swedish subjects and the employment entered into in Sweden and the allergy was clearly a disability covered by the Act. What was known about his allergy was not reason enough to deny him the position. The Employer was ordered to pay the claimant 50 000 SEK (approximately 4 500 Euros) in damages for the violation.

Sexual Orientation

There are no reported cases of sexual orientation discrimination in employment based on the (1999:133) Sexual Orientation Discrimination Act tried before the Labour Court.



The so far only case concerning such discrimination was submitted by HomO in 2002, but the Labour Court never got to decide the case since a settlement was reached.³⁴ Statistics of the complaints presented to HomO's office are accounted for in Sec. 7 below.

The 2001 Discrimination of Student at Universities Act

This Act implemented the Race Directive as regards the area of higher education. Since the Act covered also discrimination on the grounds of sex, religion or belief, sexual orientation and disability, it can also be said to have related to the Employment Framework Directive. So far, to my knowledge, only one case based on this Act reached the general court system – see the Supreme Court case below. A number of decisions taken by universities may, however, be appealed to the Board of Appeal of Higher Education (Överklagandenämnden för högskolan) within the administrative system. The decisions of the Board can be found on its website www.onh.se/avgoranden. The application of this Act was one of the areas under the Ombudsmen's supervision. On such statistics, see further Sec. 7 below.

Ethnicity

Name of the court: The Board of Appeal of Higher Education

Date of decision: 16 November 2007

Name of the parties:

Reference number: Reg. No. 46-777-07

Brief summary: A Japanese student wanted admission to doctoral studies at Linköping University. He was under the misconception that a co-operation agreement with a foreign university or a scholarship of at least 4.8 million SEK (approximately 440 000 Euros) was needed. The requirements on Swedish students were not that high. The university treated his shown interest for doctoral studies badly and were criticised by Sweden National Agency for Higher Education. The student presented a prima facie case of discrimination and the burden of proof shifted to the university. The institution in question had admitted a relatively small number of doctoral students and a not insignificant number of those had foreign background. Doctoral students with and without external funding existed in both groups. When the Japanese student showed his interest for doctoral students the institution had a bad financial situation and could only bring on doctoral students with external funding. The university showed that the decision was neither directly nor indirectly linked to the student's ethnic background.

Disability

Name of the court: The Board of Appeal of Higher Education

Date of decision: 14 November 2003

Name of the parties:

Reference number: Reg. No. 42-334-03

Brief summary: In this case the Board decided that a requirement to submit a written thesis was not as such discriminatory to a dyslectic student. The Board stated that requirements on study results and examination cannot as such amount to discrimination when objectively justified and appropriate and necessary to reach that goal.

³⁴ Labour Court case 2002 No. 76. The settlement reached implied damages on 35 000 SEK.



The 2003 Prohibition of Discrimination Act

There was, to the author's knowledge, only two judgment based on this Act from the highest court.

Sexual Orientation

Name of the court: The Supreme Court

Date of decision: 28 March 2006

Name of the parties: The Ombudsman Against Discrimination due to Sexual Orientation v. Restaurang Fridhem Handelsbolag

Reference number: case T 2100-05

Brief summary: The ombudsman filed the first law suit (on any discrimination ground) on the basis of the 2003 Act on 12 December 2003 to the Stockholm District Court in 2004. The case concerned a complaint from a lesbian woman who, together with her girlfriend and some friends, was forced to leave a restaurant after having kissed her girlfriend on the premises. The District Court found that the plaintiff had not been able to show the actual circumstances claimed – i.e. the non-offensive character of the kissing incident and that the order to leave the restaurant was not the result of the plaintiff's behaviour following the restaurant's complaint – and thus not a prima facie case of discrimination. The Appeal Court, however, found a prima facie case of discrimination to have been proven and discrimination to be at hand. Damages were set to 50,000 SEK (approx. 4 500 Euro). The Supreme Court agreed with the Appeal Court that a prima facie case of discrimination was at hand but set the damages to only 15 000 SEK (approx. 1 400 Euro). With regard to the (limited) effects of the discriminatory act at hand the lower damages were deemed to be more in line with Swedish legal practices in this field.

Ethnicity

Name of the court: The Supreme Court

Date of decision: 01 October 2008

Name of the parties: Escape Bar and Restaurant v. The Ombudsman Against Ethnic Discrimination

Reference number: case T-2224-07

Brief summary: A group of law students was testing a number of restaurants and night-clubs from an ethnic discrimination point of view. Groups of white students and non-white students asked to be admitted to the premises. The white students were admitted but not the non-white students. They filmed this. The Appeal Court of Skåne and Blekinge upheld a decision by Malmö District Court where it is explicitly stated that even if the purpose of the visit to the night club was a part of an investigation into restaurant discrimination, the four persons had still been discriminated against under the civil law.³⁵ The appeal court awarded the four students each a normal³⁶ 15 000 crowns (approximately 1 400 Euros) in civil damages.

The Supreme Court however found that the students' purpose behind their effort to be let into the establishment - to prove discrimination - had been fulfilled.

³⁵ Malmö District Court, judgement of 3-05-2006, case T 3562-05, p. 8. The Appeal Court of Skåne and Blekinge, judgement of 24-04-2007, case T1358-06.

³⁶ The Supreme Court's decision in the case above is widely regarded as setting a normal level of economic damages for this situation.



The students had no genuine desire to be let into the establishment and therefore had not been denied something they really tried to obtain. It was for this reason equitable to reduce the civil damages; the Supreme Court awarded each one of the four students the sum of 5 000 crowns (approximately 450 Euros) in damages. Two of the five judges wrote a dissenting opinion awarding each student the normal level of civil damages.

The 2006 Pupils Discrimination Act.

There is, to the author's knowledge, so far no judgment from a higher court based on this Act.

Penal Law

Name of the court: The Supreme Court

Date of decision: 20 October 1999

Name of the parties: Nima S vs. Karl Erik W.

Reference number: NJA 1999 s 639

Brief summary: *Illegal Discrimination – National Origin*

Iran-born Nima S applied for renting an apartment owned by a company in which the defendant was a partner. The Court held that it had been shown that the defendant had pointed out to Nima S that a conflict with an Iranian tenant had previously emerged, that a neighbouring tenant did not like Iranians and that his national origin therefore was a disadvantage. The Court held though that it had not been proven that the defendant had made clear to Nima S that he would not come in question for tenancy, however it was reasonable to believe that the defendant did not let Nima S compete on the same conditions as other applicants for tenancy. There were however other circumstances pointing in another direction. In a message sent to all the applicants, among these Nima S, six weeks after the day of the discriminatory declarations, the defendant explained that the tenancy question still had not been determined. This supported the defendant's claim that Nima S was treated as an applicant among others. The defendant further claimed that he after the talks with Nima S started investigating his financial situation and found some uncertainties and that Nima S had no taxable income in 1996. The tenancy was later given to a physician with stable finances. The Court therefore held that it could not be considered proven that the defendant had not let Nima S compete on the same conditions as the other applicants due to his national origin. The defendant was therefore acquitted.

Name of the court: The Supreme Court

Date of decision: 13 September 1999

Name of the parties: Ritva B vs. Stefan and Fredrik L.

Reference number: NJA 1999 s 556

Brief summary: For crime preventing purposes, a store laid down a prohibition denying persons dressed in wide, long and heavy skirts entrance to the store. The Roma woman Ritva B was denied entrance because she was dressed in traditional clothes. The Court held that the prohibition was shaped in a way that it in practice solely and generally applied to Roma women, something the defendants must have realized. The motive stated by the defendants – that such skirts may be used as a means of assistance for theft in the store – could not be considered making the special treatment acceptable but rather apt to stress the discriminating character of the special treatment. Thus, the prohibition was held to imply illegal discrimination of Roma women. The defendants were therefore to pay an 1800 SEK (approx. 160 Euro) fine and 5000 SEK (approx. 450 Euro) damages.



The shop was not asked to stop prohibiting entry to persons wearing wide long and heavy skirts. This was a criminal law case, however, and to continue such illegal practices would of course imply a continued criminal offence.

Name of the court: The Supreme Court

Date of decision: 19 December 1996

Name of the parties: André S, Aliow A and Yoro S vs. Conny K.

Reference number: NJA 1996 s 768

Brief summary: The plaintiffs, all black, were denied entrance to a restaurant where the defendant worked as a bouncer. The reason given was that it was a live music evening, that the restaurant was full and that table reservations were required. The defendant later stated that he could not remember the exact reason why he turned the plaintiffs away. The Court began by stressing the difficulties in proving illegal discrimination in cases where no systematic discriminatory behaviour can be established. Since the evidence did not support such behaviour the question became whether the investigation could show that the defendant on the actual evening decided to turn away guests because of their race or skin colour. Although it had not been shown that the restaurant was full it had not been elucidated that there was not another motive for the defendant's action. It could not be excluded that the plaintiffs – who had gone to the restaurant not with the motive to visit but to, as participants of a TV-program, investigate whether they should be illegally discriminated, and according to Yoro S with an expectation to be turned away – made such a negative impression on the defendant that he therefore decided to turn them away. That impression need not have had any connection with their race or skin colour. – No criminal offence was considered to be at hand.

Name of the court: The Supreme Court

Date of decision: 12 September 1994

Name of the parties: Aron O vs. Rudolf A.

Reference number: NJA 1994 s 511

Brief summary: Rudolf A, owner of a tenancy property, told one of his tenants, who were moving out, that he would let her suggest a new tenant. When he was contacted by the person suggested, Aron O's co-habitee, he was at first interested in giving her the contract but changed his opinion when he found out that she would be sharing the apartment with Aron O. The court held that it had been shown that this was due to the colour of Aron O's skin. Rudolf A was therefore found guilty of illegal discrimination. In assessing the sanction the court stressed that there are reasons to look severely upon illegal discrimination that takes place on such an, for the individual, important area as the housing market. The Court therefore stuck with the large fine ordered by the Court of Appeal, 37 500 SEK (approx. 3 400 Euro).

Name of the court: The Appeal Court Hovrätten över Skåne och Blekinge

Date of decision: 22 December 2006

Name of the parties: The Prosecutor v. Marinos

Reference number: case B 3145-05

Brief summary: The case has its background in situation testing. A group of law students was testing a number of restaurants and night-clubs from an ethnic discriminations point of view. At trial here was a "door-man" giving access to a group of Swedish looking students whereas he denied three other – non-Swedish looking – groups entrance. There were video-clips to prove the discrimination.



In contrast to the Local Court (Malmö Tingsrätt) who convicted the man in the first instance, the Appeal Court did not find a criminal offence to be at hand. The Swedish ethnic group was rather let in by a colleague of the “door-man” and neither the video-clips nor the statements in court gave a clear view of the motives for the dissimilar treatment of the different groups. According to the door-man there was a requirement of being on the guest-list, which he (wrongly) thought was met by the Swedish-looking group.

Name of the court: The Supreme Court

Date of decision: 29 November 2005³⁷

Name of the parties: The General Prosecutor v. Åke Green

Reference number: case B 1050-05

Brief summary: A pastor held a long sermon entitled “Is homosexuality congenital or the powers of evil meddling with people” where he developed his religious beliefs with regard to homosexuality blaming homosexuals for AIDS, linking them to the sexual abuse of children and characterising them as “a serious cancerous growth on the body of society”. A District Court had sentenced him to 1 month of prison for incitement to hatred according to Chapter 16 Sec. 8 the Swedish Penal Code, whereas the Court of Appeal acquitted him upon appeal. The Supreme Court upheld the judgment of the Court of Appeal. The statements made by the pastor could not be considered to be direct expressions of Biblical verses but implied insulting judgments about the group in general overstepping the limits of an objective and responsible discourse regarding homosexuals. The statements could therefore be deemed to have expressed contempt for homosexuals as a group according to the meaning of Chapter 16 section 8 of the Penal Code as expressed in the *travaux préparatoires*. However, Chapter 16 section 8 also has to be interpreted in the light of the Swedish Constitution and the European Convention of Human Rights. The Constitutional provisions regarding freedom of religion and freedom of speech respectively, were not found to constitute a reason not to convict the pastor. As regards the European Convention of Human Rights, the Supreme Court did find, however, that it was “likely” that the European Court of Human Rights, in a determination of the restriction of (the defendant’s) right to preach his Biblically-based opinion that a judgment to convict would constitute, would find that this restriction is not proportionate, and would therefore be a violation of the European Convention of Human Rights. Despite the pastor’s extreme statements they could not be labelled a “hate speech”, the Court said.

Name of the court: The Supreme Court

Date of decision: 6 January 2006

Name of the parties: The General Prosecutor v. FV et al

Reference number: case B 119-06

Brief summary: The four defendants had been spreading some hundred leaflets at the premises of a public school blaming homosexuals for AIDS and linking them to the sexual abuse of children. The Appeal Court acquitted the men referring to the Supreme Court judgment in the Green case (see above). As the Supreme Court did in Green, the Appeal Court found that the statements could be deemed to have expressed contempt for homosexuals as a group according to the meaning of Chapter 16 section 8 of the Penal Code as expressed in the *travaux préparatoires* but that Chapter 16 section 8 also had to be interpreted in the light of the ECHR and that a judgment to convict would constitute a violation of the European Convention on Human Rights.

³⁷ www.hogstodomstolen.se/2005/Sammanst.htm (English translation of the case).

The Supreme Court however made some distinctions in relation to the Green case. The leaflets had been distributed at a school. The defendants had no right to use the premises freely and the premises could be described as a relatively protected environment with regard to political and similar actions from outsiders. The placing of the leaflets on the lockers resulted in young people receiving them without actually accepting them. It was therefore likely that the European Court of Human Rights would uphold the restriction as proportionate. The defendants were fined and three of them received conditional sentences and the fourth probation.

Describe trends and patterns in cases brought by Roma and Travellers and provide figures if available?

There were 50 cases initiated by Roma at the Ombudsman Against Ethnic Discrimination. This is a high figure.³⁸ The cases mainly regard normal every day activities. Most cases (12) concerned shops, for instance denying entrance or suspecting the customer of theft. The second largest group was housing (11) for instance refusals to be accepted as tenants or refusals of requests to barter³⁹ an apartment.⁴⁰ One reason for the increase in cases initiated by Roma at a time when cases generally are decreasing may be that some successfully concluded cases regarding this group has led to newspaper coverage and an increased awareness of the law.⁴¹

Other

Finally, the author would like to mention here two decisions (of a guiding character) by the Swedish National Board of Education⁴².

The first concerns two girls with Burqa/Niqab in a Swedish school (Decision No. 58-2003:2567). A high school/gymnasium (grade 10 to 12) decided that two pupils, aged 16 and 19, were not allowed to wear burqa at tests or national tests. This decision was made after a dialogue with the two girls. The school submitted thereafter the issue to the National Board on Education, asking whether or not it is acceptable to demand that they are identifiable by showing their face at certain occasions. The Board decided that it is acceptable for schools to prohibit burqa, but not without education and dialogue about the common values, equality between gender and democracy upon which the Swedish educational system relies.

³⁸ Compare the Ombudsman Against Ethnic Discrimination, Yearly Report 2007 p. 29. 31 cases in 2005, 26 cases in 2006 and 33 cases in 2007.

³⁹ A lease for a dwelling can not be terminated by the landlord without just cause. The tenant can thus keep renting their apartment for life. There is a rent control and some contracts have a high value on the black market. The tenant can not sell his or her contract but can under some circumstances barter the contract for another contract with a high value on the black market. If a landlord gives some tenants a wider right to barter their contracts, compared to what the law requires, they receive a valuable favour. The landlord can further always refuse a request to barter, and the tenant will then have to ask a Rental Board for permission instead. Exercising the right to say No can be a costly disfavour to the tenant, as the legal process may make the other party to the barter withdraw. He or she may be offered an apartment with another landlord not fighting the barter in the Rental Board.

⁴⁰ The Ombudsman Against Ethnic Discrimination, Yearly Report 2008 p. 27.

⁴¹ See above p. 29.

⁴² The National Board on Education has the competence to adopt guidelines for all schools in the country. The Board can furthermore answer questions from schools, such as this one concerning the two girls, on general matters. These answers are normative.



In its motivation, the Board said that it is possible with the existing legal statutes and the constitution to prohibit the use of burqa in schools if these cause danger and disorder in school, if they offend others by being offending religious manifestations, or if they cause pedagogical problems. The prohibition is made on local level.

The second case concerned a young girl, who started her first year of compulsory basic schooling in the private school Minervaskolan in Umeå (Decision 22-05-2006 No. 52-2006:689). From the start and for religious reasons she wore a head-scarf. This was against the general school rules prohibiting the use of any type of hat, etc., during class-hours. The principal made clear that she had to abide to the rules or change school. As a result of the denial of her right to wear a head-scarf the girl changed school.

The Swedish National Board of Education concluded that a prohibition to wear a head-scarf at school was contrary to the requirement of providing a school “open to all pupils” according to Chapter 9 Sec. 2 in the School Act. According to the Board the choice of clothing is a personal choice normally not to be guided by school rules. Prohibitions are only acceptable if there are order or safety reasons for doing so. To prohibit a pupil to wear a head-scarf in accordance with general school rules is to deny such a pupil access to schooling from religious reasons.

The right to wear a head-scarf is thus considered a part of the freedom of religion and would now – after 1 of April 2006 – also amount to discrimination according to the 2006 Act prohibiting discrimination in basic education, not at stake here. The Board has in another decision (Dnr 58-2003:2567) stated, however, that it is possible to prohibit the use of burqa in schools if these causes danger and disorder in school, if they offend other by being offending religious manifestations, or if they cause pedagogical problems.⁴³

Internet link source and additional information: www.skolverket.se

⁴³ The decisions by the National Board of Education are not generally available on the Internet. These two decisions are no longer on the Internet. But the material content of the decisions is clearly visible in other acts from the Board, such as “Regulations for a Safe Environment Promoting Learning” (Ordningsregler för en trygg och lärande skolmiljö). Therefore these decisions are still valid.



1. GENERAL LEGAL FRAMEWORK

Constitutional provisions on protection against discrimination and the promotion of equality

Swedish constitutional law is comprised by four different statutes, i.e. the Instrument of Government, the Act of Succession to the Throne, the Freedom of the Press Act and the Fundamental Law on Freedom of Expression (Regeringsformen, Successionsordningen, Tryckfrihetsförordningen and Yttrandefrihetsgrundlagen, respectively). The one of interest to this report is the 1975 Instrument of Government. Basically, it contains provisions regarding the fundamental principles of Government, fundamental rights and freedoms, the role of the Head of State, the Parliament, the Government, courts of law and other bodies of public administration as well as basic rules for legislation, financial powers, the State's relations to other states, Parliamentary control and situations of war or danger of war.

The 1975 Instrument of Government replaced the first one stemming from 1809. The original one showed rather little influence from the European enlightenment movement and did not pay much attention to individual rights. The current Instrument of Government is somewhat different in this respect. Amendments relating particularly to fundamental rights and freedoms were also made throughout the years following 1975.

Art. 2 (the first two paragraphs) in the first chapter of the Instrument of Government states:

“Public power shall be exercised with respect for the equal worth of all and for the freedom and dignity of the individual.

The personal, economic and cultural welfare of the individual shall be fundamental aims of public activity. In particular, it shall be incumbent upon the public administration to secure the right to work, housing and education, and to promote social care and social security and a good living environment.”

In addition paragraph 4 of Article 2 was amended in 2002. It now declares:

“The public institutions shall promote the ideals of democracy as guidelines in all sectors of society and protect the private and family lives of private persons. Public institutions shall work to ensure that all persons shall be able to achieve participation and equality in society. The public institutions shall counteract discrimination against persons on the grounds of gender, skin colour, national or ethnic origin, language or religious affiliation, disability, sexual orientation, age or other circumstance that relates to the individual as a person.” (Lag 2002:903.)

Chapter 2 of the Instrument of Government contains an enumeration of the protected fundamental individual rights. - In Article 15 we find a rule that states that legislation entailing discrimination of individuals belonging to minorities as to race, colour or ethnic origin is prohibited. Apparently, this provision does not entail religion, but insofar ethnicity involves worship it is probably also included in the prohibition against discrimination. (The prohibition is also valid for non-citizens according to Chapter 2 Section 22 paragraph 1 point 7.)



- In Article 16 we find a similar rule banning legislation entailing sex discrimination including a permissive rule on positive action to promote the underrepresented sex. - Also worth mentioning in this context is the constitutional freedom of religion, which is one of the few absolute rights among the rights set forth in the constitution. These rules, too, do not support individual claims. This is true both with regard to the State and to private actors. Their implication is that all Acts of Parliament and other legal regulations must satisfy these basic requirements of non-discrimination. However, it should be noted that laws can be declared unconstitutional by the courts only if the violation is manifest (uppenbart). According to Article 14 of Chapter 11 of the Instrument of Government:

“If a court or other public body finds that a provision conflicts with a rule of fundamental law or other superior statute, or finds that a procedure laid down in law has been disregarded in any important respect when the provision was made, the provision may not be applied. If the provision has been approved by the Parliament (Riksdag) or by the Government, however, it shall be waived only if the error is manifest”.

This limitation requiring that that the law adopted by the Parliament not only violates, but is a manifest violation of the Constitution, means that, as a practical matter, this constitutionality of laws are rarely challenged in Swedish courts.

In regard to employment in the public sector covered by the national Government there is a constitutional requirement (Instrument of Government Chapter 1, Article 9) that decisions regarding an offer of employment shall be based solely on objective grounds, such as skills and merits, and it is therefore never justifiable to treat any job applicant unfavourably on the basis of irrelevant factors.

Strictly speaking, this does not apply to local government employees. However, in practice this applies because of the constitutional rule in Chapter 1, Article 9 of the Instrument of Government, which states that all exercise of public authority, shall be grounded on an objective basis. These rules, too, are not the basis for individual claims on damages, etc, but hiring decisions within the Civil Service can to some extent be subject to administrative appeal, e.g. on the grounds that undue consideration has been given to other factors than those allowed by the Constitution.

It should also be noted that The European Convention on Human Rights has been incorporated into national legislation.⁴⁴ Moreover, Article 23 of Chapter 2 of the Instrument of Government prescribes that “No act of law or other provision may be adopted which contravenes Sweden's undertakings under the European Convention for the Protection of Human Rights and Fundamental Freedoms”. The European Convention on Human Rights has thus received a semi-constitutional status. This means that any law that contradicts the rights set forth in the Convention is void and must not be applied. Thus the Government has an obligation not only not to violate the Convention but also to uphold the respect and protection for the rights established in it.

⁴⁴ Convention for the Protection of Human Rights and Fundamental Freedoms, Adopted in Rome on 4 November 1950. Entered into force on 3 September 1953, Lag (1994:1219) om den europeiska konventionen angående skydd för de mänskliga rättigheterna och de grundläggande friheterna.



b) Are constitutional anti-discrimination provisions directly applicable?

Article 2 of the first chapter of the Instrument of Government is mainly a declaration of the political programme of the welfare state. It does not grant any legally enforceable right to anybody. The new paragraph 4 is expected to play the role of a guiding principle for public authorities rather than being a statement of law that will be implemented by the courts. The term “counteract” [motverka] would seem to include an obligation to abolish any remaining discriminatory legislation as well as an obligation on all public bodies themselves to refrain from discriminating acts. Since this amendment is also not legally binding, the only kind of control is political. As regards the enumeration of protected individual rights in Chapter 2 of the Instrument of Government, these rules, too, do not support individual claims. This is true both with regard to the State and to private actors. Their implication is that all Acts of Parliament and other legal regulations must satisfy these basic requirements of non-discrimination.

c) In particular, where a constitutional equality clause exists, can it (also) be enforced against private actors (as opposed to the State)?

No, it can not.



2. THE DEFINITION OF DISCRIMINATION

2.1 Grounds of unlawful discrimination

Which grounds of discrimination are explicitly prohibited in national law? All grounds covered by national law should be listed, including those not covered by the Directives.

The Discrimination Act covers sex, transgender identity or expression, ethnicity (including religion and belief), disability, sexual orientation and age. Part-time workers, fixed-term workers, and workers taking parental leave are protected by special laws.

2.1.1 Definition of the grounds of unlawful discrimination within the Directives

- a) *How does national law on discrimination define the following terms: racial or ethnic origin, religion or belief, disability, age, sexual orientation?*
Is there a definition of disability on national level and how does it compare with the concept adopted by the European Court of Justice in case C-13/05, Chacón Navas, Paragraph 43, according to which "the concept of 'disability' must be understood as referring to a limitation which results in particular from physical, mental or psychological impairments and which hinders the participation of the person concerned in professional life".

The definition of these concepts in the new Discrimination Act is based on the definitions made in the old acts.⁴⁵

Racial or ethnic origin, including religion or belief

The concept of ethnicity in the new Discrimination Act is defined as “national or ethnic origin, skin colour or similar circumstance” (Ch. 1 Sec. 5 p. 3) “Race” and “religion” is thus basically subsumed as similar circumstances under “ethnicity”. The reason for this is that the delimitation between acts that are an expression of ethnic belonging and acts that are an expression of religious belief is often unclear. Creating one ground covering both situations eliminates the need to make that particular distinction.⁴⁶

Disability

According to Ch.1 Sec 5 p. 4. disability means:

“[P]ermanent physical, mental or intellectual limitation of a person’s functional capacity that as a consequence of an injury or illness that existed at birth, has arisen since then or can be expected to arise.”

The definition is thus stated in general terms, a requirement being that the limitation is “permanent”, i.e. the limitations in functional capacity must be long-lasting. For example, a person with a broken arm will not be covered by the law since the disability caused is of a passing nature. There is no threshold of “severity”, or a reference to the ability to engage in “normal life activities” or “professional life” for that matter.

⁴⁵ Government bill 2007/08:95 p. 117-122, 123, 125

⁴⁶ Government bill 2007/08:95 p. 122. This is not a good argument for not mentioning religion or belief in the statute.



(The latter is part of the assessment as regards “similar situation”) However, until there is a clear case law on the point it will be difficult to more closely define the issues. – Illnesses that can be expected to limit functional capacity in the future are covered by the law. Among others this includes HIV, cancer and multiple sclerosis (MS). According to the authors opinion, the definition of disability within national law meets the requirements of Community law as stated in C-13/05, Chacón Navas (compare pp. 43 and 45 the judgment). It is notable, that Swedish law does not require an impairment which actually hinders the participation of the person concerned in professional life. However, this should be no problem since the Directive of a minimum character.

Sexual orientation

According to Ch. 1 Sec. 5 p. 5 of the Discrimination Act, sexual orientation is defined as “homosexual, bisexual or heterosexual orientation”. In the *travaux préparatoires*, the Government indicates that the intention is to create a legal protection that covers the whole population as all individuals in principle belong to one of these three categories.

The dividing line between sexual orientation which is protected by the law, and sexual behaviour which is not protected, is made in the preparatory works to the old Act. In its bill to Parliament proposing the 1999 Sexual Orientation Discrimination Act, the Government seeks to clarify that a variety of sexual conducts that may be found in individuals regardless of whether they are homosexual, bisexual or heterosexual are not protected by the discrimination prohibition.⁴⁷ The remarks in the bill run the risk of leading to the erroneous conclusion that the anti-discrimination provisions would only cover differences in treatment related to the orientation or preference itself and never on grounds of sexual behaviour. This, however, is not the case. “To avoid, however, that e.g. employers try to circumvent the anti-discrimination legislation by simply submitting that the difference in treatment in a given case was due not to the victim’s being homosexual, but to the fact that she was having homosexual relations, Parliament decided to make the following clarification. The fact that a person is living together with someone of her own sex in an intimate relationship, whether in a registered partnership or not, or the fact that she is *at all* having sexual relations with someone of her own sex, must be considered as a natural expression of the sexual orientation itself, the same way that this is the case for heterosexuals. Therefore, an employer may not take into account any behaviour that has such a natural link to the sexual orientation itself, whichever orientation that may be; unless he can prove that the behaviour has a definite relevance for the aptitude of the employee to perform her duties on the job. This clarification will have a strong effect on the interpretation by the courts since its wording is clear and it is included in the Parliament Standing Committee report, which led to the adoption of the Act.”⁴⁸ This part of the report is also recited in the Government bill to the new Discrimination Act.⁴⁹

Age

According to Ch 1 Sec. 5 p. 6 of the Discrimination Act, age is defined as “length of life to date”. This definition includes all ages and makes it clear that the young as well as the old are protected.

⁴⁷ Prop. 1997/98:180, p 22.

⁴⁸ Ytterberg, Sexual Orientation Report of 28 July 2004.

⁴⁹ Government bill 2007/08:95, p 125.

- b) *Where national law on discrimination does not define these grounds, how far have equivalent terms been used and interpreted elsewhere in national law (e.g. the interpretation of what is a “religion”; or a “disability”, sometimes defined only in social security legislation)? Is recital 17 of Directive 2000/78/EC reflected in the national legislation against discrimination?*

During the drafting of the now repealed 2003 Prohibition of Discrimination Act, a legislative and several Government authorities and other parties discussed the concept of belief. The problem addressed was how to find an adequate translation for “belief”. In those cases this notion already occurs in legislation it is almost consequently referred to as “worship” (*religion*) or “religious faith” (*trosuppfattning*), i.e. with a meaning very close to the concept of religion. The Government Commission in its report suggests a word similar to conviction (*övertygelse*). Most parties who were involved in the discussion on this report agreed upon the ambiguity of using conviction since it entails also political or cultural conviction. The Government finds in its proposal, that the word faith is the most adequate in this context due to its close relation to “religion”.⁵⁰ Faith also comprises atheism and agnosticism, which religion does not.

Besides this debate on the translation of the Directive requisites there has been a discussion on whether or not the Act should contain a legal definition of religion and belief. The Government Commission did in its report suggest that there should be a legal definition and that belief be understood as “basic values concerning ideology or other issues of ethic character”.⁵¹ This definition was criticised by the Legislative Council in its preview of the draft legislation for being unclear and ambiguous. Instead it suggested that religion and belief is defined as “a religious, philosophical or another such ideology”.⁵² The Government argued that both this definition and that made by the Commission were too extensive and would lead to problems of application and interpretation. Moreover, the currently used requisites, faith and worship, are not defined in the legal texts themselves, but through case law. Since this seems to be unproblematic the Government left the definition out of the 2003 Act (as well as the other laws on discrimination). Any eventual issue of interpretation is left to the authorities and the courts to take upon them.⁵³ This was also the view of the Discrimination Committee (2006) and their proposal did not contain a definition as regard religion and other belief nor does the Government bill to the new Discrimination Act contain any definition.⁵⁴

As regards recital 17 of the Employment Framework Directive most plaintiffs lose discrimination cases because they fail to make a *prima facie* case. Proving that they are in a “similar situation” is the main hurdle. Recital 17 is embedded in the concept of ‘similar situation’.

- c) *Are there any restrictions related to the scope of ‘age’ as a protected ground (e.g. a minimum age below which the anti-discrimination law does not apply)?*

⁵⁰ Proposition 2002/03:65, pp. 81-82.

⁵¹ SOU 2000:43, p. 155.

⁵² The Legislative Council’s official statement 2003-03-06, in proposition 2002/03:65, p. 344.

⁵³ Proposition 2002/03:65, p. 82.

⁵⁴ SOU 2006:22 p. 311. Government bill 2007/08:95 p. 120. Since the Discrimination Act does not have any definition of religion or belief, this discussion is the best legal guidance there is.

The prohibition on age discrimination in the Discrimination Act covers all ages without restrictions.⁵⁵

- d) *Please describe any legal rules (or plans for the adoption of rules) or case-law (and its outcome) in the field of anti-discrimination which deal with situations of multiple discrimination. This includes the way equality body (or bodies) are tackling cross-grounds or multiple grounds discrimination.*
- *Would national or European legislation dealing with multiple discrimination be necessary in order to facilitate the adjudication of such cases?*

There are no special rules which deal with situations of multiple discrimination. Apart from stating the obvious advantage of having one authority regardless of ground and one law placing the events under the same Sections and requiring the same conditions to be fulfilled regardless of ground there is nothing in the Government bill to the new Discrimination Act either.⁵⁶ There are examples from case-law where the alleged discrimination has been related to multiple grounds – such as Labour Court case 2006 No. 96, both sex and ethnic discrimination. Since the claimants have not been able to show even a prima facie case of discrimination, the issue of multiple grounds of discrimination has not really been dealt with by the Court.

There is no specific problem regarding multiple discrimination in Sweden, which indicates that European legislation is necessary. On the other hand, the absence of case law may be the problem.

- e) *How have multiple discrimination cases involving one of Art. 13 grounds and gender been adjudicated by the courts (regarding the burden of proof and the award of potential higher damages)? Have these cases been treated under one single ground or as multiple discrimination cases?*

Case law, for instance Labour Court Case 2006 No 96 (judgment 20 September 2006), give hints towards possible answers. The claimant, a woman of Bosnian origin, working with the Swedish Prison and Probation Service applied for a higher position with the employer but a Swedish man and colleague was appointed instead. The trade union asked for 100.000 crowns (9.100 Euros) for sex discrimination and 100.000 crowns for ethnic discrimination. The state (being the employer) claimed that doubling the civil damage when a prima facie case, relating to two grounds, could be made was unfair. But the state never went as far as saying that two grounds was not a reason to award a more modest rise in civil damages.

The making of a prima facie case is often the same regardless of the ground. The valuation of merits such as the applicants' personality was central to this case. Had the employer made an honest mistake regarding the qualifications, the result would have been a presumption of discrimination that would have been very hard to break. As to the damages, the author can only guess that they would have been marginally higher since two grounds were involved.

⁵⁵ Government bill 2007/08:95 p. 120.

⁵⁶ Prop 2007/2008, p. 85. The government bill is the natural place to look for such information see Section 0.1. It is a really important tool in interpreting the Act.



Labour Court Case 2009 nr 11 (judgment 21 of January 2009) is also illustrative.⁵⁷ A 62 year old woman of Czech origin applying for a job at a car rental firm was not called to an interview. The Ombudsman Against Discrimination asked for 120.000 crowns in civil damages arguing that the case concerned sex, ethnic and age discrimination and that more grounds were a reason to award higher damages. But since a *prima facie* case was not shown, the Labour Court had no reason to discuss that topic.

2.1.2 Assumed and associated discrimination

- a) *Does national law (including case law) prohibit discrimination based on perception or assumption of what a person is? (e.g. where a person is discriminated against because another person assumes that he/she is a Muslim or has a certain sexual orientation, even though that turns out to be an incorrect perception or assumption).*

The definition of (direct) discrimination is related to the ground and not to the person (see Sec 2.2). The wording of the prohibition in Ch. 1 Sec. 4 p. 1 of the Discrimination Act, state that it applies “if this disadvantaging is *associated* with sex, transgender identity or expression, ethnicity (including religion and belief), disability, sexual orientation and age”. Any discrimination which relates to the protected grounds is prohibited. A mistaken assumption regarding a person's religion is clearly associated to the ethnicity/religion ground.

- b) *Does national law (including case law) prohibit discrimination based on association with persons with particular characteristics (e.g. association with persons of a particular ethnic group or the primary carer of a disabled person)? If so, how? Is national law in line with the judgment in Case C-303/06 Coleman v Attridge Law and Steve Law?*

Since the definition of (direct) discrimination is related to the ground and not to the person the prohibition applies. Treating an ethnic Swede unfavourably because he or she has a lot of Muslim friends is a treatment associated to the ground of ethnicity/religion. This applies to disability as well. If a person is less favourably treated because he or she is the primary carer of a child with a disability, this treatment is probably regarded as associated to the disability ground. Swedish law is probably in line with the requirement set out in Coleman v Attridge Law and Steve Law, though there is no case law to confirm it.

2.2 Direct discrimination (Article 2(2)(a))

- a) *How is direct discrimination defined in national law?*

The definition of direct discrimination in the new Discrimination Act in Ch. 1 Sec. 4 first point, reads as follows:

⁵⁷ I am aware that this case is outside the time period but as it contains what you specifically asked for I have included it.

Direct Discrimination: that someone is disadvantaged by being treated less favourably than someone else is treated, has been treated or would be treated in a comparable situation, if this disadvantaging is associated with sex, transgender identity or expression, ethnicity, religion or other belief, disability, sexual orientation or age.⁵⁸

- b) *Are discriminatory statements or discriminatory job vacancies announcements capable of constituting direct discrimination in national law? (as in Case C-54/07 Firma Feryn)*

The definition of discrimination requires that a person has suffered a less favourable treatment⁵⁹ (missgynande). A discriminatory job vacancy announcement is not a less favourable treatment.⁶⁰ A discriminatory statement directed at an individual amounts to less favourable treatment, but a discriminatory statement directed at the general public does not. Swedish law is clearly not in line with the first point of the operative part of Firma Feryn.

A discriminatory job announcement regarding ethnicity will in Sweden be dealt with under active measures in Ch 3 Sec 7 of the Discrimination Act. If the employer is insufficiently active in ensuring that people of different sex, ethnicity, religion or other belief have the opportunity to apply to vacant jobs the Equality Ombudsman may according to Ch. 4 Sec. 5 ask the Board Against Discrimination to order the employer to fulfil his or her duty *in the future* subject to a financial penalty (vite).⁶¹ Central employees' organisations having a collective agreement can ask for such an order, if the Ombudsman declines to do so. The economic penalty will gain legal force only after a district court has ordered the payment. The legality of the order itself, as well as the reasonableness of the amount, can be decided upon by the district court. The individual person who may have abstained from seeking a job can not by him- or herself initiate such a process at the Board Against Discrimination.

To summarize the legal situation a financial penalty can only be given for continued violations, not for the first offence. This is probably not in accordance with the third point of the operative part of Firma Feryn and Article 15 of Directive 2000/43.⁶²

- c) *Does the law permit justification of direct discrimination generally, or in relation to particular grounds? If so, what test must be satisfied to justify direct discrimination? (See also 4.7.1 below).*

The ban on direct discrimination is limited by the possibility of justification. In the new Discrimination Act the justifications allowed regarding the labour market are regulated in Chapter 2 Section 2.

⁵⁸ Here religion and belief is expressly mentioned. But they are subsumed under ethnicity and similar circumstances when the areas are enumerated in Chapter 1 Section 5 of the Discrimination Act. This is incoherent and sometimes we see the new Discrimination Act presented with seven grounds of discrimination. Most people however present the Act as containing six grounds as there is a reason for making a single ground of ethnicity and religion.

⁵⁹ Disfavour is the word used in the translation made on the Parliaments home page. It is literally close to the term (missgynande). This term should however be constructed extensively. Therefore concept of disfavour in reality means less favourable treatment.

⁶⁰ It is given as an explicit example of things falling outside the prohibition of direct discrimination, Government bill 2007/08:95, p. 499.

⁶¹ This applies only to the grounds mentioned in the text.

⁶² See Gambinius Göransson et al, The Discrimination Law p. 37.



The first justification regards differential treatment made for reasons of the nature of the work or the context in which the work is carried out if the characteristic constitutes a genuine and determining occupational requirement that has a legitimate purpose and the requirement is appropriate and necessary to achieve that purpose. The second justification regards measures to promote equality between the sexes concerning matters other than pay or terms of employment. The third justification concern age limits with regard to pension, survivor's or invalidity benefits in individual or collective contracts and the last is a general possibility to justify differential treatment based on age subject to a normal proportionality test.⁶³ This general possibility to justify age discrimination applies to the areas where the prohibition applies to age.⁶⁴

For the educational sector the justifications are enumerated in Chapter 2 Section 6. Measures that contribute to promote equality between men and women can be justified in higher education. Application of provisions taking account of age and for special needs of persons with disabilities is also permitted. There is further a general possibility to justify differential treatment based on age subject to a normal proportionality test. For the people's universities⁶⁵ and study associations there is an exception allowing efforts to promote equal rights based on ethnicity and religion. This provision stands out as the scope to justify direct discrimination with regard to ethnicity and religion are rare elsewhere in the legislation. Labour market policy activities, is the other example where it is allowed.⁶⁶ The test required to justify direct discrimination are not written into the law. The main requirement according to the Government bill is that the activities shall be "planned" i.e. is a part of a conscious effort to promote the wellbeing of a certain group.⁶⁷

The scope to justify direct discrimination with regard to unlawful discrimination under Ch. 16 Sec. 9 of the Penal Code is somewhat wider. A shop keeper of a minority ethnicity giving discounts to members of that particular ethnic group is given as an example of a situation where intent in penal law to discriminate is lacking, and intent is a necessary requirement in this provision.⁶⁸ Thus, under some circumstances good intentions are accepted as a defence in penal law.⁶⁹

d) *In relation to age discrimination, if the definition is based on "less favourable treatment" does the law specify how a comparison is to be made?*

No.

⁶³ This test requires a legitimate purpose and means which are appropriate and necessary to achieve this purpose.

⁶⁴ See for instance Ch. 2 Sec. 6, 9 and 10.

⁶⁵ People's universities is a form of education designed to admit students that have little or no academic background.

⁶⁶ Ch. 2 Sec. 9.

⁶⁷ Government bill 2007/08:95, p. 207 (study associations and people's universities) and 220 (labour market policy activities).

⁶⁸ Holmqvist et al, Brottsbalken - En kommentar (The Penal Code – With Commentary) 6 uppl, 16:49.

⁶⁹ A housing company wanting a proper ethnic mix is an example where a good intention was not accepted as a defence.



2.2.1 Situation Testing

- a) *Does national law permit the use of “situational testing”? If so, how is this defined and what are the procedural conditions for admissibility of such evidence in court?. For what discrimination grounds is situation testing permitted? If not all grounds are included, what are the reasons given for this limitation?*

Situational testing is not explicitly touched upon in Swedish law and thus there is no definition, nor any explicit procedural law dealing with the conditions for admissibility. However, situational testing can be permitted and the value of such evidence has to be assessed in accordance with the circumstances at issue.

- b) *Is there any reluctance to use situational testing as evidence in court (e.g. ethical or methodology issues)? In this respect, does evolution in other countries influence your national law (European strategic litigation issue)?*

There is no such reluctance with regard to courts, to the author’s knowledge.⁷⁰ On the contrary, situation testing has helped to prove discrimination in a number of successful discrimination cases in the recent years.⁷¹ The Appeal Court for Skåne and Blekinge has upheld a decision by Malmö District Court where it is explicitly stated that even if the purpose of the visit to the night club was a part of an investigation into restaurant discrimination, the four persons had still been discriminated against under the civil law.⁷² The Supreme Court agreed (see below c). In another case a situation test contributed to proving a prima facie case regarding circumstances taking place some weeks earlier. This case was appealed by the discriminator but only regarding the level of the damages.⁷³ There is no case where the value of a situation test as a proof of discrimination have been reduced because of the manner in which the evidence was obtained. There is not any visible direct influence on national law from other countries. The fact that a project on situation testing has been carried together with the ILO (see d below) may be a hint, though, of an international orientation as regards this issue.

- c) *Outline important case-law within the national legal system on this issue.*

The Supreme Court made one important decision on situation testing in 2008.⁷⁴ A group of law students was testing a number of restaurants and night-clubs from an ethnic discrimination point of view. The appeal court awarded the four students each 15.000 crowns (approximately 1400 Euro) in civil damages. This is considered to be the normal level of damages for the offence of denied entrance. The Supreme Court allowed an appeal on legal grounds only.

⁷⁰ With the possible exception of Nja 1996 p. 768 (see Sec 0.3.5).

⁷¹ Lappalainen gives an overview of some of the cases in Centre for Equal Rights and MPG (eds) Proving Discrimination Cases – the Role of Situation Testing, p. 80-88.

⁷² Malmö District Court, judgement 3 of may 2006. case T 3562-05, p. 8. The Appeal Court for Skåne and Blekinge, judgement 2007-04-24, case T1358-06.

⁷³ Gothenburg District Court, Judgement 2006-05-17 case T 9717-05. The Appeal Court for Western Sweden, Judgement 2007-01-18, case nr T 2950-06.

⁷⁴ The Supreme Court, Escape Bar and Restaurant v. The Ombudsman Against ethnic Discrimination (case T-2224-07 judgement 2008-10-01)

The investigation purpose and the absence of a genuine desire to be let into the establishment meant that the four students had not been denied anything they tried to obtain. It was for this reason equitable to lower the civil damages and the Supreme Court awarded each of the four students 5000 crowns (approximately 450 Euro) in damages. Two of the five judges wrote a dissenting opinion arguing that each student should be awarded the normal level of civil damages.

Constructing the aim of the civil damages to be mainly about compensation for a non economic injury to the individual – as opposed to a deterrence for the perpetrator – may result in that discrimination proved through situation testing will in the future lead to only low levels of damages. However, the new Discrimination Act requires the courts to give particular attention to the interest of preventing future infringements (See below Sec. 6.5 and the principle of effectiveness).

d) *Outline how situation-testing is used in practice and by whom (e.g. NGOs, equality body, etc)*

The former Swedish Integration Board (Integrationsverket)⁷⁵ a national authority under the Government, has since 2004 been involved in a project on situation testing together with the ILO. A workshop in October 2004 resulted in a report covering, among other things, hitherto experiences of situation testing in Sweden.⁷⁶ These were regarded as, hitherto, hardly non-existent in the area of employment. As part of the project the ILO has now carried out a study based on situations testing of pairs of job applicants with a Middle East and Swedish background, respectively, applying for 1 431 jobs in Sweden. It was three times as hard for individuals of Middle East origin as compared to the Swedes to even be taken in consideration for a job.⁷⁷ Also DO, the old Ethnicity Ombudsman, was involved with an investigation on situation testing as a method against discrimination and situation testing was also recommended to DO as a tool by the structural discrimination inquiry commission.⁷⁸ No action has been taken and the method is not yet in use in the employment area, though. However, as mentioned above, a number of cases of alleged illegal discrimination on the grounds of ethnicity based on the Penal Code, on the one hand, and on the 2003 Act on the other was brought to different district courts in 2005. The background situation was groups of law students (of Swedish origin and immigrants, respectively) “testing” equal treatment practices of restaurants and night-clubs. In some of these cases discrimination was found to have been proven by the respective District Court. However, in the first Appeal Court judgment Hovrätten över Skåne och Blekinge (case B 3145-05, judgment 22 December 2006) found no criminal offense proven on the basis of the evidence presented (video-clips). The Court stated that it was not proven by the video-clip (or by the rest of the investigation) what were the motives behind the actions of a colleague of the prosecuted guard, or what insights the guard himself might have had on these motives.

⁷⁵ This authority was closed down 30 of June 2007.

⁷⁶ Tillämpningen av Situation testing – metodologi i analysen av arbetsmarknadsdiskriminering (The Application of Situation Testing – Methodology in Analysing Labour Market Discrimination). This report gives an account of a 2 day workshop and has a summary in English. www.integrationsverket.se/templates/ivPublication_6720.aspx.

⁷⁷ The report is to be presented in February 2007. A synthesis report ‘Discrimination against native Swedes of immigrant origin in access to employment’ can be found on the following webpage, www.integrationsverket.se/tpl/NewsPage_4067.aspx.

⁷⁸ SOU 2005:56, Det blågula glashuset – strukturell diskriminering i Sverige, p. 590. Se Flash report P137.



Situation testing thus is uncontroversial as a mean of evidence and the authorities can use public money to act as legal representatives⁷⁹ of plaintiffs relying on evidence obtained by situation testing in courts.⁸⁰ But the authorities are reluctant to be involved themselves in situation testing as a way of obtaining evidence in individual cases. They are not forbidden to do so or even asked to abstain from situation testing. But the instance of outspoken encouragement in footnote 78 is a rare exception.

Situation testing is close to crime provocation. Crime provocation is generally not allowed in Sweden. Authorities can not ask a citizen to commit a crime they would otherwise not have committed. But in the discrimination field the discriminator is asked to do something legal – for instance allowing a person to eat at a restaurant. The documentation of the refusal creates an evidence of discrimination. Evidence provocation is clearly more acceptable but there is limitations applying to authorities but not to private persons. The unclear⁸¹ legal situation regarding these limitations made DO argue that an explicit permission to do situation testing in the Act is necessary if they are to apply situation testing as a method of gaining evidence themselves.⁸² There is nothing on situation testing in the new Discrimination Act.

Another reason for explicitly regulating the issue in the anti discrimination law is that the ombudsman is in principle neutral when a plaintiff initiates a case. After hearing both sides the ombudsman evaluates the evidence. On basis of this evaluation the ombudsman may decide to go to court on behalf of the plaintiff. Collecting additional evidence for the plaintiff – by any mean – before this point is problematic.

2.3 Indirect discrimination (Article 2(2)(b))

a) *How is indirect discrimination defined in national law?*

The definition of indirect discrimination in the new Discrimination Act in Ch. 1. Sec. 4 second point, reads as follows:

⁷⁹ Swedish procedural rules makes the discrimination authorities the formal plaintiff in civil cases.

⁸⁰ The Ombudsman Against Ethnic Discrimination for instance represented the four plaintiffs in the Escape case. Malmö District Court, judgement 3 of may 2006. case T 3562-05. The Appeal Court for Skåne and Blekinge, judgement 2007-04-24, case T 1358-06. The Supreme Court, Escape Bar and Restaurant v. The Ombudsman Against ethnic Discrimination (case T-2224-07 judgement 2008-10-01).

⁸¹ The legal situation is truly unclear. It is based on case law concerning the Police. The degree to which it applies to discrimination authorities and to civil law is unknown.

⁸² The Ombudsman Against Ethnic Discrimination, Diskimineringstester som bevismedel (Discrimination Tests as Means of Evidence), Dnr. 419-2005.



Indirect Discrimination: that someone is disadvantaged by the application of a provision, a criterion or a procedure that appears neutral but that may put people of a certain sex, a certain transgender identity or expression, a certain ethnicity, a certain religion or other belief, a certain disability, a certain sexual orientation or a certain age at a particular disadvantage, unless the provision, criterion or procedure has a legitimate purpose and the means that are used are appropriate and necessary to achieve that purpose.⁸³

- b) *What test must be satisfied to justify indirect discrimination? What are the legitimate aims that can be accepted by courts? Do the legitimate aims as accepted by courts have the same value as the general principle of equality, from a human rights perspective as prescribed in domestic law? What is considered as an appropriate and necessary measure to pursue a legitimate aim?*

Some guidance are given in the *travaux préparatoires* to both the new Discrimination Act and the previous acts. For instance, as regards the 1999 Sexual Orientation Discrimination Act, the example of presumably unlawful indirect discrimination given is that of a childcare centre requiring prospective employees to have experience of raising biological children of their own. Another example could be if a requirement is made that a person be married to qualify for a job. As regards disability, according to the old Disability Ombudsman, for example, requiring a driver's license can be a form of indirect discrimination. A license is a necessary requirement for a job as a taxi driver, but does not have to be essential, for example, in regard to a job as a journalist. The government bill to the Discrimination Act uses language skill as an example when discussing legitimate purpose and under what circumstances a criterion can be appropriate and necessary in order to achieve such a purpose.⁸⁴

The basic principle behind these examples is that the courts can accept any aim as legitimate as long as it is convinced that it is of genuine importance and this comes in degrees. The general principle of equality is the opposing principle. It has more or less the same weight in any case.

- c) *Is this compatible with the Directives?*

Yes.

- d) *In relation to age discrimination, does the law specify how a comparison is to be made?*

The rules on the legal proceedings are the same for all grounds in the new Discrimination Act.

- e) *Have differences in treatment based on language been perceived as indirect discrimination on the grounds of racial or ethnic origin?*

⁸³ Here religion and belief is expressly mentioned. But they are subsumed under ethnicity and similar circumstances when the areas are enumerated in Chapter 1 Section 5 of the Discrimination Act. This is incoherent and sometimes we see the new Discrimination Act presented with seven grounds of discrimination. Most people however present the Act as containing six grounds as there is a reason for making a single ground of ethnicity and religion.

⁸⁴ Government bill 2007/08:95, p. 491.



Difference in treatment based on language is one of the most commonly used examples of indirect ethnic discrimination in the preparatory works and in academic literature.⁸⁵ See also Labour Court cases 2005 no. 98 (above sec. 0.3.1). In this case the municipality claimed that the Ombudsman Against Ethnic Discrimination had failed to prove that the required level of language skills had an adverse effect on persons from former Yugoslavia. The Labour Court said that ethnic origin in relation to Swedish language skills should be perceived as concerning people with Swedish as their native tongue and people with other native tongues. It thus became unnecessary to prove any adverse effect on a particular ethnic group.

2.3.1 Statistical Evidence

- a) *Does national law permit the use of statistical evidence to establish indirect discrimination? If so, what are the conditions for it to be admissible in court?*

Since indirect discrimination requires group impact to be compared, of course, statistical evidence is permitted. The use of statistical evidence is not regulated in any special way and such evidence will have to be assessed according to the circumstances.

- b) *Is the use of such evidence widespread? Is there any reluctance to use statistical data as evidence in court (e.g. ethical or methodology issues)? In this respect, does evolution in other countries influence your national law?*

In areas outside sex-discrimination statistical evidence is, to the knowledge of the author, not frequently used. However, such evidence is not viewed upon with reluctance either. Due to the situation – scarce case law – it is impossible to say whether judges are influenced by the evolution in other countries.

- c) *Please illustrate the most important case law in this area.*

There is no case-law in the areas of discrimination outside sex discrimination using statistics to the knowledge of the author. As regards sex discrimination statistics have first and foremost been used in cases concerning equal pay but to some extent also employment. Also in these cases, there has been no real legal dispute as regards the statistics as such.

- d) *Are there national rules which permit data collection? Please answer in respect to all 5 grounds. The aim of this question is whether or not data collection is allowed for the purposes of litigation and positive action measures. Specifically, are statistical data used to design positive action measures? How are these data collected/ generated?*

The (1998:2004) Act on Personal Information (Personuppgiftslagen) contains the general rules on the right to register personal information. There is a general prohibition to register (among other things) such “sensitive personal information” as ethnicity, religion or other belief and information concerning health and sexual life including sexual orientation (Sec. 13) However, as regards employers it is permitted to keep record on these things “only to the extent this is really necessary for the employer to meet the requirements of labour law” (Sec. 16(a)).

⁸⁵ See for instance Government bill 2007/08:95, p. 491, government bill 2002/2003:65, p. 94f and Källström–Malmberg, The Employment Relationship (Anställningsförhållandet 2006) p. 85.



With regard to health authorities there is also a right to register such sensitive information when necessary for medical reasons, in which case there is a corresponding rule on secrecy (Sec. 18). In Sec. 16 there is also a general exception whenever legal claims make keeping record of sensitive information necessary in an individual case and this is also the case when the person registered has explicitly agreed to the registration (Sec. 15). Punitive and economic damages can be claimed in case of actual practices not complying with these norms. Such claims are presented to the ordinary court system and a group claim could thus, at least theoretically, be made. - Against this background information is as the general rule not kept monitoring ethnicity or religion, sexual orientation and disability. On the other hand, the sex and the age of an individual are as a rule always known.

For general statistics purposes there is, however, the population register (folkbokföringsregistret) managed by the tax authorities. This register contains information (among other things) on the place of birth and nationality of a person as well as the place of birth of his/her parents and the date of taking up residence in Sweden. Religion and belief as such are not registered but the membership of a church may be registered (as regards the Swedish church, always). Information on disability or sexual orientation is not included in the population register.

It would not be permissible to register ethnicity, religion and sexual orientation in order to prove that a certain criterion have adverse impact on a certain group, and disability is linked to a person's health and is therefore sensitive. But the author is not aware of any situation where this is a problem. The courts accept common sense reasoning where statistics can not be produced.

The same constraints apply to positive action. Age and nationality are two discrimination grounds covered by this report where the author can imagine that it would be possible to use statistical data directly to construct positive measures. But the author does not know of any such cases. In most cases, to the degree that positive action is allowed, it is up to the person wanting to promote the interests of for instance an ethnic minority to find a permitted proxy for ethnicity which can be used for statistical purposes.

The state does not construct positive measures based on statistics and other actors seldom do so. Statistics can be a reason for adopting a measure or for ceasing to apply it. But the author have never heard of a case where statistical data have been used to design a positive measures on the grounds covered in this report.⁸⁶

2.4 Harassment (Article 2(3))

- a) *How is harassment defined in national law? Include reference to criminal offences of harassment insofar as these could be used to tackle discrimination falling within the scope of the Directives.*

The Discrimination Act defines five forms of discrimination in Ch. 1. Sec. 4, each having its own point. The third point reads as follows:

⁸⁶ The only such case the author know of concern sex. The Swedish University of Agricultural Sciences had a small quota for applicants from the people's universities and decided to select applicants by lottery among those with the highest possible grades. Men were given a better chance in this lottery to a degree that depended on the under representation of men in this particular program.



Harassment: conduct that violates a person's dignity and that is associated with one of the grounds of discrimination, a certain sex, transgender identity or expression, a certain ethnicity, a certain religion or other belief, a certain disability, a certain sexual orientation or a certain age.

This definition is somewhat broader than the one found in the Directive, in that it does not require that the behaviour also creates an intimidating, hostile, degrading, humiliating or offensive environment, but only that it violates the dignity of a person. The provision omits the qualification of “unwanted”, a criterion which is understood to be an integral part of the term “harassment” in Swedish (*trakasserier*).

The concept of unlawful discrimination in Ch. 16 Sec. 9 of the Penal Code applies to harassment as well. Employers are however not covered by this provision and an intention to discriminate must be shown.

b) Is harassment prohibited as a form of discrimination?

Yes see above.

c) Are there any additional sources on the concept of harassment (e.g. an official Code of Practice)?

According to Ch. 2 Sec. 3 and Sec 7 of the Discrimination Act an employer or an education provider who becomes aware that a worker or pupil or student has been subjected to harassments have a duty to investigate the circumstances and to take appropriate actions to avoid harassment in the future.⁸⁷ Chapter 3 contain rules on active measures involving the duty of establishing equal treatment plans⁸⁸ and perform preventive work as regards harassment. It is thus fairly common that individual employers have elaborated codes of conduct applicable at the workplace. Furthermore, the Equality Ombudsman has a duty to follow up the application of the Discrimination Act. There are publications giving guidance as regards how to deal with harassment. Such material has no real legal standing, though, but is only of an informative character. However, there are also the rules stipulated by the Swedish Work Environment Authority (*Arbetsmiljöverket*) under the 1977 Work Environment Act. Here we find regulation AFS 1993:17 on Harassing Differential Treatment in Working Life. These rules cover any type of harassment at the work-place, including harassment covered by non-discrimination legislation, and are complemented by general guidelines. The rules and guidelines are of a procedural character and do not contain any definitions, etc., of interest.

2.5 Instructions to discriminate (Article 2(4))

Does national law (including case-law) prohibit instructions to discriminate?

If yes, does it contain any specific provisions regarding the liability of legal persons for such actions?

⁸⁷ Such a duty is placed on the national military and civil service as well, according to Chapter 2 Section 16 of the Discrimination Act.

⁸⁸ Section 16 requires a yearly plan from education providers. Section 3 requires “goal oriented work” from the employers. Such work needs to follow some sort of plan but it must not be a yearly plan.

The Discrimination Act defines five forms of discrimination in Ch. 1. Sec. 4, each having its own point. The fifth point deals with instructions to discriminate and covers someone who is in a subordinated or dependent position relative to the person who gives the order or someone who has committed herself or himself to performing an assignment for that person.

There are no special rules on liability for legal persons. The general rule applies (see Chapter 3 Sections 1 and 2). The employer is according to Chapter 2 Sec. 1 of the Discrimination Act responsible for the instruction to discriminate, whether the instruction is given by a legal person or a natural person who has the authority to take decisions on behalf of the employer with regard to the person receiving the instruction. However, only natural persons are protected as receivers of such instructions.

2.6 Reasonable accommodation duties (Article 2(2)(b)(ii) and Article 5 Directive 2000/78)

- a) *How does national law implement the duty to provide reasonable accommodation for people with disabilities? In particular, specify when the duty applies, the criteria for assessing the extent of the duty and any definition of “reasonable”. e.g. does national law define what would be a “disproportionate burden” for employers or is the availability of financial assistance from the State taken into account in assessing whether there is a disproportionate burden? Please also specify if the definition of a disability for the purposes of claiming a reasonable accommodation is the same as for claiming protection from non-discrimination in general, i.e. is the personal scope of the national law different (more limited) in the context of reasonable accommodation than it is with regard to other elements of disability non-discrimination law.*

The Discrimination Act specifies the concept of reasonable accommodation in Ch. 2 Sec. 1:

“The prohibition of discrimination also applies in cases where the employer by taking reasonable support and adaptation measures, can see to it that an employee, a job applicant or a trainee with disability is put in a comparable situation to people without such a disability.”

In a discrimination case the concept of comparable situation is to be assessed as the situation would have been, had the employer fulfilled its duty to adopt reasonable adaptation measures. If the other requirements are fulfilled there may be a case of direct discrimination.

It is not really possible to specify what accommodations are to be classified as “reasonable support and adaptation measures” according to Swedish law, since case law so far is scarce, nor is it possible to specify what would be recognised as a disproportionate burden and thus be seen as going beyond what is reasonable with regard to support and adaptation measures. The following adaptation measures were mentioned in the legislative materials accompanying the Discrimination Act as examples that could be required of an employer: improvements related to physical accessibility, the acquisition of technical support, and changes in work tasks, time schedules or work methods.⁸⁹ The reasonableness of requiring measures to be undertaken can vary depending on the employer.

⁸⁹ Government bill 2007/08:95 p. 148.



This determination must be made from case to case depending on such factors as, for example, the company's ability to bear the costs, the ability to undertake a measure, the problems caused for the employer by the measure and the expected length of the employment. According to the old Disability Ombudsman, the mere possibility of obtaining a subsidy will not be taken into account in assessing reasonableness. This can however be taken into account if it becomes apparent during the recruitment process that the subsidy will be received.

The scope of the duty is based on a reasonable balancing of interests. In the case of a large employer with substantial resources the duty to provide a "reasonable accommodation" will presumably go substantially beyond the essential functions of the job. General legislation applying outside the field of discrimination is important here, especially the 1977 Working Environment Act and the employer's duty of "rehabilitation measures"⁹⁰ as regard the already employed in combination with the 1982 Employment Protection Act, which impose a duty of fairly far-reaching accommodation.⁹¹ These duties are sometimes more far reaching compared to the Discrimination Act. As regards indirect discrimination accommodation concerns will be taken into account within the assessment of justification process.

The concept of disability is the same in all areas regulated by the Discrimination Act. However, reasonable accommodation requirements in public law are based on different concepts of disability. For instance, Section 7 of the Transportation Service Act (1997:736), which provides subsidized travel, defines disability as an impairment which is *not temporary* (inte endast tillfällig) while the Discrimination Act defines disability as an impairment which is *permanent* (varaktig).

b) Does national law provide for a duty to provide a reasonable accommodation for people with disabilities in areas outside employment? Does the definition of "disproportionate burden" in this context, as contained in legislation and developed in case law, differ in any way from the definition used with regard to employment?

The prohibition of discrimination for education providers applies when by taking "reasonable measures regarding the accessibility and usability of the premises, they can see to it that a person with a disability" is put in a comparable situation to people without such a disability.⁹² This duty applies to higher education.

In a discrimination case the concept of comparable situation is to be assessed as the situation would have been, had the education provider fulfilled its duty to adopt reasonable adaptation measures. If the other requirements are fulfilled there may be a case of direct discrimination.

The School Law (1985:1100) contains a duty to accept pupils at the school of their choice unless the financial burden required is substantial. But since this duty is not regulated by the Discrimination Act, a breach does not amount to direct discrimination.

⁹⁰ The goal of rehabilitation is the employee's return to the workplace or to provide support for an individual in maintaining his position in the workplace. Rehabilitation in relation to working life is additionally regulated in the General Social Insurance Act (lag om allmän försäkring (1962:381)).

⁹¹ See further, for instance, Inghammar, Discrimination of People with Disabilities. Normative Aspects of Disability and Work in a Swedish, English and EC Context, in: Numhauser-Henning (ed.), *Legal Perspectives on Equal Treatment and Non-Discrimination*, Kluwer Law International, The Hague 2001.

⁹² Chapter 2 Section 5 of the Discrimination Act.



The individual with a disability must often be the principal actor, making the reasonable accommodation happen. The state and the municipality offer assistance directed at the individual. Abstaining from taking positive measures does not in itself amount to discrimination. I can make an example with a landlord having a tenant who becomes disabled due to an illness. The landlord might then prohibit installations necessary for the tenant to remain in the apartment. The fact that the municipality would have been obliged to grant an allowance for the installation as well as to pay for the future removal does not include a duty for the landlord to permit them. Discrimination law is based on comparisons between persons with disabilities and persons without disabilities and persons without disabilities have very limited rights to make installations, in rented apartments. The scope to demand reasonable adaptations to accommodate a disability is limited unless the law clearly states that a refusal to do a reasonable adaptation amounts to direct discrimination. This is so for employers and for providers of higher education.

Where public law requires reasonable accommodation, one could argue that a failure to do so could under some circumstances result in indirect discrimination. Hans Ytterberg, the former Ombudsman Against Discrimination on Grounds of Sexual Orientation, are doing an inquiry into this issue.⁹³

- c) *Does failure to meet the duty of reasonable accommodation count as discrimination? Is there a justification defence? How does this relate to the prohibition of direct and indirect discrimination?*

The duty of reasonable accommodation is made an integrated part of the concept of direct discrimination itself. "Reasonable accommodation" is required in determining whether or not a similar situation exists, and thus for determining whether or not discrimination has occurred. The key issue is if the individual involved can be placed in a similar situation. If this can be achieved through reasonable adaptation of the workplace, the employer cannot take the disability into account and doing so amounts to direct discrimination.

- d) *Has national law (including case law) implemented the duty to provide reasonable accommodation in respect of any of the other grounds (e.g. religion)?*

There is no specific requirement related to providing reasonable accommodation in relation to the laws related to the other grounds of discrimination. However, it is possible that the law concerning ethnic discrimination will in the future be interpreted in a manner which requires some form of reasonable accommodation in relation to, for example, religious minorities.⁹⁴ Employers have a duty to undertake active measures to ensure that the workplace is more inclusive in terms of persons with different ethnic and religious backgrounds.

⁹³ This is a purely internal work of the ministry and there are no official instructions. The information put up on the government home page however indicate a right to propose new legislation.

⁹⁴ To the knowledge of the author there has been no discussion on 'language accommodation measures'. However, there is a right to time-off during language studies (in Swedish) according to the (1986:163) Act on a right to leave for studies in Swedish for immigrants.



The new Discrimination Act contains a provision Ch. 3 Sec. 4 requiring employers to implement such measures as can be required in view of their resources and other circumstances to ensure that the working conditions are suitable for all employees regardless of sex, ethnicity, religion or other belief. The active measures have a public law character and this is an example when a failure to do so might lead to indirect discrimination.

- e) *Does the national law clearly provides for the shift of the burden of proof, when claiming the right to reasonable accommodation?*

Chapter 2 Section 1 of the new Discrimination Act states that a person is in a similar situation if the employer by reasonable accommodation can place him or her in a similar situation. Reasonable accommodation is thus an integral part of the making of a prima facie case. In principal, the burden of proof rests with the employee at this stage. The author finds it unlikely that the Labour Court would shift the burden of proof.⁹⁵

The Supreme Court have - however - criticised the old wording of the law. The law should not be understood as split between to points, where one party have the burden of proof for certain facts before the specific point and the other party for other facts after this point. The Supreme Court sees the provisions on burden of proof as a presumption rule, and the fact that must be proved for the presumption to apply must be assessed in the individual case.⁹⁶ It is thus possible that the Supreme Court would shift the burden of proof. The new Discrimination Act – though better than the previous acts – does not clearly provide for the shifting of the burden of proof.

- f) *Does national law require services available to the public, buildings and infrastructure to be designed and built in a disability-accessible way? If so, could and has a failure to comply with such legislation be relied upon in a discrimination case based on the legislation transposing Directive 2000/78?*

Yes, building regulations include rules on accommodation/accessibility. As regards public authorities there is a general duty to assess accessibility in all their activities and to develop accessibility plans to this end.⁹⁷ Such rules may be relied upon, for instance, in an argument on “reasonable” accommodation. To my knowledge, though, there is no case law to reflect this.

- g) *Does national law contain a general duty to provide accessibility for people with disabilities by anticipation? If so, how is accessibility defined, in what fields (employment, social protection, goods and services, transport, housing, education, etc.) and who is covered by this obligation? On what grounds can a failure to provide accessibility be justified?*

⁹⁵ The wording of Chapter 6 Section 3 of the new Discrimination Act ought however to nudge the Labour Court towards shifting the burden proof. So does the reasoning behind the new formulation, Government bill 2007/2008:95 p. 444.

⁹⁶ The Supreme Court, case T 2100-05 (judgment March 28 2006). This critic is addressed by the new wording on the shifting of burden of proof in the Discrimination Act, Government bill 2007/2008:95 p. 444.

HomO v. Restaurang Fridhem Handelsbolag

⁹⁷ Ordinance (2001:526).

There is no general duty with regard to disability. The Discrimination Act contains a provision Ch. 3 Sec. 4 requiring employers to implement such measures as can be required in view of their resources and other circumstances to ensure that the working conditions are suitable for all employees regardless of sex, ethnicity, religion or other belief, (see above d). It does not mention disability. Reasonable accommodation directed at this group but not benefiting a certain individual is thus *not* required by the law. Ann-Marie Morhed, is doing an inquiry on active measures including accessibility. The main focus is on cost-effectiveness. She is instructed to consider whether or not the active measures in Ch. 3 Sec. 4 are to be extended to more grounds. This inquiry shall report back to the Government at the end of 2009.⁹⁸

h) Please explain briefly the existing national legislation concerning people with disabilities (beyond the simple prohibition of discrimination). Does national law provide for special rights for people with disabilities?

The Swedish social tradition is not based on individual rights. The Swedish system of positive action is based on the state giving subsidies to employers (private as well as public employers) as the first option. These subsidies are regulated in Ordinance (2000:630) on special measures for persons with an employment handicap. The wage subsidy is based on the person's reduced working capacities. The part of the wage that exceeds 16 700 SEK (approximately 1500 Euro) per month for full time work is not subsidised.⁹⁹

If that does not work the second option is sheltered employment at Samhall (see below Sec. 2.7).

There is also special protection for the persons with disabilities in the Employment Protection Act (1982:80). In the redundancy situation the seniority rule normally applies. An employee has the right to be transferred a position for which he or she has sufficient qualifications and better seniority than the employee holding that position. According to Section 23 a person who have reduced working capacities, and therefore have been given special duties by the employer, shall be given priority for continued work, regardless of his seniority, if it can be accomplished without serious inconvenience to the employer. This is a clear preferential treatment in relation to other employees. However, this section does not include any right to preferential treatment when the employer decides which positions are to be made redundant

2.7 Sheltered or semi-sheltered accommodation/employment

a) To what extent does national law make provision for sheltered or semi-sheltered accommodation/employment for workers with disabilities?

Open-labour-market integration for the workers with disabilities is the main policy in Sweden. However, sheltered employment is also a possibility (but no individual right) for those with too grave too disabilities to obtain other employment and whose needs cannot be met in any other way, according to the Ordinance (2000:630) on special measures for persons with an employment handicap. Sheltered employment is offered by a public company, Samhall AB, and employs about 22,000 workers with disabilities.

⁹⁸ Committé Directive 2008:130. Homepage <http://www.sou.gov.se/aktivaatgarder/>.

⁹⁹ Section 28.



There is also “sheltered employment in the public sector” targeting especially the socially and mentally handicapped and covering about 5000 persons.

b) Would such activities be considered to constitute employment under national law?

Sheltered work is regarded as employment but is, however, not covered by the Employment Protection Act. Some employment protection is, nevertheless, offered through collective agreements in the area, though. The laws against discrimination make no exception for employees in sheltered employment.



3. PERSONAL AND MATERIAL SCOPE

3.1 Personal scope

3.1.1 EU and non-EU nationals (Recital 13 and Article 3(2) Directive 2000/43 and Recital 12 and Article 3(2) Directive 2000/78)

Are there residence or citizenship/nationality requirements for protection under the relevant national laws transposing the Directives?

There are no explicit references to nationality or residence made in the Discrimination Act. An employer can not be considered to be under the obligation to, for instance, employ a person not holding a necessary residence or work permit – on the contrary, this is regarded as a criminal offence. Furthermore, the Discrimination Act covers a number of areas, such as the application of social security regulations, where at least residence requirements are plenty.

3.1.2 Natural persons and legal persons (Recital 16 Directive 2000/43)

Does national law distinguish between natural persons and legal persons, either for purposes of protection against discrimination or liability for discrimination?

The Discrimination Act protects only natural persons.¹⁰⁰ Nevertheless, as regards the act's applicability to working life, there is in the back-ground the general “concept of employee”, a compulsory concept not for the parties concerned to decide upon. Within this concept it is perfectly possible for the Labour Court, in the last instance, to “look through” and thus ignore the fact that a contract may be agreed between the employer and a legal entity run by the “employee” alone.

The former Ombudsmen against discrimination have unanimously criticised the fact that no explicit protection against discrimination is provided for legal persons, something which is according to them required by the Directive.¹⁰¹ The Discrimination Inquiry Commission proposed a protection also for legal persons in a number (but not all) areas covered by non-discrimination legislation.¹⁰² The Government, however, was not ready to take this step now.

¹⁰⁰ Government bill 2007/08:95, p. 90.

¹⁰¹ The Ombudsman against discrimination due to sexual orientation, Hans Ytterberg, argues in the following way: ‘First of all, we have pointed to the fact that art. 3(1) Directive provides that the Directive shall apply to *all* persons and that recital 12 states that *any* direct or indirect discrimination as regards the areas covered by the Directive should be prohibited throughout the Community. Furthermore, membership of employers’ associations (which is one area explicitly covered by the Directive) is almost exclusively relevant for legal persons, at least in Sweden. It would therefore make little sense to prohibit discrimination with respect to such membership but at the same time exclude legal persons from that protection.’

¹⁰² SOU 2006 :22 pp. 332 and following.



3.1.3 Scope of liability

What is the scope of liability for discrimination (including harassment and instruction to discriminate)? Specifically, can employers or (in the case of racial or ethnic origin) service-providers (e.g. landlords, schools, hospitals) be held liable for the actions of employees? Can they be held liable for actions of third parties (e.g. tenants, clients or customers)? Can the individual harasser or discriminator (e.g. co-worker or client) be held liable? Can trade unions or other trade/professional associations be held liable for actions of their members?

In working life the prohibition applies to the employer. The employer may be a natural or a legal person. According to Ch. 2 Sec. 1 of the Discrimination Act a person who has the right to make decisions on the employer's behalf in matters concerning the employee shall be equated with the employer. An employer can thus only be made responsible for employees who are given the authority to represent the employer towards other employees i.e. management on different levels.¹⁰³ A fellow worker lacks such an authorisation towards another fellow worker, thus an individual employee can not sue a fellow worker under the Discrimination Act.

The employee sending the discriminatory email in Labour Court case 2007 No 45 (see above Sec. 0.3.1), was not in a position to make decisions regarding the Iranian's job application and did thus not represent the employer. There could therefore be no discrimination even though the employer never argued that the lack of authorisation was visible to the Iranian job applicant. This restriction on the vicarious liability of employers reduces the scope of the prohibition on discrimination in a way which is problematic in relation to EC law.

An employment agency or a head hunting firm, are two examples of legal persons whose actions will make the employer liable if they are given the authority to represent the employer. As regards sub-contractors, assuming that they are completely independent, employers can be assumed to have no liability for the acts of sub-contractors.

Concerning harassment, an employer has an obligation to investigate and implement measures against harassment also between employees. Harassment in between employees does not according to Swedish domestic law amount to discrimination *per se*, therefore, should the employer as such not be held responsible. Thus, an employer who becomes aware that an employee considers her or himself to have been exposed to the harassment shall investigate the circumstances surrounding the reported harassment and in relevant cases implement the measures that may reasonably be required to prevent continuance of the harassment. An employer will thus become liable for the damages that result due to the employer's failure to investigate and implement reasonable measures to prevent harassment by another employee. The latter indicates that this law does not apply to harassment by clients. However, it is possible that this situation will be covered by the various rules related to an employer's responsibility for the work environment which includes a responsibility for the psycho-social work environment (The 1977 Work Environment Act).

In education the prohibition in Ch. 2 Sec. 5 applies to education providers for instance schools and universities.

¹⁰³ See Labour Court Case 2007 no 45 (Sec. 0.3.1).



Employees and contractors engaged in the activities shall be equated with the education provider when they are acting within the context of their employment or contract. A person can act in context of their employment but outside the authorisation given to them. Education providers thus are more widely responsible for their employees in relation to for instance students, compared to when the same employees harass fellow employees. As with employment, becoming aware that a child, pupil or student considers that he or she has been harassed is enough to give rise to the duty to investigate and to and implement reasonable measures to prevent harassment in the future.

The Discrimination Act is directed towards the person responsible for the activity in question. When it is a legal person this person necessary must act through its employees or through contractors. Generally, this is not explicitly regulated in the Discrimination Act.¹⁰⁴ Other sources such as case law and the preparatory works are important instead. When it comes to goods services and housing all persons who represent the legal person shall be equated with it. In this area it is not possible to argue that the employee of the landlord, or the controller of the security firm engaged to stop shoplifting by the store, did not have the authority to act as they did. The landlord and the store are liable for their actions under the Discrimination Act towards the tenant and the customer.

A landlord can not be held liable for tenants actions towards each other and a trade union or a trade association can not be liable for what their members do. Harassment, for instance, may however on occasion amount to a criminal offence. Labour Law contains disciplinary sanctions, also. A tenant harassing another tenant is in breach of the rent law and may lose his contract. The landlord has a duty under this law to prevent disturbances (störningar). Disturbances can be noise from a heavily trafficked road and this noise can lead to reduced rent and an order subject to a pecuniary fine to improve the sound isolation of the building. Disturbances can also be a hostile neighbour. In such a case the landlord have a duty to contact the Social Board (socialnämnden). In extreme cases the Rental Board may award the tenant reduced rent and can also order the landlord to evict the disturbing neighbour subject to a pecuniary fine. The hostile neighbour is thus treated as a sort of “environmental” problem.

3.2 Material Scope

3.2.1 Employment, self-employment and occupation

Does national legislation apply to all sectors of public and private employment and occupation, including contract work, self-employment, military service, holding statutory office?

The Discrimination Act applies to both private and public employers, regardless of the number of employees. Workers hired from a temporary work agency or borrowed from other employers are protected as well.

As regards the self-employed, these are not covered by the sections of the Discrimination Act dealing with working life. Recall, however, what was earlier said about the compulsory “concept of an employee” in the Swedish context.

¹⁰⁴ The employment area and education areas are exceptions.



Ytterberg in his Sexual Orientation report of the 28 July 2004 made the following remark:

“With respect to self-employment, the [now repealed 1999 Sexual Orientation Discrimination Act] does not seem to fully implement the Directive. Self-employed business partners, for example, apparently are not protected against harassment or other forms of discrimination from one another, a situation which to me clearly seems to be covered by the Directive (see art. 2(3) and 3 of the Directive). It is also a situation which has appeared in the requests for advice and support that the Ombudsman’s office has come across since the entering into force of the Act.”

This critical remark can be directed at the new Discrimination Act as well.

In paragraphs 3.2.2 - 3.2.5, you should specify if each of the following areas is fully and expressly covered by national law for each of the grounds covered by the Directives.

3.2.2 Conditions for access to employment, to self-employment or to occupation, including selection criteria, recruitment conditions and promotion, whatever the branch of activity and at all levels of the professional hierarchy (Article 3(1)(a)) Is the public sector dealt with differently to the private sector?

The old acts contained an enumeration of the situations where the prohibition of discrimination applied. This enumeration was abolished with the new Discrimination Act. It covers all aspects of the employer-employee relationship and all aspects of the recruiting process, including inquiries from a potential work seeker about a job.

The Discrimination Act covers the self-employed with regard to starting or running a business and professional recognition (Ch. 2 Sec. 10). Professional organisations are prohibited to discriminate the self employed as well as the employed (Ch. 2 Sec. 11) Permits, approvals certification and financial support, are examples of areas covered by these two provisions. There are other provisions in the Discrimination Act which apply to self-employed as well as to employed persons and offer both groups the same protection.

3.2.3 Employment and working conditions, including pay and dismissals (Article 3(1)(c))

In respect of occupational pensions, how does national law ensure the prohibition of discrimination on all the grounds covered by Directive 2000/78 EC? NB Case C-267/06 Maruko confirmed that occupational pensions constitute part of an employee’s pay under Directive 2000/78 EC. Note that this can include contractual conditions of employment as well as the conditions in which work is, or is expected to be, carried out.

As regard occupational pensions these are, in parallel with the jurisprudence of the ECJ, considered as a sort of pay and are thus covered by the ban on discrimination.



3.2.4 Access to all types and to all levels of vocational guidance, vocational training, advanced vocational training and retraining, including practical work experience (Article 3(1)(b))

Note that there is an overlap between “vocational training” and “education”. For example, university courses have been treated as vocational training in the past by the Court of Justice. Other courses, especially those taken after leaving school, may fall into this category. Does the national anti-discrimination law apply to vocational training outside the employment relationship, such as that provided by technical schools or universities, or such as adult life long learning course?

The prohibition of discrimination in the education sector applies to all sorts of education providers from those teaching small children to those teaching university students. It also applies to all forms of education including vocational training. In Sweden the word vocational training is not used as an official category when we distinguish between different forms of education.

3.2.5 Membership of, and involvement in, an organisation of workers or employers, or any organisation whose members carry on a particular profession, including the benefits provided for by such organisations (Article 3(1)(d))

In relation to paragraphs 3.2.6 – 3.2.10 you should focus on how discrimination based on racial or ethnic origin is covered by national law, but you should also mention if the law extends to other grounds.

Chapter 2 Section 11 of the Discrimination Act provides that discrimination on all six grounds is forbidden in relation to membership or participation in an association of employees (i.e. a labour union), an association of employers or a professional organisation, and the benefits awarded by such organisations to their members. This implementation measure seems to me to meet the requirement of both the Article 13 Directives.

3.2.6 Social protection, including social security and healthcare (Article 3(1)(e) Directive 2000/43)

In relation to religion or belief, age, disability and sexual orientation, does national law seek to rely on the exception in Article 3(3), Directive 2000/78?

Health and medical care, social services, state financial aid for studies, social insurance and related benefit systems are included in the Discrimination Act. All grounds but age are covered according to Ch. 2 Secs. 13 and 14.

3.2.7 Social advantages (Article 3(1)(f) Directive 2000/43)

This covers a broad category of benefits that may be provided by either public or private actors granted to people because of their employment or residence status, for example, e.g. reduced rate train travel for large families, child birth grants, funeral grants and discounts on access to municipal leisure facilities.



It may be difficult to give an exhaustive analysis of whether this category is fully covered in national law, but you should indicate whether national law explicitly addresses the category of “social advantages” or if discrimination in this area is likely to be unlawful.

The Discrimination Act should meet the requirement of Art. 3(1)(f) in the 2000/43/EC Directive. Discounts on services like trains and municipal leisure facilities fall under the provision on goods services and housing (Ch. 2 Sec. 12). Discounts will thus in principle fall under the prohibition. Discounts for persons with disabilities will always be allowed as the disadvantaged group (persons without disabilities) is not protected by the Discrimination Act. Age is exempted in this area so discounts for the elderly will also be allowed. The rest of the examples would either fall under the provisions on social services (Ch. 2 Sec. 13) or social security (Ch. 2 Sec. 14).

The unlawful discrimination crime comprised in the Swedish Penal Code contains some provisions making it a criminal offence for anyone running a private business to treat customers unfavourably because of their sexual orientation or ethnicity. The provision covers also anyone employed in such a private enterprise or acting on behalf of it, as well as anyone acting in their capacity of employee within the public administration, when dealing with the public. This means that discriminatory treatment in areas like health care, education and social security under certain circumstances can be considered a criminal offence.

3.2.8 Education (Article 3(1)(g) Directive 2000/43)

This covers all aspects of education, including all types of schools. Please also consider cases and/ or patterns of segregation and discrimination in schools, affecting notably the Roma community and people with disabilities. If these cases and/ or patterns exist, please refer also to relevant legal/political discussions that may exist in your country on the issue.

Please briefly describe the general approach to education for children with disabilities in your country, and the extent to which mainstream education and segregated “special” education is favoured and supported.

The Discrimination Act applies to all education providers and to all forms of education from day-care for small children to university students. The official policy is to give a child with a disability as normal life as is possible. This means that staying with the parents is preferable to living in an institution and that going to a normal school is preferable to going to a special school.

Chapter 2 Section 5 of the Discrimination Act does not apply to education under the School Law (1985:1100). Failure to provide reasonable accommodation thus can not constitute direct discrimination of a child or a pupil. However, according to the School Law a pupil may only be denied a place at the nearest local school, or the school of choice, if entering the school would cause a substantial (betydande) financial burden on the provider.¹⁰⁵ This provision applies to all pupils but pupils with disabilities are a group that is more likely than other groups to be denied a place at their school of choice for this reason.

¹⁰⁵ School law (1985:1100) Ch. 4 . Sec. 6.

When it comes to reasonable accommodation in pedagogical circumstances the starting point is that conflicts when the child (through its parents) want to enter a ordinary class and get support to be able to stay in this class, and the local authority want to place the child in a special class for children disabilities, the local authority shall win. The motive is that a local authority has a duty under the School Law to provide education according to every child's need. The expensive option of putting the child in a special class is not likely to be made for improper reasons.

If the child (through its parents) ask to be placed in a special class and this request is denied it may however be discrimination according to the preparatory works to the 2006 Pupils Discrimination Act.¹⁰⁶ This Act is repealed but the question of when a failure to take reasonable accommodation measures may amount to indirect discrimination is alive.

The specific situation of Roma in the Swedish schooling system with regard to discrimination is described in the old Discrimination Ombudsman's (DO) report "Discrimination against Romanies in Sweden" from 2004.¹⁰⁷ A general overview can be found in a Report from the Swedish National Agency for Education, Romanies in School. (*Romer i skolan*).¹⁰⁸ Actual complaints of discrimination were few¹⁰⁹ at this time but the general problem of discrimination in education as an obstacle to Romanies is now attracting attention and is likely to be addressed on a broader scale of active measures in the near future.¹¹⁰

It is said to be hard for Romany youths to benefit of their rights to education on equal terms due to structural obstacles. In 2008 DO made a report on Discrimination of National Minorities in the Education System (2008:2). One important weak spot is the construction of the right to education in minority languages. There is no right to minority language education. There is only a duty for the municipalities to arrange it. One condition is that a suitable teacher can be found and it has been interpreted as a certified teacher, which is problematic when there is no university education in a language.¹¹¹ There are only 15 certified teachers of Romany Chib. The number of students entitled to education in this language in 2008 was 1208.

In a study commissioned by DO 40 % of Roma children indicated that they were not open about their Roma identity in school.¹¹² Some of them claimed that they were from Poland. Many Romanies expect discrimination at school from teachers, children and parents. Harassment and other forms of discrimination contributes to a high rate of absence from school.

¹⁰⁶ Government bill 2005/2006:38 p. 94.

¹⁰⁷ A report to follow up on the development is expected soon.

¹⁰⁸ Swedish National Agency for Education. Report 2007 nr 292.

¹⁰⁹ DO reveals only four such complaints made – case no. 897-2003, 526-1004, 290:1997 and 897-1999.

¹¹⁰ So far examples of active measures are things like the school fetching the child at the parents home, Swedish National Agency for Education. Report 2007 nr 292, p. 26. When the Roma delegation lists positive examples from local municipalities they chose examples like employing Roma persons as teaching assistants who can act as "cultural translators". Malmö, Norrköping and Stockholm have had good results from this active measure. Roma Delegation Report 5/2007 Ju 2006:10, p. 20. The author is not aware of any example where a Roma have got a preferential treatment resulting in a loss to a person of another ethnicity. Such preferential treatment would be illegal under the Discrimination Act.

¹¹¹ DO (2008) Discrimination of National Minorities in the Education System, p. 38.

¹¹² DO (2003) Discrimination of Romanies in Sweden, p. 15.



The National Board of Education have in a report from 2007 Romanies in School a Deepened Study (*Romer i skolan en fördjupad studie*) addressed the problem that some schools are more tolerant of Romany children not coming to school and identified it as a form of structural discrimination. This report also contains a lot of good local examples addressing this complex problem.

3.2.9 Access to and supply of goods and services which are available to the public (Article 3(1)(h) Directive 2000/43)

- a) *Does the law distinguish between goods and services available to the public (e.g. in shops, restaurants, banks) and those only available privately (e.g. limited to members of a private association)? If so, explain the content of this distinction.*

The Discrimination Act applies to “persons who *outside private or family sphere* are offering goods services or housing to the public.”¹¹³ Directing the offer to the general public is a necessary requirement for the discrimination law to apply. A private person can sell or rent out anything, without regard for the discrimination law, as long as the offer stays within a small group of people.

The Penal Code contains a ban on unlawful discrimination which concerned both those who supplies goods and services for professional purposes as well as employees at the state and local authorities. It is prohibited for them to discriminate in the line of their work on the ground of race, religion and sexual orientation.

- b) *Does the law allow for differences in treatment on the grounds of age and disability in the provision of financial services? If so, does the law impose any limitations on how age or disability should be used in this context, e.g. does the assessment of risk have to be based on relevant and accurate actuarial or statistical data?*

Age is exempted from the prohibition on discrimination in goods, services and housing in Ch. 2 Sec. 12 of the new Discrimination Act. As this paragraph does not apply to age there is no limitation on how age can be used.

Sex is exempted from the prohibition as regards insurance services, and it there no limitation on how sex can be used when for instance calculating insurance fees.

Sex is also exempted from other services and housing, but only if there is a legitimate purpose and the means are appropriate and necessary to achieve this purpose. This proportionality test is thus applicable on financial services other than insurance services.

The prohibition on discrimination in goods, services and housing applies without exemptions on disability. This has been so since the 2003 Act on Goods and Services.

¹¹³ Discrimination (2008:567) law, 2 Ch., Sec.12. point 1.



In the preparatory works to this Act it is said that “a fundamental part of the insurance idea is that a risk must not have materialised when the policy is entered, and it must not be any indications that it is about to materialize either”.¹¹⁴ A medical condition increasing the risk to die before a certain day could thus be seen as an indication of a risk being about to materialize.

On the other hand, when sex was introduced as a ground in this Act in 2005 the exception from insurance services was seen as necessary. Women live longer than men and this affects life insurances as well as pension insurances. A medical condition giving rise to a disability but only leading to the same increase in the risk for a death before a certain date as the sex male does can not be said to be a risk about to be materialized. And since there is no exception in the Discrimination Act it is possible to argue that this is not allowed. It is really for the courts to decide.

3.2.10 Housing (Article 3(1)(h) Directive 2000/43)

To which aspects of housing does the law apply? Are there any exceptions? Please also consider cases and patterns of housing segregation and discrimination of the Roma and other minorities or groups and the extent to which the law requires or promotes the availability of housing which is accessible to people with disabilities and older people.

The Government bill¹¹⁵ to the new Discrimination Act states that *sporadic occasions*¹¹⁶ (*enstaka*) of selling or renting out a dwelling should be regarded as within the private/family sphere. Selling an apartment or a house will thus often be exempted from the law.¹¹⁷ A realistic scenario is that a real estate agent presents two possible buyers to the seller and the seller chose the lower bid for ethnic reasons. As long as it is the seller’s decision and the real estate agent treats both buyers equally, there is no unlawful discrimination under the act.

Situation testing in different forms have been undertaken by among others the Tenants Association and by researchers at Växjö University.¹¹⁸ When the researchers sent out 500 identical applications signed with a name signalling a Swedish female she got to see the apartment in 20 % of the cases. When the name signalled a Muslim man only 4 % of the applications lead to him being shown the apartment.¹¹⁹ In both cases the result could not lead to discrimination cases. No physical person had suffered a less favourable treatment (*missgynnande*). The invented applicants could not go to court or to the Ombudsman and the researchers themselves had not been discriminated against.

In Sweden we do not register ethnicity (see above sec. 2.3.1.d) so we cannot easily see how the Romany population live.

¹¹⁴ Government Bill 2002/2003:65 p. 134.

¹¹⁵ The government bill is the document where the government describes the new Act to the Parliament. If the Act is adopted according to the proposal of the government – as was the case of the Discrimination Act – this bill becomes the most important source for interpreting the wording of new Act at least before there is any case law. See Section 0.1

¹¹⁶ Sporadic occasions may be more than one occasion. A person may for instance sell their apartment and by a new one with a new partner, separate, sell the apartment and buy another apartment. As long as the apartments are bought and sold for housing reasons, as opposed to financial reasons, the selling are sporadic occasions.

¹¹⁷ Prop. 2007/08:95: p. 244.

¹¹⁸ The Ombudsman Against Ethnic Discrimination, Discrimination on the Swedish Housing Market 2008:3.

¹¹⁹ Ahmed A and Hammarstedt M. Discrimination on the housing market – a field experiment on the internet, Växjö 2007.



When segregation is studied in statistic material a proxy such as the birthplace of the individual or the parents is used. National ethnic minorities are missed out.

The Swedish housing market is very segregated in the three biggest cities. This segregation is mostly two-dimensional. Some areas are “Swedish-dense”. In those areas the Swedish ethnic majority is predominant. Other areas are “Swedish-sparse”. The typical ethnic neighbourhood in Sweden have no dominant group. The public housing companies are the predominant landlord. The average Romany would live in such a neighbourhood. There have been some cases where local politicians have made discriminatory statements like “Vänernsborg cannot absorb more gypsies”.¹²⁰ Such comments have been made by representatives of public housing companies as well.¹²¹

The old Ombudsman Against Ethnic Discrimination had about 50 housing cases each year.¹²² Many landlords have no formal queue where prospective tenants can register their interest in renting an apartment. Minorities suspect discrimination when a landlord prefers to let an apartment remain empty instead of accepting them as tenants. Harassments from neighbours or the landlord is another common complaint. Termination of the contract for the apartment, refusals to barter¹²³ the apartment or denied membership in a housing co-operative are also common complaints.¹²⁴

Romanies bring many housing cases to the ombudsman. One case from Lidköping District Court concerned a landlord that changed the lock in order to evict a Romany family. When the lease on the apartment was signed the landlord mistook the ethnicity of the family. He thought they were from Thailand.¹²⁵ There are other cases where landlords specifically avoid to let Romanies rent apartments.¹²⁶

General disability accessibility is in Sweden primarily dealt with under property law. Every alteration to land or a building requires a building permit unless it is a minor change. The municipality makes a general plan (översiktsplan) deciding which areas shall be used for which purposes. Based on that plan detailed plans covering smaller areas are made. These plans are used as a point of reference when individuals apply for building permits.

When a building permission is issued the municipality must be satisfied that the building is conforming to the required standard with regard to persons with disabilities. New buildings are thus good from a general accessibility point of view. But a property owner comes in contact with these regulations only when applying for a building permit.

¹²⁰ Ombudsman Against Ethnic Discrimination, *Discrimination Against Romanies in Sweden*, Report on DO project 2002 and 2003. p. 16.

¹²¹ See above p. 18.

¹²² 55 cases in 2008. Ombudsman Against Ethnic Discrimination, *Yearly report 2008*, p. 18

¹²³ The possibility to barter a contract for an apartment is a valuable right within the Swedish rent law system. See footnote 38.

¹²⁴ The Ombudsman Against Discrimination, *Ethnic Discrimination in the Housing Area (Etnisk diskriminering på bostadsmarknaden PM 2006-01-01)*.

¹²⁵ Lidköping Municipal Court (dnr 1209-2005) case T-nr 1596-06, judgement 2008-05-20. The tenant was awarded 50.000 SEK approximately 4.500 Euros.

¹²⁶ The Ombudsman Against Discrimination case nr 331-2006.



The National Board of Housing, Building and Planning (Boverket) have issued a regulation regarding easily removable obstacles.¹²⁷ This rule applies to public spaces, social security, the health care sector, infrastructure¹²⁸ and services made available to the general public. A house, however, is not an area open to the general public so a landlord owning a house with only dwellings cannot be ordered to improve accessibility under the threat of a penalty. They can only be made to do such things when they need a building permit.

If a person with a disability needs an adaptation of their home, the person asks the municipality for a housing adaptation grant. This applies to rented property as well as property owned by the person with a disability.¹²⁹ The tenant cannot do such alterations to the apartment without the landlord's permission. The municipality checks that permission is given and that the landlord does not require the adaptations to be removed if the tenant leaves the apartment. The most likely reason for a landlord to refuse is the costs of removing adaptations which are a nuisance to persons with no disabilities. There is therefore a removing allowance that can be applied for.

¹²⁷ The current regulation is BFS 2003:19.

¹²⁸ The legislation applies to airports, bus stations and so on. There is special legislation on accessibility of the part of public transportation that does not involve the use of land or buildings.

¹²⁹ Section 4 Law on Housing Adaptation Allowance.



4. EXCEPTIONS

4.1 Genuine and determining occupational requirements (Article 4)

Does national law provide an exception for genuine and determining occupational requirements? If so, does this comply with Article 4 of Directive 2000/43 and Article 4(1) of Directive 2000/78?

Chapter 2 Section 2 of the Discrimination Act is redacted as follows:

”The Prohibition in Section 1 does not prevent....differential treatment based on a characteristic associated with one of the grounds of discrimination if, when a decision is made on employment....the characteristic constitutes a genuine and determining occupational requirement that has legitimate purpose and the requirement is appropriate and necessary to achieve that purpose.”

In the *travaux préparatoires*, it is made clear that the typical examples born in mind for the use of this exceptional clause are that a Muslim organisation has the right to demand that an imam be of Muslim faith, that an organisation for equal rights for gays and lesbians or an interest organisation, which caters for a certain immigrant group may have the right to require that for some “core” positions the employees themselves be homosexual or have that same immigrant background. At the same time it is underlined that the exception from the prohibition of discrimination must always be given a very narrow interpretation.¹³⁰ In an organisation only the positions “visible” to the public can come into question, not an entire organisation per se and automatically. The employer, must, furthermore, have a strong motive for applying the exemption; the position must clearly have demanded that the discrimination takes place. Religious communities do not have any favourable status here, but they are explicitly mentioned in the preparatory work, along with other examples.

Swedish law is now in conformity with the directives and the wording is clear.

4.2 Employers with an ethos based on religion or belief (Art. 4(2) Directive 2000/78)

a) *Does national law provide an exception for employers with an ethos based on religion or belief? If so, does this comply with Article 4(2) of Directive 2000/78?*

In Sweden all grounds of discrimination are in principle considered equal and special provisions would violate this equality. The general rule on exemption applies and there are thus no special exceptions for religious organisations/employers.

b) *Are there any specific provisions or case-law in this area relating to conflicts between the rights of organisations with an ethos based on religion or belief and other rights to non-discrimination? (e.g. organisations with an ethos based on religion v. sexual orientation or other ground.)*

¹³⁰ Government bill 2002/03:65, p. 185-187. Government bill 2007/08:95 p. 155-157.

As for case law, the Supreme Court's case on balancing freedom of speech and religion against the rights of homosexuals could be mentioned, though.¹³¹ A pastor held a long sermon entitled "Is homosexuality congenital or the powers of evil meddling with people" where he developed his religious beliefs with regard to homosexuality, blaming homosexuals for AIDS, linking them to the sexual abuse of children and characterising them as "a serious cancerous growth on the body of society". The Supreme Court ruled that there was no reason under Swedish law not to convict the pastor under Ch. 16 Sec. 8 of the Penal Code. The Supreme Court however believed that the European Court of Human Rights, probably would have ruled this restriction on the pastors right to free speech not to be proportionate to the aim of protecting homosexuals and therefore acquitted him.

4.3 Armed forces and other specific occupations (Art. 3(4) and Recital 18 Directive 2000/78)

- a) *Does national law provide for an exception for the armed forces in relation to age or disability discrimination (Article 3(4), Directive 2000/78)?*

For ordinary military employees the employment rules of the Discrimination Act applies and there are no special exemptions. Chapter 2 Sections 15-16 also covers enrolment inspection, admission tests and other examination of personal circumstances under the National Total Defence Service Act (1994:1809), which regulates a large group of military personal not considered to be employees. Here age is exempted but not disability.

- b) *Are there any provisions or exceptions relating to employment in the police, prison or emergency services (Recital 18, Directive 2000/78)?*

There are no exception for the police, prison or emergency services. Any special interest will have to be taken into account within the application of the general exception, see Sec. 4.1 above. There is, so far, no case law of relevance.

- c) *Are there cases where religious institutions can select people (on the basis of their religion) to hire or to dismiss from a job - when that job is in a state entity, or in an entity financed by the State (e.g. the Catholic church in Italy or Spain can select religious teachers in state schools)? In what conditions is that selection done ? Is this possibility provided for by national law only, or international agreements with the Holy See, or a combination of both?*

There are no such cases in Sweden. A religious group can open a school financed with public money. But this school will operate under normal laws. They will have to admit students of other religions on equal terms as long as these students show respect for the religion of the school. The Discrimination Act allows for instance a church to require a priest to have the same faith as the church, because the priest performs religious functions. But giving preference for a Christian when selecting a janitor will not be allowed and can amount to discrimination as the janitor do not perform religious services. Teachers at a religious school teach under the School Law as other teachers do.

¹³¹ Judgment 29 November 2005 in case B 1050-05, see Sec. 0.3.4 above.

Like a janitor they do not practise their religion in their job. Therefore a religious school will discriminate if they make religion a criterion when hiring a teacher (compare above Sec. 4.3.a.).

4.4 Nationality discrimination (Art. 3(2))

Both the Race Directive and the Framework Employment Directive include exceptions relating to difference of treatment based on nationality (Article 3(2) in both Directives).

- a) *How does national law treat nationality discrimination? Does this include stateless status?*
What is the relationship between “nationality” and “race or ethnic origin”, in particular in the context of indirect discrimination?
Is there overlap in case law between discrimination on grounds of nationality and ethnicity (ie where nationality discrimination may constitute ethnic discrimination as well?)

Within Swedish non-discrimination legislation there are no exceptions related to nationality, whatsoever. Nationality is an aspect of ethnicity so there can be no overlap. A stateless person will always have an ethnic origin.

- b) *Are there exceptions in anti-discrimination law that seek to rely on Article 3(2)?*

According to Chapter 11 Sec. 9 of the Instrument of Government Swedish citizenship is required for judges, civil servant who are working directly under the Government, heads of authorities directly under the Government, members of the board of such authorities, positions in the Government office directly under a minister, positions appointed by the Parliament through voting. This paragraph also gives the Government authority to introduce other legislation in this area. As regard other legislation there are some (but rare) occasions where Swedish nationality is required, though.¹³²

4.5 Work-related family benefits (Recital 22 Directive 2000/78)

Some employers, both public and private, provide benefits to employees in respect of their partners. For example, an employer might provide employees with free or subsidised private health insurance, covering both the employee and their partner. Certain employers limit these benefits to the married partners (e.g. Case C-267/06 Maruko) or unmarried opposite-sex partners of employees. This question aims to establish how national law treats such practices. Please note: this question is focused on benefits provided by the employer. We are not looking for information on state social security arrangements.

- a) *Does national law permit an employer to provide benefits that are limited to those employees who are married?*

Civil status is not *in itself* a prohibited ground for discrimination.

¹³² See further, SOU 2000:106, Medborgarskapskrav i svensk lagstiftning, where an inventory is made.

General employment protection rules against e.g. unfair dismissals, as well as principles of good practices in the labour market, would however in many cases cover discrimination between married and unmarried partners. In Sweden, generally speaking, non-married couples are the rule rather than the exception and benefits only for married people makes no sense. Swedish anti-discrimination legislation as such contains no exceptions for differences in treatment based on marital status or civil status.

b) Does national law permit an employer to provide benefits that are limited to those employees with opposite-sex partners?

When it comes to discrimination between married spouses and registered partners, as was pointed out by Hans Ytterberg in this Sexual orientation report of 28 July 2004 “the whole *raison d’être* of the Swedish Registered Partnership Act¹³³ was to create a legal frame-work for homosexual couples, which corresponds to that of civil marriage for heterosexuals. The legal consequences of a registered partnership under Swedish law are also virtually identical to those of a marriage. A difference in treatment caused by the fact that an individual is living in a registered partnership with someone of her own sex instead of being married to someone of the opposite sex (or for that matter vice versa) would therefore most probably qualify as direct sexual orientation discrimination under Swedish law. Such a difference in treatment would also qualify as indirect sexual orientation discrimination, since same-sex couples cannot marry and different-sex couples cannot register partnership under Swedish law. It is worth mentioning that the Swedish Parliament on the 29 of April 2004 approved with overwhelming majority a proposal to order the Government to set up a special commission with the task to look into the possibilities of opening up the legal institution of marriage itself (and not just registered partnership/civil union) also to same-sex couples.” There is no reported case law from the courts on the matter.

4.6 Health and safety (Art. 7(2) Directive 2000/78)

Are there exceptions in relation to disability and health and safety (Article 7(2), Directive 2000/78)?

Are there exceptions relating to health and safety law in relation to other grounds, for example, ethnic origin or religion where there may be issues of dress or personal appearance (turbans, hair, beards, jewellery etc)?

The Discrimination Act applies in the area of health to all grounds but age. Regarding the persons with disabilities, it is relevant for the employer to take into consideration not only security issues/the health and safety of others at the workplace, but also a person with a disability’s own health or safety. However, when the risk involved is not absolutely clear the desire of the individual protected by discrimination law him or herself is decisive. In the Labour Court case 2003 No. 47 the risks of shift work for an employee with diabetes were not proven and the denial to employ him was deemed to constitute direct discrimination.

¹³³ Lag (1994:1117) om registrerat partnerskap [Act (1994:1117) on Registered Partnership]; original *travaux préparatoires*: bet. 1993/94:LU28.



4.7 Exceptions related to discrimination on the ground of age (Art. 6 Directive 2000/78)

4.7.1 Direct discrimination

- a) *Is it possible, generally, or in specified circumstances, to justify direct discrimination on the ground of age? If so, is the test compliant with the test in Article 6, Directive 2000/78, account being taken of the European Court of Justice in the Case C-144/04, Mangold ?*

Chapter 2 Section 2 Point 3 of the Discrimination Act allows age limits with regard to the right to pension, survivor's or invalidity benefits in individual contracts or collective agreements. The next point allows,

“differential treatment on grounds of age, if there is a legitimate purpose and the means that are used are appropriate and necessary to achieve that purpose”.

On the surface this test is in compliance with the test in Article 6 of Directive 2000/78.

- b) *Does national law permit differences of treatment based on age for any activities within the material scope of Directive 2000/78?*

There is a general possibility to justify age discrimination by a legitimate aim if the means are appropriate and necessary in pursuit of this aim. The *travaux préparatoires* for the Discrimination Act describe the scope for justification as being quite wide. Age limits are common in collective agreements and the system as such work well according to the Government. Therefore the courts are encouraged to look at the system of a collective agreement including its relation in context with social security and not single out individual clauses in a collective agreement for scrutiny.¹³⁴ But at the same time the Government rejected demands for a presumption of collective agreements being compatible with directive 2000/78.¹³⁵ Any benefit in a collective agreement can be seen as “certain advantage linked to employment” within the meaning of article 6.1.b. It is in my opinion likely that the scope for justification becomes too wide unless the Labour Court makes a narrow interpretation of the law. Two examples from the *travaux préparatoires* of conditions fulfilling a legitimate aim and normally being both appropriate and necessary are:¹³⁶

- Better conditions regarding paid vacation are justified because older workers need more rest than younger workers in order to be able to work until they retire.
- Better conditions regarding periods of notice for dismissals for older workers are also justified as an aid to help them work until retirement.

¹³⁴ Government bill 2007/08:95, p. 177.

¹³⁵ Government bill 2007/08:95, p. 177.

¹³⁶ Government bill 2007/08:95, p. 179.



- c) *Does national legislation allow occupational pension schemes to fix ages for admission to the scheme or entitlement to benefits under it taking up the possibility provided for by article 6(2) ?*

There is a specific exception for age limits in pensions, survivor's benefits and disability benefits, in individual contracts and collective agreements.¹³⁷

4.7.2 Special conditions for young people, older workers and persons with caring responsibilities

Are there any special conditions set by law for older or younger workers in order to promote their vocational integration, or for persons with caring responsibilities to ensure their protection? If so, please describe these.

Within labour market policy regulations there are a number of rules which expressly refer to age, aimed at promoting the vocational integration of young and old people, respectively. There is in labour law a number of rights relating to parenting, see especially the (1995:584) Parental Leave Act.

4.7.3 Minimum and maximum age requirements

Are there exceptions permitting minimum and/or maximum age requirements in relation to access to employment (notably in the public sector) and training?

Minimum or maximum age requirements will be dealt with under the proportionality test (See Sec. 4.7.1.)

4.7.4 Retirement

In this question it is important to distinguish between pensionable age (the age set by the state, or by employers or by collective agreements, at which individuals become entitled to a state pension, as distinct from the age at which individuals retire from work), and mandatory retirement ages (which can be state-imposed, employer-imposed, imposed by an employee's employment contract or imposed by a collective agreement).

For these questions, please indicate whether the ages are different for women and men.

All legal provisions are the same for women and men.

- a) *Is there a state pension age, at which individuals must begin to collect their state pensions? Can this be deferred if an individual wishes to work for longer, or can an individual collect a pension and still work?*

According to the new Swedish statutory pension scheme introduced in 1998 there is no fixed retirement age. The income-related public pension scheme opens up for part-time or full-time retirement from the age of 61.

¹³⁷ Ch. 2 Sec. 2 Point 3.



You can also postpone your retirement, continue to work for as long as you like and continue to add to your pension benefits, the scheme being construed on a principle of life-long earnings. However, the right to the basic pension scheme – “guaranteed pension” – requires the beneficiary to be 65 years of age. - It is OK to collect a pension and still work – both the pension and the income are taxable.

- b) *Is there a normal age when individuals can begin to receive payments from occupational pension schemes and other employer-funded pension arrangements? Can payments from such occupational pension schemes be deferred if an individual wishes to work for longer, or can an individual collect a pension and still work?*

All occupational pension schemes contain – mostly flexible – rules on pensionable age. They can thus normally be deferred if an individual wishes to work for longer. You can also collect a pension and still work.

- c) *Is there a state-imposed mandatory retirement age(s)? Please state whether this is generally applicable or only in respect of certain sectors, if so please state which. Have there been recent changes in this respect or are any planned in the near future?*

National law does not *require* an employee to retire at any special age.

- d) *Does national law permit employers to set retirement ages (or ages at which the termination of an employment contract is possible) by contract, collective bargaining or unilaterally?*

Within employment law there is a right for the employee to stay on until he or she reaches the age of 67 despite what may have been agreed between the parties.¹³⁸

- e) *Does the law on protection against dismissal and other laws protecting employment rights apply to all workers irrespective of age, if they remain in employment or are these rights lost on attaining pensionable age or another age (please specify)?*

According to the 1982 Employment Protection Act there is at that age (67) a right for the employer to terminate the employment without showing just cause (something which is normally required for dismissal). If the employer does not make use of this right at this precise moment, just cause for dismissal is still needed but the employee is only given a one month notice period and there is no right to re-employment.

4.7.5 Redundancy

- a) *Does national law permit age or seniority to be taken into account in selecting workers for redundancy?*

The Swedish 1982 Employment Protection Act differentiates between dismissal on personal grounds (which requires just cause) and dismissal for shortage of work or business reasons.

¹³⁸ The rule outlaws also collective agreements stipulating a lower retirement age, something which has been criticised by the ILO, Case No. 2171, GB 286/11 (part II), March 2003. The law (Sec. 32 a the 1982 Employment Protection Act) has not yet been revised, though.



In the latter case, just cause is regarded to exist (the decision as to whether there is a shortage of work rests entirely with the employer) but lay-offs have to be carried out in accordance with the “last-in-first-out” principle. This, arguably, may be regarded as amounting to indirect age discrimination. Moreover, in the event of equal periods of employment senior age priority applies directly. There is also special protection for the persons with disabilities (preference, i.e. the seniority rule does not necessarily apply). Regardless of the reason for the dismissal the notice period (in between 1-6 months) required relates to the prior period of employment and is, thus, indirectly related to age.

b) If national law provides compensation for redundancy, is this affected by the age of the worker?

There are no legal provisions on redundancy payment in Sweden. But central collective agreements often provide structures to support persons dismissed for redundancy reasons and redundancy payment can be a part of such central systems. These central systems can also be topped up by the employer for instance as a part of a local collective agreement with the trade unions on derogations from the seniority principle.

4.8 Public security, public order, criminal offences, protection of health, protection of the rights and freedoms of others (Article 2(5), Directive 2000/78)

Does national law include any exceptions that seek to rely on Article 2(5) of the Framework Employment Directive?

In Swedish non-discrimination legislation there are no such exceptions.

4.9 Any other exceptions

Please mention any other exceptions to the prohibition of discrimination (on any ground) provided in national law.

In Swedish non-discrimination legislation there are no such exceptions.



5. POSITIVE ACTION (Article 5 Directive 2000/43, Article 7 Directive 2000/78)

- a) *What scope does national law provide for taking positive action in respect of racial or ethnic origin, religion or belief, disability, age or sexual orientation? Please refer to any important case-law or relevant legal/political discussions on this topic*

Positive action in relation to persons with disabilities is generally allowed. Measures benefiting this group may disfavour persons with no disabilities but that group is not protected by the Discrimination Act and thus the discrimination is lawful. The law is “asymmetric”.

In other areas of labour law as well as labour market policy regulations there is a number of special measures available in relation to persons with disabilities in regard to working life. Their purpose is to directly or indirectly compensate for disadvantages linked to disability. In some cases, for example, wage subsidies are available. An individual may also have a right to certain support measures in order to regain or retain his/her work capacity. These measures are regulated in the Act on General Social Insurance (lagen (1962:381) om allmän försäkring). Employers are required to maintain a good work environment, which means not only the physical aspects but the psycho-social as well. This also means that certain types of accommodations should be made in regard to employees with disabilities. This can also relate to the physical accessibility of the workplace. These issues are regulated in the Work Environment Act (Arbetsmiljölagen (1977:1160) and the Work Environment Decree Arbetsmiljöförfordningen (1977:1166) as well as by the Discrimination Act.

Age are sometimes exempted from the prohibition of discrimination, se for instance (Ch. 2 Sec. 13 and 14). When age is covered, direct discrimination can be justified by the normal proportionality test. Positive action measures would normally fulfil this test.

Ethnicity (including race and religion) have an exemption from the prohibition of discrimination regarding labour market policy activities and for the people’s universities (Ch. 2 Sec. 6 and 9). A right for members of certain religions to refuse military service is also explicitly exempted (Ch. 2 Sec. 15).

However, the Discrimination Act also contains rules on “active measures”. From an EC-law perspective such measures are within the realm of positive action in a more general meaning. The Act requires that the employers carry out a goal-oriented work to actively promote ethnic diversity in working life.¹³⁹

The universities are required to do goal-orientated work with regard to all grounds apart from age and transgender identity and expressions. There is a requirement on the universities to adopt plans to this end on a yearly basis (Ch 3. Sec. 16.). They are also required to take measures to prevent and preclude conduct that violates a person’s integrity if the conduct is related to any ground but age and transgender identity and expressions (Ch. 3 Sec. 15).¹⁴⁰

¹³⁹ Chapter 3 Section 3 of the Discrimination Act.

¹⁴⁰ As regards active measures the Ombudsman works as a normal authority, visiting employers and universities, checking their equality plans and so on. If somebody fails to fulfil their duties the Board Against Discrimination may – on the Ombudsman’s application – issue an order to comply with a specific request before a certain date (or for the future) subject to an financial penalty according to Ch. 4 Sec. 5 of the Discrimination Act. The financial penalty will gain legal force only after a district court has ordered the payment and the legality of the order itself – as well as the reasonableness of the amount – can be decided upon by the district court.



If there is no exemption, positive action must not lead to direct discrimination. Positive actions required by law and leading to indirect discrimination have a good chance to pass the proportionality test.

- b) *Do measures of positive action exist in your country? Which are the most important? Please provide a list and short description of the measures adopted., classifying them into broad social policy measures, quotas, or preferential treatment narrowly tailored. Refer to measures taken in respect of all 5 grounds, in particular refer to the measures related to disability and any quotas for access of people with disabilities to the labour market, any related to Roma and regarding minority rights based measures.*

Positive actions are mostly decided upon locally, i.e. by an individual employer or a university, and frequently concern advertising practices and the like.¹⁴¹ National law does not prescribe a quota system for persons with disabilities. There are, however, a number of labour-market policy measures such as subsidised wage schemes and sheltered employment targeting people with disabilities. With regard to dismissals on grounds of redundancy there is also the provision in Sec. 23 of the 1982 Employment Protection Act that a person with a disability having being accommodated at the workplace may stay on despite the last in-first out principle. As regards indigenous minorities such as the Sami and the Roma, there are special rights and supportive measures as regard the use of their native language as well as access to media¹⁴² and as regards the Sami also on land rights and reindeer management.

In education strong forms of positive action is allowed only at the people's universities, a form of education designed to admit students that have little or no academic background. People's universities are free to design their own courses and programs. They are not bound by the normal educational hierarchy. Some programs result in professional qualifications (for instance journalist and drama teacher). Admittance to such programs often requires the same level of secondary education as universities do. Some people's universities co-operate with normal universities and let the normal university do part of the examination and part of the program can then be counted as an ordinary academic course giving the student ordinary academic points. Other programs are directed at people with very little educational background and when admitting students to the basic general course elder students are often given preferential treatment by the people's universities. The majority of people's universities (104) are connected to an NGO. The rest (44) are operated by municipalities or regions. Many of them have their students living at the campus. There is a Roma People's University. And other people's universities can (and sometimes do) give courses aimed at and reserved for the Romany population. Creating educational programs reserved for special groups like immigrants, persons with disabilities or women is considered normal in this form of education.

¹⁴¹ The Government do such positive measures as well, for instance with regard to employment decisions and selection of persons to lead governmental authorities.

¹⁴² Compare the Government bill 2005/06:112 on public television and radio.



6. REMEDIES AND ENFORCEMENT

6.1 Judicial and/or administrative procedures (Article 7 Directive 2000/43, Article 9 Directive 2000/78)

In relation to each, of the following questions please note whether there are different procedures for employment in the private and public sectors.

In relation to the procedures described, please indicate any costs or other barriers litigants will face (e.g. necessity to instruct a lawyer?) and any other factors that may act as deterrents to seeking redress (e.g. strict time limits, complex procedures, location of court or other relevant body)?

Are there available statistics on the number of cases related to discrimination brought to justice? If so, please provide recent data.

a) What procedures exist for enforcing the principle of equal treatment (judicial/administrative/alternative dispute resolution such as mediation)?

As will be described further below (see Sec. 7) there were special bodies introduced in the form of four Ombudsmen to make the enforcement of non-discrimination legislation efficient. From the 1 of January 2009 there is only one Equality Ombudsman. It's the task of the Ombudsman to investigate any complaints of discrimination. This include provision of advice but also the task – at the Ombudsman's discretion - to represent the victim of discrimination in settlement proceedings or, ultimately, in a court of law. Should the individual concerned be a member of a trade union this privilege of the Ombudsman is subsidiary to the right of the trade union to represent its member.

Civil processes regarding working life under the Discrimination Acts are to be dealt with in accordance with the Labour Disputes Act.¹⁴³ Depending on whether the person who alleges discrimination is or is not a member of a trade union, and in the former case whether the trade union is willing to take up the claim, the case may be heard in the first instance either by the District Court (*tingsrätt*) with ordinary judges as in other civil cases or the Labour Court (*Arbetsdomstolen*) with a special composition comprising both judges with judicial background and members from both sides of the labour court.¹⁴⁴ Whereas it is the injured individual who has *locus standi* as the plaintiff at the District Court, it is the trade union which has that position when claims are dealt with at the Labour Court in the first (and last) instance. A law-suit taken to the District Court in accordance with the described rules may always be appealed to the Labour Court, whereas a decision of the Labour Court – whether in first or second instance – is not subject to further appeal. As was already indicated, also the Ombudsman can bring a case directly to the Labour Court with the individual's consent, if the Ombudsman considers that the case is of importance for legal practice or for other reasons. Individuals can (but must not), when not represented by their union or an Ombudsman, rely on private attorneys, but this means a risk of greater costs if the case is lost. Procedures are the same regardless of whether the case concerns a private or a public employee.

¹⁴³ Lagen (1974:371) om rättegången i arbetstvister.

¹⁴⁴ As regards the Swedish Labour Court, see, for instance, the European Court of Human Rights judgment of 26 October 2004 in the case of AB Kurt Kellermann v. Sweden.



However, as regard State employees there is, due to the constitutional rules as regard objective grounds on hiring, sometimes also the alternative/or complementary way to appeal against a decision through administrative procedures.

The Equality Ombudsman may represent victims of discrimination in all areas covered by the Discrimination Act. Cases outside working life will be dealt with by the ordinary court system, i.e. the relevant district court in the first instance. Discrimination in connection with for instance social security (an example of an area normally falling under administrative law) is thus dealt with by the ordinary civil court system and the ordinary rules on civil process apply.¹⁴⁵

The general time limit in the Discrimination Act is that a claim must be presented within two years from the alleged discriminatory act took place.¹⁴⁶ A more complicated system of rather short time limits applies in working life (see below c).¹⁴⁷

The relatively few cases presented to the court system shall not be taken as a proof that action is not taken in cases of discrimination. The statistics from the old Ombudsmen's office show that a considerable number of cases are settled out of court. The same is probably true about the trade unions. Most complaints are settled during the mandatory negotiations foregoing a claim to the Labour Court. In these cases remedies much the same as in the case law of the Labour Court are agreed upon – or even better since the parties concerned lower their costs by an early settlement.

As regard the costs of litigation, etc., both in the case the trade union takes on a claim and when this is done by the Ombudsman, they must cover the costs should the case be lost, something which is, of course, very convenient for the individual concerned. If the individual him- or herself brings a claim to court he or she risks to have to pay the costs of the trial should the case be lost.

Relevant criminal procedures may be initiated by a public prosecutor or the private party herself. The Ombudsman does not have legal standing before the courts in criminal procedures.

b) Are these binding or non-binding?

In the area of employment, both in cases of discrimination taken on by the Ombudsman and those where a member is represented by his or her trade union the procedure is first to try to settle the case outside court. In the case of a trade union such reconciliation settlements are mandatory. The Ombudsman is supposed to try and settle the case outside court, if possible, but there is no formal requirement on settlement proceedings.

c) Can a person bring a case after the employment relationship has ended?

¹⁴⁵ Some university or higher education cases may also be brought before the Board of Appeal for Higher Education.

¹⁴⁶ Chapter 6 Section 6 of the Discrimination Act.

¹⁴⁷ Chapter 6 Sections 4 and 5 of the Discrimination Act.

Yes, as long as it is within the time limits for the claim at issue. Dismissal claims are regulated by the 1982 Employment Protection Act and time limits are complicated and rather short. If the claim consists in declaring a dismissal null and void we are talking about weeks from the occurrence of the act or – in certain cases - 1 month after the expiry of the employment. If the claim regards only indemnification we are talking about four months. Are we talking about wage compensation the 1976 Co-Determination Act applies. Here the general time limit is four months from knowledge of the act within a maximum of two years from its occurrence.¹⁴⁸

6.2 Legal standing and associations (Article 7(2) Directive 2000/43, Article 9(2) Directive 2000/78)

Please list the ways in which associations may engage in judicial or other procedures

a) *in support of a complainant*

Other than the unions and the Ombudsman there are not really any organisations that today support victims in bringing their complaints. However, there are a number of local anti-discrimination bureaus that provide advice to victims. They are funded by the government on a short term basis and have to report on how they have used their money. Some of them have had their funding revoked. There is a discussion on making them more permanent and to give them funding for longer time periods. Assuming the victim has agreed, organisations (or at least individuals from such organisations) can support such complaints and act on behalf of the victim. According to Swedish procedural law, anyone can engage in proceeding or support a complaint, and that is valid also for the religious communities. There are, thus, no special regulations on the rights of the churches in this matter. Nonetheless, some religious communities engage themselves in the work of the private anti-discrimination agencies in the country, along with other NGOs such as the Swedish Red Cross and Save the Children.

Labour unions have legal standing to litigate discrimination cases where one of their members is involved. (As a matter of fact, the right of the Ombudsman to represent a victim is secondary to this right of the organisation.) Chapter 6 Section 2 of the Discrimination Act gives non-profit organisations whose statutes state that it is to look after its members, the right to bring actions in their own name as a party. The association must have the consent of the individual and be suited to represent the individual in the case, taking account of its activities and its interest in the matter, its financial ability to bring an action and other circumstances and their right is secondary to that of a trade union in the employment field.

¹⁴⁸ If someone brings an action as a result of *notice of termination or summarily dismissal* the rules in the 1982 Employment Protection Act (LAS) apply. To have a dismissal declared null and void the employer shall be notified about the claim within two weeks of the dismissal. A law-suit shall be presented within two weeks thereafter, or, should conciliations negotiations have taken place, within two weeks from terminating such negotiations (Sec. 40 LAS). As regard damage claims, the employer shall be notified about the claim within four months after the damaging activity occurred and a law-suit shall be presented within four months after that, or, should conciliations negotiations have taken place within four months from terminating such negotiations (Sec. 41 LAS). – With regard to *any other action* the rules in the Co-Determination Act (MBL) apply. Conciliations negotiations must be required by the relevant trade union within four months from knowledge of the damaging act and within two years from the act itself (Sec. 64 MBL). A law-suit shall be presented within three months after terminating such negotiations (Sec. 65). If an employee cannot be represented by a trade union he or she must present the claim to the court within four months from knowledge of the damaging act and within two years from the act itself (Sec. 66 MBL).



b) on behalf of one or more complaints (please indicate if class actions are possible)

There is – however, only outside employment law - a possibility in Swedish Law to make a group petition (*the Act on Group Petitions, Lag [2002:599] om grupprättegång*). This means that a person can make a lawsuit on behalf on her- or himself but with legal consequences for other persons, even though they are not parties to the case. This kind of lawsuit can be made also by organisations.¹⁴⁹ However, this Act does not make possible for organisations to act as a representative or agent for an individual.¹⁵⁰ Only organisations fulfilling the demands required by the Discrimination Act can do that (see above 6.2 (a)).

6.3 Burden of proof (Article 8 Directive 2000/43, Article 10 Directive 2000/78)

Does national law require or permit a shift of the burden of proof from the complainant to the respondent? Identify the criteria applicable in the full range of existing procedures and concerning the different types of discrimination, as defined by the Directives (including harassment).

A shared burden of proof is required in Ch. 6 sec. 1 of the Discrimination Act.

“If a person....demonstrates reason to presume that he or she has been discriminated against... the defendant is required to show that discrimination or reprisals have not occurred.”

The victim of discrimination must be able to present facts that make it possible to presume that discrimination has occurred (a similar situation and disfavourable treatment). Thereafter the burden of proof is shifted to the other party who must show that one of the requirements is not fulfilled or that the disfavourable treatment was not associated with the ground in question. No intent to discriminate is required.

As can be concluded from the case law presentation in Sec. 0.3 above, very few cases on alleged discrimination have been won. In most cases this is due to the plaintiff's failure to prove a prima facie case of discrimination in the Labour Court. It seems to be less difficult to prove a prima facie case in the ordinary court system.¹⁵¹

6.4 Victimisation (Article 9 Directive 2000/43, Article 11 Directive 2000/78)

What protection exists against victimisation? Does the protection against victimisation extend to persons other than the complainant? (e.g. witnesses, or person that help the victim of discrimination to present a complaint)

Victimization is forbidden in Ch.2 Sec. 18 and 19 of the Discrimination Act.

¹⁴⁹ Petitions by organisations are regulated by section 5 of the law, but I am not aware of any case law on this paragraph.

¹⁵⁰ See, for instance, prop. 2002/2003:65 p. 167.

¹⁵¹ One possible explanation is that obvious cases of discrimination often are settled in the negotiations between the employer and the trade union on local or central level, which must take place before going to the Labour Court, if a trade union is representing its member. But there is also an ongoing discussion on whether judges appointed by trade unions and employer organisations are neutral if important parts of the collective bargaining system are affected by the outcome.



It is defined in the preparatory work as acts, statements and omission to act which leads to a damage or a sense of discomfort for the individual.¹⁵² The prohibition protects all persons involved in an investigation including witnesses and persons reporting discrimination. According to Ch. 6 Sec. 3 the reversed burden of proof applies in victimisation cases.

6.5 Sanctions and remedies (Article 15 Directive 2000/43, Article 17 Directive 2000/78)

- a) *What are the sanctions applicable where unlawful discrimination has occurred? Consider the different sanctions that may apply where the discrimination occurs in private or public employment, or in a field outside employment.*

The basic sanction in the Discrimination Act is the discrimination award. The concept discrimination award is created to make it easier for the courts to allow higher damages. Discrimination awards are not supposed to be in line with the low general levels of civil damages in other legal areas. The award includes a right to *damages for the violation* caused by the discrimination. Chapter 5 Section 1 also requires the courts to give *particular attention the purpose of discouraging future infringements*.

In working life there is a basic right to *economic damages*. However, in recruitment and promotion cases, the individual is not considered to have a right to obtain the employment or promotion in question.¹⁵³ Economic injuries are thus not compensated for. The violation still leads to a non-economic injury which is compensated. As is usually the case in Swedish labour law, if it is reasonable, damages can occasionally be reduced or lapse completely. Depending on the discriminatory act other labour law provisions may apply in parallel, such as the rules of the LAS in cases of dismissal or those of the MBL in cases where a collective agreement is violated.

Invalidity of provisions in collective contracts and in individual contracts is possible in all areas of the law according to Ch. 6 Sec 3.

Injunctions have a very limited use in Sweden. Hitherto, the author knows of no cases related to discrimination where an injunction has been used.

Violations of the penal provision on unlawful discrimination are punished by a fine or imprisonment for a time not exceeding one year and can also result in the obligation to pay financial compensation.

Sanctions are normally applied to e.g. the employer, university, labour union or employers' association as such. This follows from expressions such as "employer" or "university" in the provisions on financial compensation. Harassment by fellow workers or students may, however, also come under general criminal law provisions on such behaviour, e.g. as harassment, verbal abuse, threats or assault. In such cases, a complaint may result in sanctions also against the individual directly responsible for the actions.

¹⁵² Government bill 2007/08 p. 531-532.

¹⁵³ In the state sector, however, the Public Law character of the constitutional provisions as regard objective grounds on hiring has as the consequence that a discriminatory decision may be appealed through administrative procedures and the discriminated be installed in the position in question.



b) *Is there any ceiling on the maximum amount of compensation that can be awarded?*

There is no formal limit.

c) *Is there any information available concerning:*

- *the average amount of compensation available to victims*
- *the extent to which the available sanctions have been shown to be - or are likely to be effective, proportionate and dissuasive, as is required by the Directives?*

There is no case-law on the Discrimination Act. These figures are based on case law from the three repealed 1999 Acts.

Very few cases have been won in the area of discrimination so it is difficult to speak about average amounts of damages. From the case-law presented above one can conclude that the damages for the violation caused by the discrimination have fluctuated between 40,000 and 100,000 SEK (3 700 and 9 100 Euro) depending on the situation and the circumstances, such as whether we are dealing with a flaw in the recruitment process or a wrongful dismissal. It is doubtful whether these damages awards can be said to be "effective, proportionate and dissuasive" as required by the Directives. Nonetheless there seems to be an increasing awareness of the regulation against discrimination and its effectiveness given the increasing number of complaints submitted. In addition the unions seem to be focussing more and more on increasing their members' awareness. As to sanctions, Swedish law generally provides for very low levels of damages. Damages of for example even SEK 80 000 (approx. 7 300 Euro) will hardly deter a larger employer. But combined with the threat of publicity, it is possible that the cases have had some effect on the willingness to settle such cases.

Concerning *the principle of equivalence*, the Labour Court regularly make reference to the level of damages paid in labour law disputes generally.¹⁵⁴ To my opinion, there is no doubt that the principle of equivalence is met.¹⁵⁵ The new form of compensation, the discrimination award, will make it even more obvious.

As regards *the principle of effectiveness* it is my opinion that Swedish regulations in this area on an overall basis do meet the standards of Community Law. The high rates of trade union affiliation normally imply that the individual employee can turn to his or her union for support in cases of discrimination, and in cases the individual is not organised or the union fails to support him or her there is always the Ombudsman.

One could call into question the restricted right to damages for economic loss as regards cases of recruitment and promotions.¹⁵⁶ The sharply reduced civil damage, when discrimination is proved by situation testing is according to the author probably against the principle of effectiveness at least with regard to night clubs.¹⁵⁷

¹⁵⁴ Compare, for instance, the Labour Court in case 2002 No. 45 and 2002 No. 102, respectively.

¹⁵⁵ Same opinion, SOU 2004:55 pp. 309 ff.

¹⁵⁶ Compare SOU 2004:55 p. 313.

¹⁵⁷ The Supreme Court, Escape Bar and Restaurant v. The Ombudsman Against Ethnic Discrimination (case T-2224-07 judgement 2008-10-01). Night clubs have strong economic incentives to give preference to high status persons and exclude low status persons when admitting guest. Reducing the civil damages sharply for the only effective and available mean to prove such discrimination will probably lead to continued discrimination based on a cost-benefit analysis by the night clubs owner.



But this legal situation may change with the Discrimination Act, when the Supreme Court by law will have to give particular attention to the purpose of discouraging future infringements.

The fact that harassment between fellow workers does not amount to discrimination and cannot lead to any compensation¹⁵⁸ unless the employer has been negligent in dealing with the problem is another example of when the effectiveness of the legal sanctions may be questioned. The employer can only be held responsible for the additional damage resulting from this negligence.

¹⁵⁸ The only option for the employee is penal law provisions outside the discrimination field (for instance rules on insult).



7. SPECIALISED BODIES, Body for the promotion of equal treatment (Article 13 Directive 2000/43)

When answering this question if there is any data regarding the activities of the body (or bodies) for the promotion of equal treatment, include reference to this (keeping in mind the need to examine whether the race equality body is functioning properly). For example, annual reports, statistics on the number of complaints received in each year or the number of complainants assisted in bringing legal proceedings.

- a) *Does a “specialised body” or “bodies” exist for the promotion of equal treatment irrespective of racial or ethnic origin?(Body/bodies that corresponds to the requirements of article 13. If the body you are mentioning is not the designated body according to the transposition process, please clearly indicate so)*

As is indicated above (Secs. 0.1 and 0.2) there was in 2008 an Equal Opportunities Ombudsman (JämO - sex equality), an Ombudsman Against Ethnic Discrimination (DO) (please note that DO covers also discrimination of the grounds of religion and other belief) a Disability Ombudsman (HO) and an Ombudsman Against Discrimination due to Sexual Orientation (HomO) in the area of non-discrimination, all appointed by the Government.

From the 1 of January 2009 there is a single Equality Ombudsman. The websites of the old ombudsmen are closing down and statistics are now obtained from the new ombudsman at http://www.do.se/Documents/pdf/tabeller_arsredovisningen.pdf. As the new ombudsman has the same web address as the former Ombudsman Against Ethnic Discrimination, material relating to this ombudsman have been moved to <http://do.episerverhotell.net/>.

- b) *Describe briefly the status of this body (or bodies) including how its governing body is selected, its sources of funding and to whom it is accountable.*

The old Ombudsmen were designated by the Government and State funded, decision taken by the Swedish Parliament on a yearly basis based on Government recommendations and as part of the general State budget. The Ombudsmen were accountable to the Government.

The new Equality Ombudsman also works under the Government but its basic instructions are given in a new law (see below g). There is thus no governing body. The ombudsman herself is appointed by the government.

- c) *Describe the competences of this body (or bodies), including a reference to whether it deals with other grounds of discrimination and/or wider human rights issues.*

The ombudsmen who counteract discrimination on various grounds (JämO, DO, HO and HomO) were the key public institutions for the promotion of equal rights in their respective fields. Each of these ombudsmen had the right to investigate complaints concerning discrimination according to all the here relevant non-discrimination acts as well as the right to represent individuals in cases that are of importance in terms of case law or otherwise.



The Ombudsmen also gave advice and support more generally to individuals and institutions, engaged in education, information and opinion shaping efforts – including independent surveys, reports and recommendations - to combat discrimination in their respective areas, propose to the Government legal and other measures that may be of use to combat discrimination and monitor international developments. The new Equality Ombudsman has the same competences. The instruction given in The Equality Ombudsman Act (2008:568) goes beyond discrimination and instructs the Ombudsman to work for “equal rights and possibilities”.¹⁵⁹

In the following the author of the report will deal with each one of the old Ombudsmen related to the areas covered by the Article 13 Directives, i.e. DO, HO and HomO. Cases started in 2008 are registered at the individual old ombudsman. Cases started in 2009 will be registered at the new Equality Ombudsman.

The Ombudsman against Ethnic Discrimination (DO)

DO received 796 requests in 2008.¹⁶⁰ Out of the 796 requests 291 concerned the 1999 Act on Discrimination in Employment, 15 the 2001 Student at Universities Act, 31 the 2006 Pupils Discrimination Act, 356 the 2003 Act on Discrimination in Other Areas of Society and 94 cases concerned other issues for instance penal law.

There are not separate statistics with regard to religion and belief.

The Disability Ombudsman (HO)

With regard to the 1999 Act on Employment Discrimination, HO received 95 complaints in 2008 and 124 complaints falling under the 2003 Act on Discrimination in Other Areas of Society. There were 12 complaints related to the 2001 Student at Universities Act and 31 complaints related to the 2006 Pupils Discrimination Act. Other issues are the dominant group of complaints (625). These cases often concern accessibility issues in areas of society not yet covered by non-discrimination legislation. A National Accessibility Centre (Tillgänglighetscentret – see www.ho.se) has been established as a part of the office. The Centre is to promote the development of an accessible society – a society in which all people, regardless of disability, can participate. This can involve anything from barriers that keep out those in wheelchairs to information brochures that exclude those without perfect sight.

The Ombudsman against Sexual Orientation Discrimination (HomO)

HomO undertakes a lot of activities reflected on the web-site: www.HomO.se.

HomO received 11 complaints in 2008 regarding the 1999 Act on Employment Discrimination and 24 complaints falling under the 2003 Act on Discrimination in Other Areas of Society. There were no complaints related to the 2001 Student at Universities Act, 2 related to the 2006 Pupils Discrimination Act and 13 concerning other issues (for instance penal law).

¹⁵⁹ Section 2.

¹⁶⁰ Request from the 19 of December is registered for 2009 at the new ombudsman.



- d) *Does it / do they have the competence to provide independent assistance to victims, conduct independent surveys and publish independent reports, and issue recommendations on discrimination issues?*

Yes, the Equality Ombudsman have these competences.

- e) *Does the body (or bodies) have legal standing to bring discrimination complaints or to intervene in legal cases concerning discrimination?*

Yes, the Equality Ombudsman have these competences.

- f) *Is / are the body / bodies a quasi-judicial institution? Please briefly describe how this functions. Are the decisions binding? Does the body /bodies have the power to impose sanctions? Is an appeal possible? To the body itself? To courts?) Are the decisions well respected? (Please illustrate with examples/decisions)*

When dealing with the prohibition of discrimination the Equality Ombudsman is in principle neutral when a plaintiff initiates a case. After hearing both sides the Ombudsman evaluates the evidence. On basis of this evaluation the Ombudsman may decide to go to court as a party on behalf of the plaintiff. At this point the role of the Ombudsman changes. If the Ombudsman thinks more evidence is needed for a conviction the Ombudsman can actively help the plaintiff in obtaining it. Here the Ombudsman is at an advantage compared to an ordinary lawyer as the Ombudsman may, according to Chapter 4 Section 3 of the Discrimination Act, order the suspected discriminator to provide information, allow access to the workplace and enter into discussions with the ombudsman and such an order can be subjected to a financial penalty.¹⁶¹ The financial penalty will gain legal force only after a district court has ordered the payment and the legality of the order itself, as well as the reasonableness of the amount, can be decided upon by the district court. The Equality Ombudsman cannot impose other sanctions on the discriminator.

As regards active measures the Ombudsman works as a normal authority, visiting employers and universities, checking their equality plans and so on. If somebody fails to fulfil their duties the Board Against Discrimination¹⁶² may – on the Ombudsman's application – issue an order to comply with a specific request before a certain date (or for the future) subject to a financial penalty according to Ch. 4 Sec. 5 of the Discrimination Act. The financial penalty will gain legal force only after a district court has ordered the payment and the legality of the order itself – as well as the reasonableness of the amount – can be decided upon by the district court.

¹⁶¹ Ch. 4 Sec. 4. One difference compared to the previous legal situation is that the ombudsman can issue these orders without going through a discrimination board.

¹⁶² The board is an administrative authority. It consists of a chairman and a vice chairman who must be judges. There are eleven other members. Two are appointed by the government as neutral members. Six members are appointed by the government on the suggestion of trade unions and employer organisations, one member is appointed by the government as representing ethnic or religious minorities in Sweden, one is appointed on the suggestion of the Disabled Associations Co-operation Organization, and one is appointed on the suggestion of the Swedish Federation for Lesbian, Gay, Bisexual and Transgender Rights.



g) *Is the work undertaken independently?*

As is the case with other Government authorities the Equality Ombudsman has an independent status reaching their own decisions in individual matters. The separation of powers is a constitutional principle and the Swedish Government according to Chapter 11 Sec. 2 the Instrument of Government may not interfere with a Governmental agency on how to act in an individual case or how they should apply legislation. A recent investigations committee, assessing the implementation of Directive 207/76/EEC, was of the opinion that the old Equal Opportunities Ombudsman did meet the requirements of that directive in every way.¹⁶³

The duty of the new Equality Ombudsman is regulated by the Act Concerning the Equality Ombudsman (2008:568). This enhances the independence of the new Ombudsman. Since its instructions are given by the Parliament – in the form of law – and not by the Government. Instructions given by law must necessary be of a more general nature. This Act contains only three relatively short sections.

h) *Does the body treat Roma and Travellers as a priority issue? If so, please summarise its approach relating to Roma and Travellers.*

The Ombudsman Against Ethnic Discrimination had a special obligation to assist the Romany population. It was instructed to give extra priority to this ethnicity in the “regulation letters” it received from the Government.¹⁶⁴ The main goal behind its policy towards the priority groups¹⁶⁵ was to make them able to fend for themselves. Educating them about discrimination law and identifying the discrimination they face were two important parts. Reference groups consisting of representatives of the priority group and the DO is one way of performing these functions and at the same time build networks which may continue when DO eventually steps back.

As the new Equality Ombudsman gets its instructions from the Parliament by law, its regulation letter is empty of instructions. The law describes the competence widely and no specific ethnic group is mentioned. It is for the Ombudsman to make the correct priorities.¹⁶⁶ A report evaluating the work on the Roma situation and following up the report “Discrimination against Romanies in Sweden” from 2004 will be published soon. In this report the Ombudsman will evaluate the previous work addressing the Roma situation and give guidelines on how the Ombudsman will work with Roma issues in the future.

¹⁶³ SOU 2004:55 p. 350. This is also my opinion.

¹⁶⁴ Every authority under the government receives a “regulation letter” once a year. It consists inter alia of instructions from the government to the authority for the coming year. General instructions - like an instruction to give priority to the problems of the Romany population - is normal and is not considered to affect the authority’s independence.

¹⁶⁵ National ethnic minorities including Roma, persons originating from the middle east, Muslims, persons originating from Africa, women with non-European origin.

¹⁶⁶ Government bill 2007/08:95 p. 378f.



8. IMPLEMENTATION ISSUES

8.1 Dissemination of information, dialogue with NGOs and between social partners

Describe briefly the action taken by the Member State

- a) *to disseminate information about legal protection against discrimination (Article 10 Directive 2000/43 and Article 12 Directive 2000/78)*

The Government acts mainly through the creation of the special bodies that the Ombudsmen only just described represent. As was already described, the different Ombudsmen developed a considerable amount of activities throughout society in the fields covered by non-discrimination legislation, for instance in the form of special projects, supervision of individual institutions, informative brochures and other publications, etc.

To a varying degree, these bodies have co-operated with each other and also with other state agencies in these endeavours. One example of how this was done is that the HomO regularly participated in the training programmes of the Prosecutor General, directed at all public prosecutors. The same goes for the training programmes for judges organised by the National Courts Administration.

According to the (2001:526) Ordinance on the Responsibility of Public Agencies to Effectuate the Governments Disability Policy any public authority is under the obligation to make information available also for different groups of people with disabilities through a number of means.¹⁶⁷

It is too early to try to give an indication on how the new Ombudsman will work with these issues.

- b) *to encourage dialogue with NGOs with a view to promoting the principle of equal treatment (Article 12 Directive 2000/43 and Article 14 Directive 2000/78) and*

As was already indicated there is in Sweden a fairly weak role played by NGOs other than trade unions and employer organisations, may be with the exception of the different organisations within the movement of people with disabilities. To the extent there are NGO's the Ombudsman have an on-going dialogue. As for the Government, the consultations procedures anticipating any bill or other legislative initiative traditionally have ensured a dialogue with the relevant organisations. To my knowledge, the improvement of such a dialogue within and outside these processes is consistent concern. The increasing dialogue between policymakers and NGOs is also reflected by the support provided for the establishment of a national NGO-centre against racism as well as to local NGO-run anti-discrimination bureaux.

¹⁶⁷ See further the 'Guidelines for an Accessible Public Service' by the Disability Ombudsman, www.tillgangslighet.se.

- c) *to promote dialogue between social partners to give effect to the principle of equal treatment within workplace practices, codes of practice, workforce monitoring (Article 11 Directive 2000/43 and Article 13 Directive 2000/78)*

As was already indicated, the social partners traditionally play a key role on Swedish labour-market and a variety of issues are collectively bargained and regulated by means of collective agreements. This is also true with regard to non-discrimination issues, albeit to a lesser extent than as regard other working conditions. A characteristic feature of the Swedish law on sex discrimination – Ch. 3 Sec 13 of the Discrimination Act – is the requirement on employers (with 25 or more employees) to have equality plans. Such a requirement is also present in Ch. 3 Sec. 16 requiring universities to have plans regarding all the grounds covered except age and transgender identity and expression. Moreover, the Ombudsman is involved in an ongoing dialogue with both employers' and employees' organisations concerning the promotion of diversity and counteracting discrimination. The Government has an ongoing dialogue with the social partners.

- d) *to specifically address Roma and Travellers*

In 2002 A council on Roma Issues was formed. It was an advisory board and had a broad representation from the Roma community, representing all larger Roma groups in Sweden. It has been abolished and has been replaced by a delegation consisting of ten members of which five have Roma background.¹⁶⁸ This delegation has an instruction to investigate the Roma situation in Sweden, to support local projects with the objective to improve the situation of the Romany population and to disseminate information. This delegation shall co-operate with Roma organizations and its work will result in a report on the Roma situation at the end of 2009.

The Living History Forum is a Government agency which has been commissioned with the task of promoting issues relating to tolerance, democracy and human rights – with the Holocaust as its point of reference. They are disseminating information and creating a dialogue with the society at large on inter alia the situation of the Romany people.

8.2 Compliance (Article 14 Directive 2000/43, Article 16 Directive 2000/78)

- a) *Are there mechanisms to ensure that contracts, collective agreements, internal rules of undertakings and the rules governing independent occupations, professions, workers' associations or employers' associations do not conflict with the principle of equal treatment? These may include general principles of the national system, such as, for example, "lex specialis derogat legi generali (special rules prevail over general rules) and lex posteriori derogat legi priori (more recent rules prevail over less recent rules).*

The relevant mechanisms are precisely the Ombudsman supervising the Discrimination Act in its entirety and the possibilities this provide for individual claimants. In addition the role played by the trade unions to support their members must also be mentioned.

¹⁶⁸ The delegation consists of academics, civil servants, and specialists on the Roma situation.



b) Are any laws, regulations or rules contrary to the principle of equality still in force?

The task of proposing legislation in order to implement the Directive into Swedish national law was given to a special investigator, who presented her report in the spring of 2002.¹⁶⁹ However, the investigator did not, as required by art. 16(a) of the Directive, carry out any general screening of laws and administrative provisions for incompatibilities with the requirements of the Directive (at least not in any comprehensive way).¹⁷⁰ This is probably more problematic in the area of ethnic discrimination, particularly with respect to indirect discrimination. Obvious examples of problematic provisions would include requirements regarding Swedish citizenship or to have a degree or diploma from a Swedish educational institution to be able to exercise certain professions. - According to Ytterberg (the former HomO), there are no discriminatory laws and provisions with respect to sexual orientation discrimination in employment or occupation still in force.¹⁷¹ However, according to Lappalainen the measures undertaken thus far seem to have been insufficiently thorough, at least in terms of examining regulations or administrative provisions. The Government enquiry basically asserted that this was not needed, without making more than a cursory analysis.

¹⁶⁹ Report SOU 2002:43: *An Extended Protection against Discrimination* [Ett utvidgat skydd mot diskriminering, bet. SOU 2002:43].

¹⁷⁰ *Idem.*, page 143.

¹⁷¹ Ytterberg, Sexual Orientation report of 28 July 2004.



9. CO-ORDINATION AT NATIONAL LEVEL

Which government department/ other authority is/ are responsible for dealing with or co-ordinating issues regarding anti-discrimination on the grounds covered by this report?

Since 1 January 2007, there is a new Ministry of Integration and Equality (Integrations- och jämställdhetsdepartementet) to deal with all of these issues as well as democracy issues and human rights issues, generally. The responsible minister is Nyamko Sabuni, a black woman with immigrant background.



Annex

- 1. Table of key national anti-discrimination legislation**
- 2. Table of international instruments**

ANNEX 1: TABLE OF KEY NATIONAL ANTI-DISCRIMINATION LEGISLATION

Name of Country: Sweden

Date 10 January 2009

Title of Legislation (including amending legislation)	In force from:	Grounds covered	Civil/Administrative / Criminal Law	Material Scope	Principal content
This table concerns only key national legislation; please list the main anti-discrimination laws (which may be included as parts of laws with wider scope). Where the legislation is available electronically, provide the webpage address.	Please give month / year			e.g. public employment, private employment, access to goods or services (including housing), social protection, social advantages, education	e.g. prohibition of direct and indirect discrimination, harassment, instruction to discriminate or creation of a specialised body
The (1962:700) Penal Code, Chapter 16 Sec. 9 (with later amendments, 1970:224, 1970:225, 1986:444 and 1987:610) www.do.se (homepage under construction)	1970 07/1987	Ethnicity, religion and belief, sexual orientation	Criminal Law	Access to goods and services including housing, social protection, social advantages and education.	Ban on discrimination
Discrimination Act (2008:567)	01/2009	Sex, transgender identity or expression, ethnicity including religion, disability, sexual orientation and age	Civil/Administrative	Public and private employment, education, labour market policy activities and employment services, starting or running a business and	Prohibition of direct and indirect discrimination as well as harassment, instructions to discriminate and rules on active measures.



Title of Legislation (including amending legislation)	In force from:	Grounds covered	Civil/Administrative / Criminal Law	Material Scope	Principal content
				professional recognition, membership of certain organisations, goods services and housing, health, medical care and social services, social insurance, unemployment insurance and financial aid for studies, national military service and civilian service	

ANNEX 2: TABLE OF INTERNATIONAL INSTRUMENTS

Name of country: Sweden

Date: 10 January 2009

Instrument	Signed (yes/no)	Ratified (yes/no)	Derogations/ reservations relevant to equality and non- discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
European Convention on Human Rights (ECHR)	Yes 28-11- 1950	Yes 04-02- 1952	No	Yes	Yes
Protocol 12, ECHR	No	-	-	-	-
Revised European Social Charter	Yes 03-05- 1996	Yes 29-05- 1998	Art. 8.2, 8.4, 8.5, 12.4, E	Ratified collective complaints protocol? Yes Signed 09-11-1995 Ratified 29-05- 1998	No
International Covenant on Civil and Political Rights	Yes 29-09- 1967	Yes 06-12- 1971	No	No	No
Framework Convention for the Protection of National Minorities	Yes 1995	Yes 09-02- 2000	No	No	No
International Convention on Economic, Social and Cultural Rights	Yes 29-09- 1967	Yes 06-12- 1971	No	No	No

Instrument	Signed (yes/no)	Ratified (yes/no)	Derogations/ reservations relevant to equality and non- discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
Convention on the Elimination of All Forms of Racial Discrimination	Yes 05-05-1966	Yes 06-12-1971	No	Yes	No
Convention on the Elimination of Discrimination Against Women	Yes 07-03-1980	Yes 02-07-1980	No	No	No
ILO Convention No. 111 on Discrimination	Yes	Yes 20-06-1962	No	No	No
Convention on the Rights of the Child	Yes	Yes 1990	No	No	No
Convention on the Rights of Persons with Disabilities	Yes	Yes 15-12-2008	No	Yes	No