

Swedish Government Offices  
Yearbook **2004**



REGSKANSLIET



REGERINGSKANSLIET

Swedish Government Offices  
Yearbook **2004**

The Government Offices comprise the Prime Minister's Office, nine ministries and the Office for Administrative Affairs. The Government Offices are mainly situated in the Södra Klara district of central Stockholm around the southern section of Drottninggatan, from Tegelbacken in the west to Gustav Adolfs Torg in the east.

The Government Offices yearbook for 2004 has been produced by the Office for Administrative Affairs at the direction of the Prime Minister.

In Swedish, the yearbook is also provided in an easy-to-read version and as a DAISY file. The present version is an English summary of the full Swedish edition.

Further English-language information about the Swedish Government Offices is available at [www.sweden.gov.se](http://www.sweden.gov.se).

The various ministries have contributed facts and figures and have also been responsible for the choice of material in each case.

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Production: Government Offices of Sweden, May 2005

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Photography: Frida Hedberg, except Tomas Oneborg/Scanpix page 74 left, Annette Friberg/Scanpix page 76 right, Henrik Montgomery/Pressens bild page 78 below, Pawel Flato page 82 below and page 83.

Printed by: EO Print, Stockholm 2005

ISSN: 1404-479X

ISBN: 91-975444-4-2

# Preface

**THE AIM OF THIS YEARBOOK** is to describe the work we are doing at the Government Offices of Sweden. It recounts the events that have shaped the past year and presents the people that work here.

Sweden's economic performance in 2004 was excellent. As a result of the international business upturn and well-conceived, responsible policies at home, growth during the year was very substantial. The inflation rate is now stable, as are interest rates. The current account balance is strong, productivity in the business sector is high and the surplus in our public finances has been maintained.

Unemployment, however, is still with us. The will to work is the nation's primary asset. Extensive measures for boosting employment and reducing unemployment have been included in the national budget for 2005.

A growing amount of state funding is now being transferred to the country's municipalities and county councils to help raise standards in education, health care and the social sector. The shift to a green 'folkhem' or welfare society in Sweden is continuing apace. Initiatives aimed at reducing ill-health in working life have been launched. Efforts to integrate our Swedish immi-

grants are being intensified. Constructive cooperation between the Social Democratic government and its parliamentary allies, the Left Party and the Green Party, has continued. Sweden remains an active and constructive member of the European community.

As the year drew to a close, the appalling tsunami disaster in Asia came to define much of the work at the Government Offices, and staff both at home and at the disaster scene made tremendous efforts to alleviate the situation. I would like to take this opportunity to thank all those in the Swedish community who helped – and continue to help – the victims of this tragedy.

I hope this yearbook will provide further insight into the workings of the Government Offices. Should you have any questions that are not answered in these pages, or would like more information, please feel free to contact us. You are also welcome to visit our English-language website, [www.sweden.gov.se](http://www.sweden.gov.se).



Göran Persson  
Prime Minister

# Table of contents

<b>Preface</b> .....	3	<b>Chapter 5 Internal Support and development at the Government Offices</b> .....	66
<b>Chapter 1 The Government Offices: a brief presentation</b> .....	6	<b>Appendix</b> .....	70
<b>Chapter 2 From the Prime Minister's Office</b> .....	12	Introduction .....	72
<b>Chapter 3 Ministry activities</b> .....	18	The legislative process .....	72
Ministry of Justice .....	19	Committee staff .....	73
Ministry for Foreign Affairs.....	23	Swedish Government Official Reports and the Ministry Publications Series .....	73
Ministry of Defence.....	27	Government bills and communications .....	74
Ministry of Health and Social Affairs .....	30	The budget process and agency management .....	75
Ministry of Finance .....	34	The budget process in brief.....	75
Ministry of Education and Science .....	38	Summary of the central government budget .....	76
Ministry of Agriculture, Food and Consumer Affairs.....	41	Agency management.....	78
Ministry of Culture .....	45	Agencies with appropriation directions .....	78
Ministry of the Environment .....	47	Administrative business .....	79
Ministry of Industry, Employment and Communications.....	50	Total number of items of government business .....	79
 		International affairs.....	80
The tsunami disaster, 26 December 2004 .....	57	Swedish missions abroad.....	81
<b>Chapter 4 Special projects and programmes</b> .....	58	Officials stationed abroad .....	82
The Stockholm International Forum: Preventing Genocide .....	59	Swedish working groups in non-EU governmental bodies ....	82
The democracy campaign ahead of the European Parliament elections .....	61	European Commission Management committees.....	83
Combating human trafficking .....	63	Background briefs .....	83
		Workdays in Council working parties .....	84
		Working parties in other EU institution .....	84
		External communications .....	85

Replies to parliamentary interpellations.....	85
Replies to parliamentary questions .....	86
Correspondence.....	86
Internal support and development.....	87
Employment per staff category.....	87
Employees per ministry .....	88
Parental leave and temporary care of children .....	88
Equal pay .....	88
Government Offices expenditure .....	89
<b>Contact information .....</b>	<b>92</b>
<b>Web guide.....</b>	<b>93</b>

## CHAPTER 1

# The Government Offices: a brief presentation

*All public power in Sweden proceeds from the people. The people elect the Riksdag (Swedish parliament), and governments are formed on the basis of how party seats are distributed. To assist it in its work, the present government has a staff of 4,600 government officials and political appointees who work at the Government Offices and in government committees. In 2004, the Government Offices comprised the Prime Minister's Office, ten ministries and the Office for Administrative Affairs.*

**T**HE GOVERNMENT OFFICES are a single, integrated public authority comprising the Prime Minister's Office, the government ministries and the Office for Administrative Affairs. The duty of the authority is to assist the Government in its task of governing the realm and achieving its policy objectives.

Government decision-making is discharged on a collective basis. This means that at their weekly meetings the members of the Cabinet take joint decisions on all government business. Consequently, all the ministers have a say in government decisions and the Cabinet as a whole is collectively responsible for them.

This collective approach necessitates a high degree of cooperation between the ministries when decisions are being prepared and drafted. The establishment of the Government Offices as an integrated authority in 1997 was a step towards closer coordination and greater flexibility in government activities.

### **Organisation of the Government Offices**

The Government Offices serve as the Government's staff. As a public authority, they are headed by the Prime Minister, who is also Head of Government and thus has dual roles. The Prime Minister is not alone in this. Many of the ministers, besides being members of the Cabinet, also occupy the post of Head of Ministry.

In addition, the Prime Minister's Office has a Permanent Secretary with overall responsibility for the administration of the Government Offices and for cross-ministerial administrative matters.

Each ministry is headed by up to three ministers, one of whom holds the post of Head of Ministry. Each minister has a personal staff of political appointees,

including a state secretary, political advisers and a press secretary. In all, about 200 of the 4,600 employees at the Government Offices are politically appointed ministers or officials.

### **Principal activities at the Government Offices**

The great majority of staff at the Government Offices are government officials who retain their posts in the event of a change of government. Accordingly, they must be considerably skilled at analysing problems from different perspectives, finding alternative solutions and keeping abreast of the political debate.

At the same time, when discussing and dealing with government proposals, they must be able to put forward any objections they feel warranted.

The task of the government officials is to prepare government business. This is divided into seven main categories applying to all the ministries alike.

#### *Legislation*


It is the government officials' job to develop political initiatives, launch inquiries, provide an expert basis for the appointment of government committees and formulate the committees' terms of reference.

They also take delivery of reports and circulate them for comment, draft referrals to the Council on Legislation, formulate government bills and process parliamentary decisions on government proposals.

#### *The budget process and the administration of government agencies*

The government officials at the Government Offices prepare and follow up budget bills, issue appropriation directions, analyse and evaluate results reports, draft





special instructions to government agencies, participate in the appointment of agency boards and directors-general, and maintain regular contact with the agencies.

### *Administrative business*

The Government Offices are the supreme administrative authority in Sweden and their staff prepare decisions on such items of business as exemptions, applications and petitions, appeals, matters relating to appropriations and grants, and recruitment issues.

### *International affairs*

The Government Offices also prepare Swedish positions at meetings of international organisations, represent Sweden abroad and incorporate international agreements into Swedish policies. The latter task usually involves provisions relating to legislation, administrative practice or standardisation. Since Sweden joined the EU, work in this area has become more extensive at the Government Offices, and is now a major undertaking in all the ministries, not just the Ministry for Foreign Affairs.

### *External communication*

A further task of the Government Offices is to assist the government of the day in its external communication activities. The staff draft ministerial replies to questions and interpellations from the Riksdag and prepare answers to postal and e-mail enquiries from the general public. They also draft ministerial speeches, disseminate information about government activities and maintain contact with the business community and organisations.

### *Special projects and programmes*

These are activities of an administrative nature undertaken at the Government Offices. They are of only limited duration and fall largely outside individual ministry remits. Examples of special projects and programmes can be found in Chapter 4.

### *Internal support and development*

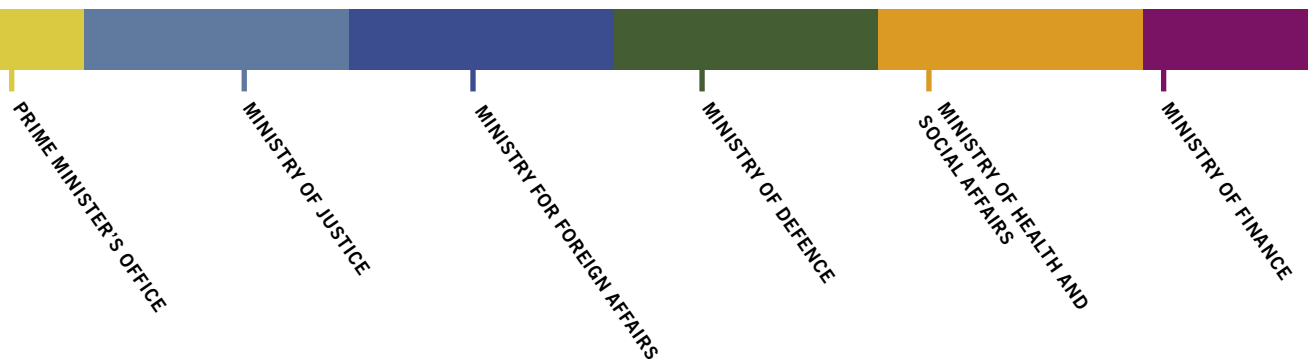
The Government Offices are also responsible for a wide range of other matters, including operational planning, results reporting, financial administration, ICT issues, surveillance and security, archives management, the registration of public documents, and the administration of property and premises.



# Organisation of the Government Offices of Sweden in 2004

On 1 January 2005, the ministries were reorganised following the government reshuffle that took place in the autumn of 2004. This is described in Chapter 2. A detailed account of the ministries' areas of responsibility can be found at the government website, [www.sweden.gov.se](http://www.sweden.gov.se).

- **The Prime Minister's Office** directs and coordinates the work of the Government Offices and is also responsible for coordinating Sweden's EU policies.
- **The Ministry of Justice** is responsible for the police authorities, the judiciary, the prosecution authorities and the prison and probation service. It also has responsibility for policy matters relating to democracy, integration, national minorities, metropolitan development, popular movements and sports. The ministry's remit further includes legal matters relating to constitutional law, administrative law, procedural law, civil law and penal law.
- **The Ministry of Foreign Affairs** include foreign and security policy, human rights, assisting Swedish citizens abroad, global development and development assistance, migration and asylum policy, foreign trade and trade policy, and export, trade and investment promotion. Sweden's embassies and consulates come within the ministry's remit, as do a number of agencies, including the Swedish Institute, Sida, the Swedish Migration Board and the National Board of Trade.
- **The Ministry of Defence** is responsible for activities within the military and civil defence sectors and for the rescue services and the coast guard. The Swedish Armed Forces are accountable to the ministry, as are the Swedish Rescue Services Agency, the National Service Administration, the Swedish Emergency Management Agency and the Swedish Accident Investigation Board.
- **The Ministry of Health and Social Affairs** is responsible for health and medical care, public health, the social insurance system, the social services, care of the elderly, disability issues and child policy. Among the agencies under the ministry's jurisdiction are the National Board of Health and Welfare, the National Social Insurance Board, the National Institute of Public Health, the Disability Ombudsman and the Children's Ombudsman.
- **The Ministry of Finance** is responsible for the Government's economic policy, the national budget, fiscal policy, financial market affairs, international economic cooperation, public administration and local government policy. The agencies under its jurisdiction include the National Tax Board, Finansinspektionen (the Financial Supervisory Authority) and the county administrative boards.



*The Prime Minister's Office, the ministries and the Office for Administrative Affairs are presented in historical order, according to the seniority principle: oldest first.*

- **The Ministry of Education and Science** is responsible for such policy areas as pre-school, compulsory school and upper-secondary school education, adult education, higher education, research and youth affairs. The agencies under its jurisdiction include the National Board of Student Aid, the National Agency for Higher Education, the National Agency for Education and the National Board for Youth Affairs.
- **The Ministry of Agriculture, Food and Consumer Affairs** is responsible for agriculture, food, fisheries, animal welfare, consumer issues and matters relating to the Sami people and reindeer herding. Among the agencies under the ministry's jurisdiction are the Swedish Board of Agriculture, the National Food Administration, the Swedish Consumer Agency and the Sami Parliament.
- **The Ministry of Culture** is responsible for government policy on the arts, Sweden's cultural heritage, religious communities and the media. Among the bodies under its jurisdiction are the Press Subsidies Council and state museums and theatres such as Moderna Museet and the Royal Dramatic Theatre.
- The responsibilities of the **Ministry of the Environment** include nature conservation, water management and air pollution control, sustainable development and climate change, chemicals management and community planning. Among the agencies under the ministry's jurisdiction are the Environmental Protection Agency, the Swedish Nuclear Power Inspectorate, the Swedish Radiation Protection Institute, the National Chemicals Inspectorate, the National Board of Building, Planning and Housing, and the Swedish Meteorological and Hydrological Institute.
- The responsibilities of the **Ministry of Industry, Employment and Communications** include matters relating to business development, the state ownership of enterprises, energy policy, transport and infrastructure, ICT, regional development, employment, working life and gender equality. The agencies under its jurisdiction include the Swedish Business Development Agency, the Competition Authority, the Swedish National Energy Administration, the National Road Administration, the National Rail Administration, the Labour Market Board and the Swedish Work Environment Authority.
- **The Office for Administrative Affairs** acts as a joint resource for the Government Offices, supplies the ministries with a wide range of services, and coordinates and develops administration. Its responsibilities include ICT, information provision, accounting, human resources, general services, government records and library services.

MINISTRY OF EDUCATION AND SCIENCE

MINISTRY OF AGRICULTURE, FOOD AND CONSUMER AFFAIRS

MINISTRY OF CULTURE

MINISTRY OF THE ENVIRONMENT

MINISTRY OF INDUSTRY, EMPLOYMENT AND COMMUNICATIONS

OFFICE FOR ADMINISTRATIVE AFFAIRS

## CHAPTER 2

# From the Prime Minister's Office

*In this chapter you can read about some of the work undertaken by the Prime Minister's Office and some of the Government's political priorities in 2004.*

**I**N 2004, GROWTH issues dominated both the public discourse and the political agenda in Sweden. The Government held talks with the business sector aimed at developing an attractive and forward-looking economic programme emphasising competitiveness and cohesion. The talks were intended to unite all concerned around issues of crucial importance to the nation, and they strengthened the Government's conviction that justice and growth are interdependent.

Growth does not just happen. It presupposes sound public finances and a well-educated population. Growth is influenced by taxes, conditions and rules, and by the extent to which society is open to the world outside. Ultimately, however, growth springs from people's belief in the future, from innovative entrepreneurs, from social cohesion, and from people's zeal for work and willingness to progress and break new ground.

The pursuit of responsible policies in recent years has left Sweden in a strong position. Following a lengthy period of international recession, growth rose sharply in 2004. Exports increased, and investments and private consumption both grew. The current account balance was strong, inflation and interest rates remained low. Public finances continue to show a surplus. The challenge left to the Government is to ensure that the labour market responds accordingly so that the employment situation improves.

A broad investment programme for enhancing Sweden's infrastructure was launched during the year. Housing construction accelerated sharply. A vigorous programme targeting the local government sector was also set in motion. The aim of this initiative was to

enable staff in the health care and social services to be kept on by municipalities and county councils in economic straits. Steps are to be taken to counteract potential labour shortages in the public sector following the economic upturn in Sweden, and the number of employees in the school and pre-school education systems is to be increased.

The Statement of Government Policy delivered in September noted the need for a concerted effort in three priority areas:

*Health care, education and social services  
– the core of Swedish welfare*

Besides investing heavily in municipal services, the Government is to introduce a national health care guarantee for all forms of treatment in 2005. Public psychiatric care is also to be strengthened considerably. In addition, a multiyear national development programme for staff in the old-age care sector will be introduced, and housing supplements for the country's least well-off pensioners will be raised. A thorough overhaul of the social insurance system is also scheduled.

*Children, families and young people  
– Sweden's future*

Sweden intends to fulfil its commitments under the UN Convention on the Rights of the Child. In 2006, SEK 1 billion will be allocated to reforms that directly target economically deprived families with children. The election promises that the Government gave to families with children are to be honoured. As of 2006, both child allowances and the supplementary allowance for additional children will go up. In addition,

a cohesive action programme for strengthening the position of young people in Swedish society is to be presented.

### *The fight against unemployment*

The open unemployment rate is to be pushed back below four per cent. The ultimate goal is full employment. The Government is adopting a comprehensive, integrated approach in tackling the unemployment problem. Efforts to boost employment and reduce unemployment are being introduced simultaneously, and labour market policy measures are being stepped up considerably.

### **Cabinet reshuffle**

A new Government line-up was introduced on 21 October. Prime Minister Göran Persson appointed three new ministers, while four ministers in the previous Cabinet were given new duties and changes were made in the organisational structure of certain ministries.

### *New ministers*

The new ministers in the Government were Jens Orback, Minister for Integration, Metropolitan and Gender Equality Issues, Ibrahim Baylan, Minister for Schools, and Sven-Erik Österberg, Minister for Local Government Finances and Financial Market Issues.

### *New spheres of responsibility*

Four ministers were given new remits. Deputy Prime Minister Bosse Ringholm assumed responsibility for sports issues. Pär Nuder was appointed head of the Ministry of Finance and Minister for Finance with

special responsibility for international economic affairs. Thomas Östros, previously Minister for Education and Science, became Minister for Industry and Trade and head of the Ministry of Industry, Employment and Communications. Mona Sahlin was appointed Minister for Sustainable Development and head of the Ministry for Sustainable Development.

### *Reorganisation of the ministries*

The Ministry of the Environment was transformed into the Ministry of Sustainable Development, with responsibility for community development, housing and energy issues as well as for the environment. Mona Sahlin was appointed head of the ministry and Minister for Sustainable Development, with special responsibility for housing and energy issues. Minister for the Environment Lena Sommestad continued to be responsible for environmental affairs.

The Ministry of Education and Science and the Ministry of Culture were merged to become the Ministry of Education, Research and Culture, headed by former Minister for Trade Leif Pagrotsky. As Minister for Education and Culture he will be responsible for cultural affairs, higher education and research. Minister for Schools Ibrahim Baylan will be responsible for primary and secondary education.

The organisational changes took effect from 1 January 2005. See Chapter 1 for a description of the Government Offices' organisation in 2004.

### **Coordination Unit for Sustainable Development**

The Coordination Unit for Sustainable Development was formally established at the Prime Minister's Office in late 2003 but did not begin operating until May 2004.

Initially, its principal task was to disseminate information and heighten awareness about the revised strategy for sustainable development presented by the Government to the Riksdag in April. During the summer and autumn, unit staff took part in a hundred or so external meetings and reached some 3,000 people around the country with information about the new strategy.

There is still a considerable demand for this type of information from regions, county administrative boards, municipalities and stakeholder organisations, and the work will continue in 2005. Preparations are under way to set up a Council for Sustainable Development. This body will be attached to the National Board of Building, Planning and Housing and support the Coordination Unit in its work. The Council will press for closer collaboration and increased exchanges of experience among the various public players at local, regional and national level.

### **Learning to Change our World: an international conference on sustainability education**

An international conference, *Learning to Change our World*, focusing on education for sustainable development, took place in Göteborg on 4–7 May. The conference was held at the initiative of Prime Minister Göran Persson, who attended it along with government ministers Thomas Östros, Lena Sommestad and Carin Jämtin. The programme included talks and workshops, field visits and social activities. The conference keywords were reflect, reconsider and reform, and participants were urged to establish ties, discuss the issues and seek solutions that could help shape learning and education for sustainable development, in both formal and informal education, in the media and in daily life.

### **EU enlargement**

May 1 was an historic occasion for the EU, marking enlargement of the Union from 15 to 25 members. The ten new states are Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia. Enlargement of the Union was long a defining issue for Sweden in its work in the EU. In particular, the Government pointed to the advantages of closer European cooperation on common problems, such as environmental concerns and cross-border crime. Sweden also argued that EU membership would help the new countries develop economically and boost trade.

Another historical decision was taken at the summit meeting in Brussels in December, when the EU heads of state and government agreed to open membership negotiations with Turkey in October 2005. They also agreed to open talks with Croatia in 2005, provided that the country cooperates with the War Crimes Tribunal in the Hague.

### **A new EU constitutional treaty**

On 29 October, the EU heads of state and government signed a new constitutional treaty for the Union. It is provisionally due to become law on 1 November 2006, but must first be approved by all 25 member states. The Swedish Government is of the opinion that the constitution issue should be decided by the Riksdag, and plans to submit a bill on the subject in September 2005. In December, it issued a memorandum, *Treaty Establishing a Constitution for Europe*, describing the main changes from the present constitution.



The new constitution is in four parts:

- The fundamental principles of the EU, including the provisions governing its institutions and legal status.
- Fundamental human rights.
- Decision-making in various policy areas.
- Final provisions, concerning for instance how the constitutional treaty is to be changed and what geographical area it covers.

In November, the Government decided to extend the mandate of the Swedish EU 2004 Committee until the end of 2005. The committee was set up in April 2001 and has eight members appointed by the parliamentary parties. Up until now, it has focused on supporting and encouraging public debate in Sweden during and immediately after the 2004 Intergovernmental Conference on the new constitution. The extension of its mandate will allow the committee to continue participating in the debate.

### **Combating terrorism**

The threats previously thought to be directed at our nation were often of an external kind, involving other countries targeting Sweden. This type of threat has now largely disappeared. However, other threats of a different, more internal nature have crept up on us. They are to be found in our own country, in our daily lives. As a result of the change in the external threat scenario, the work of realigning Sweden's military defence is continuing. Defence downsizing is freeing resources that can be re-channelled to meet internal threats, and a three-year programme to this end has been launched.

Sweden is taking an active part in the joint international efforts that are essential to the task of combating terrorist activity.

At the EU summit in Brussels in March, an action plan was established for the fight against terrorism. The issue was a major priority at the meeting, and agreement was reached on a declaration that will govern the work of the Union in this area. March 11 has been declared a Day of Remembrance for the victims of terrorism in Europe.

In December, the independent High-Level Panel on Threats, Challenges and Change presented a report commissioned by UN Secretary-General Kofi Annan. The Swedish Government welcomes the panel proposals. In part, these emphasise the need to develop a broad strategy for combating terrorism, but they also seek to strengthen the role of the UN and define it more clearly.

### **National Day to be a public holiday**

In December, the Riksdag approved a government bill under which National Day on 6 June will be accorded the status of a public holiday from 2005, in place of Whit Monday.



## CHAPTER 3

# Ministry activities

*In this chapter you can read about some of the activities that informed the work of the various government ministries in 2004.*

# Ministry of Justice

Renewed efforts to improve Sweden's judicial system and to reform sex crime legislation were key features of the Ministry of Justice's work in 2004. Additional funding was channelled to the judiciary, including the police authority and the prison and probation service. Proposed changes to sex crime legislation included broadening the definition of rape and strengthening protection against child abuse. Also during the year, a conference on patriarchal violence was organised and a written communication on Sweden's democracy policy raised issues relating to citizen participation and human rights.

## Reform of sex crime legislation

In November, the Government presented a bill to the Riksdag calling for reforms in the country's sex crime legislation to reflect contemporary attitudes on sexuality and gender equality. The basic principle is that in every situation all individuals have the right to freely decide over their own bodies and their own sexuality. If someone declines to take part in a sexual act, their wishes must be respected in every case. The new provisions enter into force on 1 April 2005 and the penal code will be amended as follows:

- The crime of rape will be given a broader definition, as a result of which more offences will come under this heading. These include the most serious cases of sexual exploitation, such as when the victim is drunk and incapable, or asleep, or has a disability. The presence of coercion will no longer be required to the same degree.
- 'Group rape' will be treated as gross rape.
- The Sexual Purchases Act will be incorporated into the penal code.
- The maximum penalty for aggravated procuring will be raised from six to eight years' imprisonment.
- The term 'sexual intercourse' will be replaced by the term 'sexual act' throughout the relevant chapter in the penal code (Ch. 6). Gross exploitation of children for the purpose of sexual posing or procuring will be a criminal offence.

These amendments involve a number of changes affecting children and adolescents, including the following:

- Separate penal sanctions will now apply to the rape and sexual abuse of children, and the coercion requirement will be abolished altogether. This strengthens the protection of children and adolescents from sexual exploitation and underlines the seriousness of sexual offences directed at the young.
- A new penal sanction relating to the exploitation of children for sexual posing is introduced.
- The period of limitation for certain sexual offences against children is extended; under the new law, it will now be calculated from the time the victim reaches her or his majority (at 18).
- The law prohibiting the purchase of child sex acts is made more stringent by an increase in the maximum penalty.

- The maximum penalty for gross child pornography offences is raised from four to six years' imprisonment.
- The requirement of double liability is removed, so that people may be sentenced in Sweden for serious sexual offences committed against children under 18 abroad.

### **Concerted effort against patriarchal violence**

In December, the Government joined with the Left Party and the Green Party in organising an international conference on patriarchal violence against women, focusing on violence in the name of 'honour'. The purpose was to support and highlight efforts to combat honour-related violence, both in Sweden and abroad. The conference attracted both Swedish and foreign participants, from individual countries, the UN and NGOs.

The principal aim was to promote exchanges of experience and working methods in the hope of fostering cross-border dialogue and commitment in this field. The idea was also to ensure that work in this area was carried forward in a broader process and to contribute actively to the efforts currently under way in the EU, the Council of Europe, the UN and elsewhere to combat violence against women.

### **Major effort to strengthen the judiciary**

The Government intensified its efforts to strengthen the Swedish judicial system during the year. In the budget for 2004, it proposed allocating SEK 750 million to the judiciary in 2005, 1,490 million in 2006 and 2,750 million in 2007. The purpose of this drive is to heighten people's sense of security by ensuring that the legal system is efficient and effective at each step

along the way. The police are to be given additional funds and better instruments to enhance their crime-fighting capacity. Operational development will be on a long-term basis, focusing on an intelligence-related approach to crime prevention work. Planned measures include:

- More police. Under the Budget Bill, 4,000 new police officers will be trained during the Government's present term of office.
- Greater quality in police investigations, which is crucial to the task of clearing up multiple crime and serious cross-border crime.
- Ongoing development of the police's crime prevention work.
- International cooperation must be more closely integrated into national police work so that it becomes a natural part of Swedish crime-fighting operations. In the Budget Bill, for instance, SEK 30 million was earmarked for the fight against human trafficking over the next three years.

### **More places in Swedish prisons**

The prison and probation service is being strengthened. In addition to the extra SEK 650 million already provided in 2004 to boost the number of places in institutional care, the Government proposed setting aside a further SEK 80 million during the year to make room for more inmates.

According to the Budget Bill, the twin goals of the Swedish correctional services are to enforce penal sanctions in a safe and humane manner and to reduce recidivism. The laws governing the enforcement of sentences must be up-to-date and represent an efficient instrument in correctional care. The Govern-

mental Commission on the Prison and Probation Service, a parliamentary committee charged with drawing up a totally new penal care law, is due to present its recommendations in 2005. In 2004, the Government further instructed the committee to review the question of the appropriate time for releasing inmates on parole.

### **Greater use of electronic tagging**

In October, the Government presented a bill that would allow more inmates to serve the whole or part of their sentence under 'home curfew' as part of an electronic tagging scheme. The method is to be introduced on a trial basis.

### **Report on democracy policy**

In March, the Government presented a written communication to the Riksdag, entitled *Policies for Democracy*. Stressing that a fundamental condition of democracy is the realisation of human rights, it noted that these rights depend on a democratic system of government and are strengthened by a democracy based on broad citizen participation. Future democracy policy measures, therefore, should seek to promote both human rights and greater citizen participation on more equal terms. The Government also noted the need for more equal conditions in the political sphere, especially measures that make it easier for children, young people, the elderly and people with disabilities to exercise political influence.

Swedish democracy policy has three basic aims:

- to strengthen the conditions for participation,
- to eliminate obstacles to participation, and
- to create opportunities for greater participation on more equal terms.

In its future work, the Government intends to stress the importance of citizen participation between elections, particularly the need to find more and better channels of influence. Greater opportunities for taking part and helping to shape policies between elections would, in the Government's view, make people more inclined to use their votes on election day.

### **New prosecution agency**


In October, the Government announced proposals for a new national prosecution agency. The Office of the Prosecutor-General and the six public prosecution regions are to be phased out and merged into a new body, the Public Prosecution Authority. The Riksdag approved the proposals in December and the reform will take effect from 1 January 2005.

### **Prohibition of Discrimination Act strengthened**

A Government bill prohibiting discrimination in the social sector due to sexual preference was passed by the Riksdag in October and will enter into force on 1 January 2005. Under the new law, such discrimination will be prohibited in the social services, in the social insurance system, in the unemployment insurance system and in the public health care service.

### **Insurance law brought up to date**

In May 2004, the Government proposed a new Insurance Contracts Act designed to clarify the relationship between insurance companies and other insurance providers and their customers, and thereby strengthen consumer protection. The new law is to apply from January 2006 and cover most types of private insurance. An important change is that the provision gov-



erning the right to insurance under the Consumer Insurance Act is broadened to include individual personal insurance, i.e. life, health and accident insurance. This means that an insurance company may no longer deny anyone insurance of a type normally available to the general public unless there are special reasons for doing so. Under the new law, any rejection by an insurance company of such an application may be brought before the courts.

# Ministry for Foreign Affairs

The tsunami disaster in Asia on 26 December presented the Swedish Foreign Service with a severe challenge. Some 550 Swedish citizens died in Thailand. Over the next few days, work began on evacuating thousands of Swedes from the area. Staff from the Ministry for Foreign Affairs and other government bodies were sent to Bangkok and Phuket to help those in distress. In the Middle East, pending an improvement in the security situation that would allow the Swedish embassy in Baghdad to re-open, Karin Roxman was appointed ambassador to Iraq, based in Amman, Jordan. At home, Thomas Östros was appointed Minister for Industry and Trade with responsibility for foreign trade and export promotion. Migration and asylum policy focused on the plight of children during the year, and Swedish development assistance was increased further.

## The tsunami disaster

On 26 December 2004, one of the worst natural disasters in modern times occurred when a tsunami struck Asia. Some 300,000 people died, about 550 of them Swedes. At the time, 20,000–30,000 Swedish citizens were present in the region, most of them in Thailand. On 30 December, the Swedish Government allocated SEK 500 million in aid to the devastated areas.

Read more about the tsunami disaster at the end of this chapter.

## The terrorist attacks in Madrid and Beslan

The Government condemned the terrorist attacks that took place in Madrid on 11 March and in Beslan, Chechnya, on 3 September. In Beslan, over 300 people

died in an attack on a school, more than half of them children.

Read more about the fight against terrorism in Chapter 2.

## The conflict in Darfur

The civil war in Sudan has been in progress for decades and has developed into one of the worst humanitarian disasters of our time. Some two million people have died and another 4.5 million are living as refugees in their own country. Sweden is a major donor of humanitarian aid to Sudan and contributed around SEK 150 million in 2004, as well as SEK 5.7 to help fund the African Union's monitoring activities there. Minister for Foreign Affairs Laila Freivalds visited Sudan in August to discuss the peace process in Darfur with her Sudanese counterpart, Mustafa Osman Ismail.

In the same month, new peace negotiations began between the government and the rebel forces in Darfur. The EU supported the efforts of the African Union in various ways and urged its member states to contribute personnel. Swedish ambassador Sten Rylander is a member of the African Union mediation team.

## Commission on weapons of mass destruction

In 2003, the Government initiated a more active EU policy towards weapons of mass destruction as well as an international commission on WMDs. In January 2004, the Weapons of Mass Destruction Commission began operating in Stockholm, chaired by Hans Blix. Its work is to result in a report containing proposals on



how to deal with the dangers of WMDs. This will be presented to UN Secretary-General Kofi Annan in 2005/2006.

### **Reconstructing Iraq**

Sweden is supporting Iraq on its path to democracy, stability and economic reconstruction. In May, the Government took a policy decision on the future course of Swedish development cooperation with Iraq. Swedish assistance is largely being channelled through multilateral organisations, particularly the UN and the World Bank's International Reconstruction Fund Facility, IRFF. The Government also wants the knowledge and expertise found among individuals from Iraqi backgrounds currently living in Sweden to be put to use in helping to build the future Iraq.

During the year, Sweden strengthened its diplomatic ties with Iraq. Preparations began for re-staffing the embassy in Baghdad, which has been closed since the early 1990s. In August, the Government appointed Karin Roxman as Sweden's ambassador to Iraq, and she took up her duties in September 2004, operating from her temporary base in Amman, Jordan. The Baghdad embassy will re-open when the security situation improves.

### **The Middle East situation**

Minister for Foreign Affairs Laila Freivalds visited the occupied Palestinian territories in September. During the year, she condemned Israel's extrajudicial execution of the leader of Hamas. She also called on the international community to intensify efforts to make the two sides realise that the violence in the Middle East was futile.

In December, the Government decided to send Swedish observers to monitor the Palestinian presidential election due to be held on 9 January, as part of the EU's Election Observation Mission.

### **Enlargement of the European Union**

On 1 May, ten new member states joined the EU. The Swedish Government Offices marked the occasion by inviting the public to a series of seminars on the implications of enlargement. On Sunday 9 May, the enlargement of the Union and Europe Day were celebrated in Kungsträdgården in central Stockholm.

Read more about EU issues in Chapter 2.

### **Swede released from Guantanamo**

In July, the US released a Swedish citizen who had been held in custody at the Guantanamo base in Cuba for over two years. His release was preceded by numerous discussions between the US and Sweden, at both agency and diplomatic level.

### **A victory for the Ukrainian people**

Viktor Yushenko won the presidential election in Ukraine at the third attempt, with 52 per cent of the vote. A third round of voting was held on 26 December after the first two had been declared null and void by the Ukrainian Supreme Court. Early on, Sweden and the EU had noted serious irregularities in the electoral process. Swedish election observers were among those who monitored the voting at the request of the Organisation for Security and Cooperation in Europe (OSCE).

### **Focus on asylum children**

All children arriving in Sweden to seek asylum, whether alone or accompanied by a parent, are to be treated with respect and encounter a humane asylum system mindful of their legal rights. A series of reforms and proposals in the best interests of the child were presented during the year, including the appointment of a special officer to coordinate measures to prevent children becoming apathetic in the asylum process. The Swedish Migration Board was instructed to ensure that the child-related training it provided in 2003 continued in 2004, so that all staff dealing with cases involving children would have the necessary skills.

Many children who come to Sweden and seek asylum arrive unaccompanied. In 2004, they numbered around 400. Improving their reception by the authorities is viewed by the Government as a priority task.

### **Easier to establish identity**

As more than 90 per cent of asylum seekers arriving in Sweden lack identity papers, the Government proposed a series of measures in early 2004 to deal with the problem. Its January bill, *Measures to Clarify the Identity of Asylum Seekers, etc*, led to the introduction of a law on 1 July. Under this law, aliens over 18 who refuse to help the authorities establish their identity may have their housing and living allowances reduced or terminated.

### **New procedures for aliens and citizenship cases**

In November, the Government appointed a special expert to draw up and implement plans for new judicial and official procedures for dealing with aliens and

citizenship cases. The expert was to make recommendations concerning the phaseout of the Aliens Appeals Board which should be complete by January 2006.

### **Policy for Global Development**

In September, the Government presented its first report to the Riksdag on Sweden's new policy for global development. In the document, the various ministries described what impact policies in their respective fields would have on the goal of just and sustainable development in the world. The aim is for all policy measures to contribute to this objective. Development cooperation is a key aspect of Sweden's communication with the outside world. There are four priority areas:

- conflict prevention,
- the fight against illicit drugs,
- HIV/Aids, and
- sexual and reproductive health and women's rights.

Between 2000 and 2004, Swedish development assistance rose from SEK 14 billion to 21 billion. In 2004, it accounted for 0.86 per cent of GDI. The target is one per cent of GDI by 2006.

In February, Sweden hosted an international UN conference in Stockholm on poverty alleviation. The first Swedish report on the Millennium Development Goals was presented in September by the Minister for International Development Cooperation. One aim of the report was to show the progress being made in Sweden, another was to inspire other EU countries to work more actively towards the MDGs.

### **New contact point for trade**

The Government established a special office in 2004 for exporters from developing countries. Based at the National Board of Trade, Open Trade Gate Sweden is a one-stop facility set up to provide cost-free information to exporters about trade rules and regulations, and to help them overcome formal trade barriers.

### **Global responsibility**

In March, an international conference was held on development aspects of corporate social responsibility (CSR). The event was jointly organised by the Ministry for Foreign Affairs, Sida, the World Bank and international organisations.

### **Design and technical aids for the disabled**

To coincide with the Paralympics, the Swedish embassy in Athens organised two exhibitions to market Swedish expertise in the disability field. One focused on design and the other on technical aids for children with disabilities.

### **Svédületes! Swedish-Hungarian meetings**

EU enlargement opened up opportunities both for new exchanges of know-how and experience and for new Swedish business. In Hungary, a special drive was launched in the autumn under the heading *Svédületes! Swedish-Hungarian Meetings 2004*, aimed at bringing together Swedish and Hungarian enterprises and organisations and boosting trade between the two countries. Minister for Trade Leif Pagrotsky and Crown Princess Victoria took part in Swedish 'trade and knowledge' events in Budapest in October.

### **Swedish inventions improve life**

A promotion drive was launched in Mexico City in the autumn to highlight Swedish brands, strengthen Swedish interests and encourage contact between the two countries' business sectors. A core feature of the event was an exhibition entitled *A Better Life with Swedish Inventions*.

### **Open Day at the ministry**

In August, the general public was given the chance to meet Sweden's ambassadors, who were back at the Ministry for Foreign Affairs in Stockholm for their autumn meeting. The programme included seminars and discussions on Swedish foreign policy. Another event designed to showcase the ministry as an open and accessible government agency was an Information Day held in Umeå in December in collaboration with Umeå University and others.

# Ministry of Defence

In December, the Riksdag adopted the Government's defence bill, *Our Future Defence*, providing for long-term and wide-ranging changes in the Swedish defence structure. The bill marks a further step in the military reform process currently under way. Sweden is switching from an anti-invasion force to a flexible, high-tech task force equipped to deal with contemporary threats and capable both of defending Sweden and of taking part in international operations in conflict areas.

## Flexible and integrated

The overall objective of Sweden's total defence under the Government's proposals is to defend Sweden and Swedish interests. The total defence aims to:

- prevent and deal with crises in the country's vicinity,
- assert Sweden's territorial integrity,
- defend Sweden against armed attack, and
- protect the civilian population and ensure that key public services continue to function in the event of war.

Under the defence bill, more resources are to be invested in operational units and less in administration and auxiliary functions. In terms of military preparedness, the emphasis is to shift towards participation in international operations. The development of a rapid-reaction capability is to be given special priority. In the crisis management field, better coordination between civilian and military authorities will be sought.

A new system for unit training is to be introduced for conscripts. As far as possible, the military will in

future be guided by the conscripts' own motivation when deciding who to select for military service.

The new defence structure emphasising rapid response will feature flexible, integrated units that can adapt swiftly to whatever needs may arise. Sweden's operational units are to be internationally mobile and capable of working together with units from other countries. This type of collaboration necessitates both extensive training – at national and international level – and advanced technological systems for command and communication purposes, etc.

## Security policy changes

The Government stated in the defence bill that threats in today's world had become more complex and unpredictable, but also noted a relaxing of inter-state tension in Sweden's vicinity. Here, the security situation continued to change for the better through dynamic regional development, due primarily to the enlargement of the EU. The Government stated in the bill that Sweden could contribute to the peace and security of the realm, and of Europe in a wider perspective, by strengthening its capacity to take part in international peace-support and crisis-management operations.

In addition, the Government said Sweden's armed forces should be structured in such a way as to maintain a basic defence capability and appropriate level of military competence should the situation in the outside world change in the future. This adjustment to the new security policy situation would allow resources to be switched from the military defence sector to the

task of strengthening the Swedish police and other branches of the judiciary.

In the bill, the Government further proposed abandoning the current procedure for reaching defence decisions. It wants the four-year defence plans to be replaced by a new decision-making procedure linked to the budget process and involving a reassessment of defence policy every third or fourth year. In addition, it wants the policy focus to be reviewed annually on the basis of whatever new needs may have arisen.

### **Reorganisation of the armed forces**

The shift towards a high-tech, mobile, operational defence will necessitate extensive downscaling of units, equipment and personnel. In a separate bill in 2004, *Basic Organisation of Defence*, the Government presented an integrated set of proposals designed to make the defence set-up viable in the long term. At a dozen places around Sweden, units will be decommissioned or relocated. By way of compensation, the Government has proposed introducing targeted regional development measures in the areas concerned.

### **Building up the EU's rapid-reaction capability**

Under the new defence programme, Sweden will head a Nordic rapid reaction force that will also include Finland, Norway and Estonia. The force is to be at the disposal of the EU for use in peace-support operations.

In accordance with the EU's Battle Group concept, rapid-reaction forces are to be available for use in all tasks covered by the EU Treaty and the European Security Strategy. These forces must be able to act independently and perform tasks at all conflict levels, although they are primarily intended for military missions.

The rapid-reaction concept will place heavy demands on Sweden's national planning and decision-making process. In the case of EU-led operations, Sweden will be involved from first to last, which means a more extensive commitment will be required in terms of political input and resources than in the case of operations led by the UN or Nato. Sweden must be able to take policy decisions and provide resources at all levels in an EU operation, from the planning stage through to completion. Work has begun on revising Sweden's national decision-making processes in this area.

### **Domestic security and emergency preparedness**

On the home front, the Government reached agreement with the Association of Local Authorities on the duties of Sweden's municipalities in the new crisis-management system, and on the funding involved. The agreement, which specifies the important role of the municipalities in crisis management, is contingent on parliamentary approval of the requisite statutory changes. Preparatory work is under way at the Government Offices, and it is the Riksdag that will eventually decide what role the municipalities are to play in the crisis-management system.

During the year, the Government also announced changes in non-military (civilian) service training. This will no longer be required in the case of people drafted into the rescue services, but will continue in the case of maintenance engineering staff.

The Department for Civil Defence Coordination took a very active part in the efforts to deal with the tsunami disaster in Asia, providing assistance via the Swedish Rescue Services Agency and by other means.

Read more in the special section about the Asian tsunami disaster at the end of this chapter.

### **International peace-support efforts**

During the year, Sweden contributed troops to peace-support operations in Bosnia-Herzegovina, Kosovo, Afghanistan, Liberia and the Democratic Republic of Congo (DRC).

In the 2004 budget, the Government announced plans to gradually increase its funding to peace-support operations in 2005-2007. The allocation for 2005 is SEK 1.4 billion, for 2006 SEK 1.5 billion and for 2007 SEK 1.7 billion.

#### **NUMBER OF SWEDISH TROOPS INVOLVED IN PEACEKEEPING OPERATIONS IN 2004:**

- KFOR approx. 330
- SFOR and ALTHEA approx. 80
- ISAF approx. 90
- UNMIL approx. 230
- MONUC approx. 90 (January–June).

### **EU steps up civil protection**

Following the terrorist attack in Madrid on 11 March, work has begun on strengthening the Community Mechanism for dealing with disasters. The aim is to support member states in the event of fresh terrorist attacks. Part of the work involves developing terror scenarios, and on the basis of these, member states have reported available resources to the Mechanism's database. Efforts will continue in 2005, and the work has been given a new dimension by the tsunami disaster.

Work on the programme against chemical, biological, radiological and nuclear (CBRN) terrorism is also

continuing. In 2004, the Council Working Party recommended that the programme also deal with other forms of terrorism and major disasters. It has therefore been extended and re-named the Solidarity Programme. In addition, the Council decided to extend the Community Action Programme 2000/2004 in the Field of Civil Protection by a further two years.

# Ministry of Health and Social Affairs

In a broadly endorsed move aimed at halting the growth of ill-health in Sweden and halving the rate of sickness-related absence from work, the various parts of the social insurance system were merged into a single, integrated agency. The Government also proposed a sharp increase in resources to the psychiatric care service. In the health field, extra funding was channelled into the care services so as to further improve access and quality, not least for the elderly. In the EU, Sweden was a leading advocate of moves to bring about closer cooperation between member states in the health care field. The EU, meanwhile, decided to base its new disease control agency in Sweden. At home, the Riksdag approved a government bill on co-financing liability under which employers with low sick-leave rates among their staff will pay less than before, while employers with high rates will pay more.

Child policy focused during the year on low-income families with children, on improving the child perspective in policymaking and on the 15th anniversary of the UN Child Convention.

## THE SOCIAL INSURANCE SYSTEM

### The Swedish Social Insurance Administration – a new integrated agency

Breaking the trend towards greater ill-health and halving the rate of sickness-related absence from Swedish workplaces is an important government objective that has been given considerable priority during the present term. Achievement of the goal will necessitate both an integrated perspective and a concerted approach. The Government took a step in this direc-

tion by introducing two new bills, supported by the Left Party and the Green Party, under which the 21 regional social insurance offices and the National Social Insurance Board are brought together in a single, integral agency. The aim is to establish a clearly-defined leadership role and a broad national consensus in the organisation, and to give all citizens access to social insurance on equal terms in all parts of the country. The Government also believes the agency's activities must be clearly open to public scrutiny, and to this end has set up special insurance delegations at county level throughout the organisation. The new agency will begin its work on 1 January 2005.

### Incentives for reduced sickness absence

A number of measures were introduced in 2001–2004 as part of the Government's bid to halve the rate of sickness-related absence from work by 2008 (compared to the 2002 rate). A parallel aim is to bring down the figures for activity and sickness compensation (formerly disability pensions). Hitherto, the decline in sickness absence has been just under 20 per cent. In October 2004, the Riksdag adopted a government bill, *Incentives for Reduced Sickness Absence*, aimed at encouraging employers to take systematic and active steps to reduce sickness-related absence from work. Under the proposals, employers will be responsible for co-financing 15 per cent of the cost of their employees' sickness benefit as from 1 January 2005. At the same time, employer contributions will be lowered to offset the cost increase. The system also includes an exempt

amount and high-cost protection for all employers, as well as a special high-cost protection mechanism for certain employees. In addition, the period during which employers are required to provide sick pay is reduced to two weeks. The employer's co-financing responsibility no longer applies if the insured person is granted rehabilitation compensation or returns to work on a part-time basis. The new system means that employers with a low sick-leave rate among their staff will pay less than before, while employers with a high rate will pay more.

The bill was drawn up with the support of the Left Party and the Green Party.

### **Overhaul of the social insurance system**

In September, Anna Hedborg was assigned by the Government to undertake a broad and thorough analysis of Sweden's social insurance system and recommend improvements. A further purpose of this inquiry is to provide a basis for a broad and instructive public debate on the future of social security in Sweden. A final report is to be presented in November 2006.

## **HEALTH AND CARE**

### **Investment in mental health**

In response to a call by the National Coordination Officer for Mental Health Care for significantly increased resources, the Government stepped up funding to the psychiatric care service in the Budget Bill for 2005. A total of SEK 500 million has been earmarked for 2005 and SEK 200 million for 2006. The money will go to care, employment and housing for people with a mental illness and/or a mental disability.

### **Closer European cooperation on health care**

Sweden is one of the prime advocates of closer health care cooperation between member states at Community level.

In both 2003 and 2004, the EU health ministers engaged in intensive discussions on how to increase the level of exchange between their health care sectors. In 2004, they agreed on a broad-based work programme under which joint efforts will be pursued in a number of specified areas. These include the efforts already under way to establish European centres for highly specialised treatment.

### **Greater access and quality in health care**

A national health care guarantee is to be introduced in 2005 in accordance with a government bill presented in September 2004. Under the guarantee, county councils will be required to treat patients within 90 days of a medical decision prescribing treatment.

In December 2004, the Government and the Federation of County Councils reached a new 'Dagmar Agreement' for 2005 specifically designed to improve quality and IT development in health care services. In 2002–2004, the Government invested SEK 3.6 billion in measures to make health care more accessible. This emphasis on greater accessibility will continue in 2005, when a further budget allocation of SEK 1.25 billion will apply.

### **Steps for Skills – professional development in care and welfare for the elderly**

The Government's goal is to ensure that all elderly citizens with care and welfare needs are met by a skilled and committed workforce in an efficient organisation.



In November, the Government appointed a special committee, Steps for Skills, headed by Director-General Kerstin Wigzell. Steps for Skills is the name of a multi-year national programme in support of long-term municipal efforts to improve the quality of old-age care services and enhance the skills of staff in this sector.

The programme has been allocated just over SEK 1 billion for the period 2005–2007. The aim is to generate ideas and provide guidance and support, and thereby encourage greater efforts in pursuit of higher quality, mainly through the professional development of staff in the sector. Municipalities wishing to take part in the programme will be able to apply for grants from the Steps for Skills Committee.

## CHILD POLICY

### FLICKA\*

The FLICKA project was launched in November 2003 by Berit Andnor, the minister responsible for child and family affairs, in response to the growing commercialisation and sexualisation of Swedish society. It is directed principally at girls and boys aged 10–16 and at the adults around them, such as parents and teachers. One of the key aims of the project is to encourage local initiatives and support network building. In 2004, a total of 25 FLICKA campaign days were organised in as many locations around the country, in close cooperation with local organisers from municipalities, NGOs and voluntary associations. The project is due to end on 30 June 2005.

\*'Flicka' means 'girl' in English.

### Focus on low-income families with children

In August, a working group in the Government Offices presented a report entitled *Economically Deprived Children*. It shows that those who are most at risk are the children of single parents and of people born abroad. However, the report also notes that economic vulnerability among children is less common in Sweden, and in the other Nordic countries, than in the great majority of developed countries.

The report states further that the plight of economically deprived children is affected by developments in many different policy remits: integration policy, the introduction of new immigrants, employment policy, social services, family policy, public health policy, housing policy, education policy, tax policy, statistics and research.

### Greater policy emphasis on children

Swedish child policy is based on the UN Convention on the Rights of the Child (the 'Child Convention'). In a written communication to the Riksdag in 2004, the Government further elaborated the national strategy adopted in 1999 for implementing the convention. It urged the following action:

- the child perspective should be addressed more clearly in the national budget,
- guidelines should be developed for child impact assessments in committee work,
- informational and educational activities for the benefit of employees at the Government Offices should be intensified and expanded, and
- the progress of implementation work in the various policy sectors should be followed up.

In May 2004, the Government reported to the Riksdag on the measures it had introduced on behalf of children and young people in the budget for that year.

## **PUBLIC HEALTH**

### **Smokeless restaurants**

To reduce tobacco consumption and tobacco-related damage to health, a number of different policy instruments and measures are required, including legislation, information and economic incentives.

In May, the Riksdag adopted the Government's proposals for making Sweden's restaurants, cafés and pubs smoke-free zones. From 1 June 2005, smoking will be prohibited in all establishments serving food and drink, except where they are served outdoors. Restaurants will be allowed to provide separate smoking rooms.

### **Reducing the damage caused by alcohol**

In November, the Riksdag adopted a government bill establishing a new alcohol policy programme, including a number of new provisions and guidelines relating to the marketing of alcoholic beverages. The bill listed the measures that the Government had either taken or was currently taking or planning with respect to alcohol and traffic, illicit alcohol trading, preventive action, information and opinion-forming activities, etc, and also with respect to international cooperation in the alcohol prevention field.

### **European disease control agency to be based in Sweden**

In April, the European Council and the European Parliament voted to establish the new European Centre

for Disease Prevention and Control (ECDC) in Sweden. The agency's principal concerns will be epidemiological monitoring, early warning and early action, supplying scientific opinions, providing technical assistance to member states and third countries, and supporting and developing EU emergency preparedness for dealing with health threats.

### **New Communicable Diseases Act**

In March, the Government presented proposals for a new Communicable Diseases Act. It will enable public authorities to take measures to protect the population from infectious diseases while at the same time protecting the individual from unnecessarily intrusive intervention. The aim of the new law, which came into force on 1 July 2004, is to create a better balance between the general public's need of protection and the infected person's privacy and statutory rights.

### **Extraordinary measures in disease control**

In October, the Riksdag adopted a government bill providing for extraordinary control measures to supplement the Communicable Diseases Act. The new provisions will enable the authorities to perform health checks on people arriving in Sweden, to introduce quarantine restrictions and to seal off infected areas. The diseases covered by the provisions are those classified as a danger to society under the Communicable Diseases Act. At present, the only diseases on this list are SARS (Severe Acute Respiratory Syndrome) and smallpox. The new law will apply from 1 January 2005.

# Ministry of Finance

The global economic recovery in 2004 helped to boost growth in the Swedish economy, but the labour market failed to keep pace. During the year, the Riksdag approved the introduction of traffic congestion charges in central Stockholm on a trial basis, and also abolished inheritance and gift tax. Because of the tsunami disaster in Asia, the date on which the tax decision entered into force was brought forward so as to apply to the families of those who died in late December.

## The Swedish economy

During the year, the upturn in the global economy had a favourable impact on Sweden's economic situation. Industrial activity was vigorous and exports rose rapidly. The declining investment trend of the last few years has been broken, as a result of low interest rates, better utilisation of capacity and substantially higher profits in the business sector. Household consumption expenditure continued to rise, and demand in this area was bolstered by such developments as tax cuts, continued low interest rates and stability in household wealth.

Growth was encouraged during the year by a rise in average working hours and major increases in productivity. Economic growth, however, was not reflected in higher employment figures. Consequently, the Government's goal of an 80 per cent regular employment rate was not achieved. In light of this, the Government listed a number of priority targets in the Budget Bill:

- reduced unemployment levels and shorter unemployment periods,
- activation and rehabilitation of people with reduced work capacity,

- better integration in the labour market,
- more effective training,
- more older people in employment, and
- lower demand for social benefit.

## Developments in the EU

Disappointingly, economic growth in the EU in 2004 was lower than expected. An unusually large number of member states qualified for deficit procedures under the Stability and Growth Pact during the year, prompting calls for it to be reformed. The European Commission issued a communication on the subject in September. Review of the pact will continue in 2005.

The enlargement of the EU, which acquired ten new member states in May, altered the relationship between the ECOFIN Council and the Euro Group, the informal forum for euro-zone finance ministers. Previously, all 15 member states had taken part in the preparatory work for Euro Group meetings, but the euro-zone countries now decided to prepare the meetings themselves. This has reduced Swedish insight into the group's operations and the Government's chances of influencing it.

Implementation of the EU's Action Plan for Financial Services was completed during the year, and the follow-up activities launched in 2003 continued in 2004. A new directive on markets for financial instruments was adopted, aiming at harmonising member-state legislation on trading in shares, bonds, options and other instruments.

Other important EU issues dealt with by the Ministry of Finance during the year included the mid-term review of the Lisbon strategy, the negotiations on the EU's long-term budget 2007–2013 (the 'financial perspective'), the development of a tax policy strategy, alliance building with the new member states, the development of a strategy for cooperation with Russia, and the rules for public procurement.

### **New developments in the taxation field**

During the autumn, the Government presented a bill to the Riksdag providing for the abolition of inheritance and gift tax at the end of the year. Under the proposal, people acquiring property through an inheritance, a will or a gift will no longer have to pay tax on it.

As a result of the tsunami disaster in Asia in December, the Riksdag adopted a special government bill in early 2005 that in practice backdated the abolition of inheritance and gift tax to 16 December

Another bill that attracted attention during the year concerned the introduction of traffic congestion charges. This, too, was passed by the Riksdag. The new law is designed to apply throughout the country but will initially be enforced only in central Stockholm.

Among the reasons cited by the Government for introducing congestion charges were the expected benefits to the traffic situation, to the environment in general and to the public transport system.

During the year, a special expert group was given the task of determining the advisability of further reforms in the '3.12 rules' governing taxation of the returns on shares held by active owners in close companies. A government proposal is due in January 2005.

Further proposals relating to the green tax shift

were included in the budget for 2005. Carbon dioxide tax and electricity tax were raised for both the household and service sectors, while diesel tax and electricity tax were raised for the manufacturing sector. These increases were offset by reductions both in income tax for households and in social insurance contributions for employers.

During the year, the Government took further steps to combat tax evasion. Measures included the appointment of a working group to formulate proposals concerning flat-rate taxation and better control mechanisms for selected business sectors.

### **Improvements in the financial sector**

During the year, the Ministry of Finance prepared new regulations for insurance companies on the independence of governing boards and on guidelines for dealing with conflicts of interest, as well as a memorandum on the right to transfer pensions savings between companies.

The ministry also drew up a government bill in 2004 introducing more stringent rules on money laundering. Obligations under the law prohibiting such practices were broadened so as to also apply to operators outside the financial sector, such as independent lawyers, approved and authorised accountants, tax consultants, estate agents and casinos. The proposals were adopted by the Riksdag in December.

### **Local government finance and legislation**

The Government considers the equalisation of municipal and county council finances essential as local conditions in Sweden vary. During the year, the Ministry of Finance presented proposals concerning state funding and the equalisation system. Under a new system

due to be introduced in 2005, financial equalisation between different municipalities and different county councils will largely be financed out of state grants rather than municipal and county council charges.

In December, changes in the provisions of the Local Government Act regarding sound economic management entered into force. One outcome is that municipalities and county councils reporting deficits will now have three years in which to redress the balance. They will also be required to draw up goals and guidelines for sound economic management and to keep track of whether the goals have been achieved and the guidelines followed.

### **The Committee on Public Sector Responsibilities**

The committee is a parliamentary body set up by the Government in 2003 and attached to the Ministry of Finance. Its mandate is to investigate the need for changes in the structure of Sweden's public administration and in the division of responsibilities between the various authorities. The guiding principle is a fair and equal welfare system under democratic management and funded collectively out of taxes. The committee is to adopt a clearly defined citizen's perspective and report its findings by February 2007 at the latest. In June 2004, the Government presented supplementary terms of reference listing the following priority areas for the committee's deliberations:

- all municipal activities,
- health and medical care,
- regional development and regional administration, and
- central government management of the public authorities.

### **Closer coordination among county administrative boards**

A government inquiry charged with reviewing the management of county administrative board activities presented its report to the Government in February. It proposed measures for simplifying and streamlining economic management and for clarifying the division of responsibilities between the boards and specific national agencies. In addition, the report called on the Government Offices to actively seek a more cohesive management set-up at county administrative level.

In October, the Government presented the boards with a mandate aimed at defining and carrying forward the coordination of central government input in regional development work.

### **More housing for young people**

There is a lack of small and medium-sized housing in Sweden's growth regions, which affects young people in particular. At the end of the year, the National Housing Credit Guarantee Board was assigned to examine ways of facilitating home buying and renting by young people. Its mandate included analysing the problems and obstacles that this group faces in the housing market.

In order to boost housing construction, the Government also made changes in its grant provisions, particularly those relating to investment grants and incentives.

During the spring, a working group was set up at the Government Offices to overhaul the current system for housing finance, housing subsidies and capital supply in the housing market, and to make recommendations concerning the future role of the state in this

area. The aim is to ensure that state support is more cost-effective and promotes efficiency in the construction, housing, property and credit markets. The Government wants the working group to focus in particular on enhancing competition and strengthening both the position of consumers and their range of choice.

# Ministry of Education and Science

In 2004, the quality of Sweden's pre-school education was the focus both of a government bill and of an earmarked government grant totalling SEK 2 billion. The Government's quality development programme for schools, launched in 2003, continued during the year. Separate government bills submitted to the Riksdag dealt with development and change in upper-secondary schools and in youth policy respectively. An action plan for boosting proficiency in mathematics both in education and in the community at large was also presented. Efforts to combat segregation in schools continued, and work began on attracting more students to vocationally oriented programmes. In addition, the Government presented proposals for reducing the social and ethnic imbalance in recruitment to higher education.

## **Focus on pre-school quality**

Quality was the top-priority issue in pre-school education during the year, and the Government identified the supply of competent staff as one of the most important aspects. In a move to raise standards and promote development in the country's pre-schools, the Government presented a bill to the Riksdag, *Quality in Pre-School*, in September. It was adopted in December and the changes were to take effect from 1 April 2005.

One of the features of the bill is a government grant corresponding to the cost of employing 6,000 pre-school teachers, child attendants and other staff in Sweden's pre-schools. The bill also established the pre-school as an educational form in its own right in the Swedish education system, sharing the same overall objectives as other educational levels.

## **The children's own views**

In the spring, the Ministry of Education and Science introduced a new way of eliciting feedback. All children in Swedish pre-schools were asked to describe their impressions of pre-school in words and pictures. Also, a group of trainee teachers was assigned to interview a number of pre-school children, whose comments were included in a separate section of the bill.

## **Protecting children and adolescents from abuse**

During the year, a committee of inquiry looked into the question of loopholes in the system for protecting children and adolescents from abuse in the public services for which the Government is responsible. The committee presented its report in September. It proposed amending the law so that the screening of staff working regularly either with children or close to them in the public services concerned is broadened to include additional staff categories.

## **More teachers and more modern upper-secondary schools**

In the Budget Bill for 2005, the Government set aside SEK 1 billion for a recruitment drive enabling schools and leisure-time centres to employ more teachers and other specialists. This was part of a targeted national investment programme for the recruitment of 15,000 additional staff in Swedish education and school-age childcare during the period 2001–2006.

### **More pupils need to complete upper-secondary studies**

With a view to modernising and restructuring the country's upper-secondary schools, the Government presented a bill entitled *Eleven Steps for Improving Upper Secondary Education*. The bill stated that upper-secondary schools needed to improve so that more students were able to attain the common objectives. Also, more students need to complete their upper-secondary studies, and standards need to improve in vocational programmes and individual programmes in particular. The Government proposed that students be allowed to study on a full-time basis, and that today's course grades be replaced by subject grades.

### **A better grasp of mathematics**

The Mathematics Commission was assigned by the Government to draw up an action plan with the twin aims of boosting interest in mathematics throughout Swedish society and improving maths instruction from pre-school up to university. In September, the Commission presented its report, *The Mathematics Education Initiative: Interest, Learning and Skills*. The programme it recommended will involve supporting and promoting activities that heighten people's interest in mathematics and their awareness of its value, role and importance in everyday life, in professional life, in science and in the community at large.

During the year, the Government also announced a further increase in funding to the mathematics and technology fields. The National Research Centre for Mathematics, Technology and the Natural Sciences was allocated an extra SEK 8 million, primarily so that it can disseminate good practices and successful local development projects.

### **Further efforts to combat segregation in schools**

In 2003, as its main priority, the National Agency for School Improvement was assigned by the Government to propose ways of improving the pre-school and school situation in segregated areas. In 2004, the Government announced plans to intensify the focus on this work, and set aside SEK 225 million for the agency's future strategic efforts in this respect. A prime aim is to strengthen the conditions for learning in those schools that have the greatest need of development resources, primarily in segregated and deprived areas.

### **Developing vocational education and boosting recruitment**

To raise standards in vocationally oriented programmes in upper-secondary education, the Government aims to step up cooperation with the business sector and union organisations. To this end, a Vocational Education Commission was set up during the year with the task of encouraging local development work and furthering student recruitment to vocational programmes.

### **Reducing the social and ethnic imbalance in higher education**

The Commission on Recruitment had a government mandate in 2002–2004 to fund active measures that assist Swedish seats of learning in their efforts to reduce the social and ethnic imbalance in higher education. The Commission presented its report, *Broadening Recruitment: A Matter of Vision, Incentive and Attitude*, to the Government in October. Considerable interest was shown in this type of funding, particularly by the country's institutions of higher education.



### **Young people's access to power and welfare**

Government youth policy focused in particular on two overall goals during the year: to give young people real access to welfare and to give them real access to power and influence. Its youth policy bill, *Power to Decide – Right to Welfare*, presented to the Riksdag in September, outlined a cohesive action programme for these two priority areas. The programme is basically intended to support those young people who have the worst prospects. The guiding principle is that all young people are different, but that each and every one must be given the same opportunities and a fair chance in life. The programme includes an SEK 110 million investment in 2006 and 2007 in preventive youth and recreational activities, particularly among young people who risk being drawn into criminality, substance abuse and social exclusion.

### **More research funding**

In the Budget Bill for 2005, the Government proposed allocating a total of SEK 2.3 billion to Swedish research and post-graduate studies during the period 2005–2008. It will announce how the funds will be distributed in its forthcoming research policy bill, due in 2005, where the emphasis will be on medicine, technology and young researchers.

# Ministry of Agriculture, Food and Consumer Affairs

During the year, the Government announced the launching of an agricultural reform programme in 2005 and allocated an extra SEK 400 million a year in funding to the Swedish environment and rural development programme. An inter-ministerial working group in the Government Offices prepared the ground for a new consumer policy strategy due to apply from 2006. A bill calling for a new product safety law was presented to the Riksdag. The issue of animal welfare was high on the agriculture policy agenda during the year, and tougher provisions were introduced into the Animal Welfare Act. Also, tighter controls were imposed to combat illegal fishing in the Baltic Sea.

## Agricultural policy in transition

In his Statement of Government Policy on 14 September, Prime Minister Göran Persson noted the need for reforms in the EU's common agricultural policy (CAP) and declared that EU regional policy measures must focus primarily on the new member states. In April, the Government reached an agreement with the Left Party and the Green Party on how reform of the CAP was to be implemented in Sweden. The most important points in the agreement are:

- agricultural subsidies will no longer be linked to production,
- SEK 400 million is to be invested in environmental and rural development,
- diesel tax for farm machinery is to be reduced from 1 January 2005,
- SEK 30 million is to be invested mainly in promoting the production and sale of Swedish produce, and

- the agricultural reform programme is to be implemented in 2005.

## Agricultural reform in Sweden

The Swedish Government has been proactive in seeking a sustainable agricultural policy in the EU. In the Government's view, policy measures at home should primarily aim to achieve:

- a competitive Swedish agricultural sector,
- a flourishing countryside, and
- solidarity with poor countries.

Two concerns in particular have informed the work of shaping the agricultural reform programme:

- Swedish agricultural competitiveness in the short and long term, and
- preservation of the country's grazing land pursuant to the national environmental objectives.

Sweden has introduced a regional model under which funding in a given region is provided for all agricultural land. In addition, a certain amount of funding is allocated per farm. This means that farmers previously in receipt of funding will continue to qualify for it. Under the reform programme, production subsidies will be replaced by a system of separate income payments or farm subsidies. Funding will total SEK 6.6 billion from 2007, part of which will be used for rural development initiatives. In addition, revenue raised from the taxes on commercial fertiliser and pesticides will be returned, boosting the environmental and rural

development programme by an extra SEK 400 million in both 2005 and 2006.

### **Parliamentary rural development committee**

In October, the Government appointed a parliamentary committee to draw up a long-term strategy for national policy on rural development. The basic goal is the sustainable development of rural areas in Sweden, and the strategy is to consider the role of the farming and forestry industries in this endeavour and the conditions for development. An initial interim report is to be delivered in April 2005.

### **A stronger environmental and rural development programme**

In June 2004, the Government proposed changes in the environmental and rural development policy programme introduced in 1999. The European Commission approved the changes in December. As mentioned earlier, the Government allocated an extra SEK 400 million to this programme as part of the overall agricultural reform programme. Agriculture in the Least Favoured Areas of Sweden received an additional SEK 110 million in funding. Elsewhere in the country, the Government introduced an environmental subsidy for the cultivation of grassland, totalling SEK 100 million.

An additional SEK 75 million was used to increase the subsidy for pastures and hayfields with a view to ensuring their long-term maintenance, while SEK 70 million was set aside for investment in a better animal welfare environment. Funds were also set aside for the purpose of stimulating investment in small-scale food processing and of promoting renewable energy production in the agricultural sector. Initiatives aimed at

enhancing skills in agriculture were also allocated extra funds.

### **Developing the horse sector**

In a written communication to the Riksdag in January, the Government outlined an action plan for the further development of the horse sector in Sweden. The plan focuses in particular on the importance of horses for rural development, for children, for people with disabilities and for outdoor activities in general, and also stresses the importance of maintaining and passing on horse-breeding expertise.

The state's responsibility for the horse sector is largely confined to specifying the framework for activities in this area, for instance via animal welfare regulations. But it may also involve initiating development projects for children, young people and people with disabilities, providing education and training, or undertaking research in the horse sector. The state is also supposed to create good conditions for business activities and entrepreneurship in this field. During the year, the Government appointed a joint working group for the horse sector, with representatives from official bodies and from NGOs. The aim is for the group to exchange know-how and experience so as to be better equipped to deal with the changes expected in this sector.

### **Consumer policy**

The present action plan for consumer policy runs until the end of 2005. In October 2003, Ann-Christin Nykvist, the Minister for Consumer Affairs, launched a project aimed at developing recommendations for a new consumer policy strategy.

In December, a number of consumer policy priorities were announced, including the following:

- Sustainable development.
- Greater consumer protection in the service sector, including the electricity and telecom markets.
- Safer goods and services.
- A high level of product safety work. Sweden is to be proactive in the EU in pursuit of strict safety requirements, and child safety is to be given special priority.
- Greater consumer power in the financial field.
- Enhanced knowledge in the consumer policy field, to facilitate the selection of policy priorities and the development of effective policy instruments.

### **New law on product safety**

In March, the Government presented a parliamentary bill on a new Product Safety Act, which subsequently took effect from 1 July 2004. Under the new law, business operators may only supply goods and services that are safe, and they are also obliged to inform the supervisory authorities immediately upon learning that a product or service supplied by them is dangerous.

The supervisory authorities have been given wider powers to take action against dangerous goods or services, via conditional fines or injunctions.

### **Animal welfare and animal transportation**

The issue of animal welfare was high on the agriculture policy agenda during the year. Tougher provisions were introduced into the Animal Welfare Act as early as 2003, and in January 2004 a new government body, the Swedish Animal Welfare Agency in Skara, took over enforcement duties from the Swedish Board of Agriculture and the Swedish National Board for Laboratory Animals.


In October, the Ministry of Agriculture, Food and Consumer Affairs organised a European animal transport seminar attended by representatives both of EU agriculture ministries and of European agencies and NGOs.

At a meeting in Brussels in November, the EU ministers for agriculture agreed on new and tougher rules regarding enforcement, inspections and driver training.

### **Closer checks on animal welfare and food**

In December, the Government submitted proposals to the Council on Legislation for improving the supervision of animal welfare and food safety. The proposals centred on closer cooperation between municipalities and better coordination and planning of supervisory activities. The aim was to strengthen the present supervisory arrangements so that the same standards apply throughout the country. Under the proposals, the National Food Administration and the Swedish Animal Welfare Agency are given a clearer responsibility for leading and coordinating supervisory activities, with the following in mind:

- better opportunities for municipalities to cooperate on enforcement,
- increased support to local authorities from the National Food Administration and the Swedish Animal Welfare Agency,
- a new requirement whereby all municipalities must have an enforcement plan,
- a joint consultation group in each county,
- fuller cost coverage from charges, and
- greater scope for taking action against municipalities that fail to enforce provisions.



In the document, the Government emphasises the importance of central and regional government authorities supporting and following up local enforcement efforts by means of guidance and training programmes. The bill will be dealt with by the Riksdag in the spring of 2005, and the Government wants the proposals to take effect in July of that year.

### **Clampdown on illegal fishing in the Baltic**

At a meeting of the International Baltic Sea Fishery Commission (IBSFC) in Gdynia in September, the parties agreed to introduce both tighter controls on fishing in the Baltic and a recovery plan for the eastern cod stock. This will facilitate the fight against illegal fishing and improve stocks of cod in the eastern Baltic Sea. The Fishery Commission also agreed on an action plan to combat illegal fishing.

During the autumn, the EU member states began work on establishing a Total Allowable Catch (TAC) for the eastern cod stock. A decision on an appropriate TAC level was taken by the EU Fisheries Council in December.

# Ministry of Culture

**Accessibility was the keyword in this year's culture budget, and the Government took the first step towards introducing nationwide digital TV. Agreement was reached on a national film policy for the years ahead. The Government also discussed pensions in the performing arts with the social partners, and launched the first stage of its reform programme for free admission to state-owned museums. The Council for Architecture, Form and Design began its work, and a special programme focusing on culture for children and young people was introduced.**

## **The transition from analogue to digital TV**

A government commission was appointed during the year to facilitate the switch from analogue to digital TV distribution in the terrestrial network, and to coordinate information to the general public. In September, the commission presented proposals outlining the first stage of the transition, and these were adopted by the Government in December. A plan for the remaining stages will be submitted in 2005.

## **Broad-based agreement on film policy**

A working group on film policy was set up by the Government during the year to examine the prospects for concluding a new national film agreement when the current one expires at the end of 2005. In October, the group issued a joint statement of intent concerning film policy from 2006. The parties also undertook to continue work on a new film agreement for the years 2006–2010. The aims of the new agreement will be to:

- support and encourage innovation and development in Swedish film production,
- facilitate screenings throughout the country,
- make Swedish film production a dynamic growth industry, and
- boost the number of cinema visits.

The parties also agreed that any new national film agreement should be informed by a clear gender perspective.

## **Pensions in the performing arts**

During the year, the Government entered into a dialogue on pension issues with labour and management in the state-sponsored theatre, dance and music institutions. The Government proposed investing a further SEK 40 million in pension schemes for this sector.

## **Gender equality in the performing arts**

In 2004, the Government also appointed a gender equality committee for the performing arts in Sweden. Its mandate includes analysing the present gender-based power structures in this sector and proposing changes, both in the artistic training field and in the performing arts themselves. The committee is further to recommend which government agency should carry forward gender equality work in this sector in the future.

## **Free admission to state-owned museums**

The first stage of the Government's reform programme for free admission to state-owned museums was imple-

mented during the year, when entry charges were abolished at Moderna Museet, the Swedish Museum of Architecture and the Museum of Far Eastern Antiquities. Under the second stage of the reform, a further 16 state-owned museums will introduce free admission from 1 January 2005.

### **Council for Architecture, Form and Design**

During the year, the Government set up a Council for Architecture, Form and Design to promote quality, sustainability and good practice in accordance with the 'Future Design' action programme adopted by the Riksdag. The Council began its four-year mission by conducting a hearing with government authorities and enterprises on their procurement of goods and services in the architectural and design sectors, today worth multi-billion sums.

### **Participation in Design Year 2005**

In March, the Government instructed a hundred or so agencies and institutions to undertake outreach activities during Design Year 2005. The aim is to heighten awareness about design throughout the country and to develop people's understanding of it. In addition, all municipalities and county councils, enterprises and voluntary associations have been invited to contribute projects and activities of their own. The Swedish Society of Crafts and Design is to conduct the campaign.

### **Strengthening culture for the young**

The Government wants to strengthen the position of children's culture and youth culture in Sweden, and has earmarked SEK 20 million over three years from the Swedish Inheritance Fund for the purpose. It has

also appointed a working group whose task will be to initiate a model programme of collaboration with a number of municipalities that have established good practices in their cultural work with children and young people. *The Action Group for Children's Culture* is to recommend future action for strengthening the position of culture for the young and will also survey the present situation in this area.

### **Preparations for Multicultural Year 2006**

The Government has proclaimed 2006 a Multicultural Year in Sweden. In the autumn, it appointed a national coordinator to prepare the event. The coordinator's task will involve working with government agencies, institutions and other players to develop a programme for Multicultural Year, the aim of which is to bring about a permanent increase in ethnic and cultural diversity in Swedish cultural life.

# Ministry of the Environment

Issues relating to climate change and chemicals policy once again topped the agenda in 2004. A number of reports on changes in the Swedish and international climate were presented, and the Government worked actively with environment issues in forums such as the UN and the EU. The Stockholm Convention came into force during the year, prohibiting or limiting a wide range of highly dangerous chemicals. The Government has also instituted measures that will both simplify efforts to adapt society to nature's ecocycles and make energy usage in homes more efficient.

## Clampdown on dangerous chemicals

The Government is taking steps to reduce the use of chemicals that threaten public health and the environment, and to ensure that the most dangerous among them disappear from the market. At the global and European level, too, Sweden is pressing for the safer management of chemicals. In the EU, negotiations took place during the year on a new regulatory framework for chemicals, REACH. This is one of the Swedish Government's foremost priorities in the Union.

During the autumn, two studies financed by the Nordic Council of Minister were published on the costs and benefits of the EU's legislative proposals in this area. One conclusion to be drawn from these studies is that REACH will have major economic benefits for member states in that it will save them from pollution involving PCB-type chemicals in the future.

Earlier in the year, the Stockholm Convention on Persistent Organic Pollutants (POPs) entered into force and became a legally binding global treaty.

Sweden initiated the convention together with the other Nordic countries and Canada. As a first step, it prohibits or limits twelve highly dangerous chemicals that are persistent, toxic and accumulate in living organisms. These environmental toxins can spread by air and water to points far from the source of emission. The convention is historic in that it is the first global environment treaty to bring together the trade in hazardous chemicals and their production, emission and waste.

## Signs of climate change

In November, Minister for the Environment Lena Sommestad called a press conference to present a new scientific report on climate change in the Arctic. The report showed that trends in the area over the next hundred years were expected to generate large-scale physical, ecological, social and economic changes.

Together with the Swedish Meteorological and Hydrological Institute, SMHI, the minister presented analyses of climate change in Sweden. These showed, for instance, that parts of Skåne may be threatened by a rise in the sea level and that reindeer husbandry in the north has already suffered from changes in vegetation and reduced snow cover.

A Swedish government strategy is in place for reducing national emissions of greenhouse gases affecting the climate. Much of Sweden's funding in the climate field is channelled through the EU, the UN Climate Convention and the Kyoto Protocol. Sweden and many other countries have been waiting for Russia to ratify the Kyoto agreement so that it can take effect, and this



finally happened in November. Russia's signature meant that the Kyoto Protocol becomes law as from 16 February 2005.

### **Action programme against air pollution**

During the year, the Government adopted an action programme designed to improve the air in Stockholm and Göteborg. It requires government agencies and municipalities to take steps to achieve the environment quality targets for both nitrogen dioxide and particles in the Stockholm region and the target for nitrogen dioxide in the Västra Götaland region.

### **More resources to nature conservancy**

During the year, the Government announced an SEK 300 million investment in local and regional nature conservancy in 2004–2006. It also announced an allocation of SEK 10 million to outdoor recreation organisations for 2005. The Government noted that one of the benefits of such initiatives is that they improve public health.

### **The Nature & Society Conference**

On 20–21 October, the Ministry of the Environment and the Ministry of Industry, Employment and Communications jointly organised the fourth *Nature & Society Conference*, held this year in Överkalix in northern Sweden. Representatives from the business sector, organisations, public authorities and local players were invited to contribute views and ideas that could help the Government shape its policies on nature conservancy and on local and regional development. The theme was local development and enterprise based on forestry, nature and nature conservancy.

### **The sensitive Baltic**

In the spring, the UN's International Maritime Organisation (IMO) decided in principle to classify the Baltic Sea, with the exception of Russian waters, as a Particularly Sensitive Sea Area (PSSA). According to the Swedish Government, this represents international acknowledgement of the Baltic ecosystem's vulnerability to the adverse effects of shipping. Sweden and the other countries concerned are to report back to the IMO within two years with proposals for new protective measures.

### **Facilitating sustainability**

During the year, the Government amended a number of ordinances in accordance with its bill, *A Society with a Non-Toxic and Resource-Saving Ecocycle*. A prime purpose of these legislative changes is to improve the information supplied to consumers on waste management systems, and adapt it to local requirements. The new law will clarify the role of municipalities in the provision of information to households, one of the aims being to make it easier for consumers to sort their waste.

### **Nuclear safety and radiation protection**

There were further discussions in the European Council during the year on the Commission's proposed new directives in the nuclear safety field. Sweden has opposed these directives, along with many other EU member states. The feeling is that they could erode national responsibility in this field and soften the requirements imposed on nuclear power plant operators. As a result of these fears, the Commission's proposal failed to win the necessary backing. Instead, the Council decided to draw up an action plan for work on nuclear safety issues in the Union.

### Regional and global environment work

In its work under the UN Environment Programme, UNEP, the Government has pressed for the development of clear rules on water, sanitation and housing issues. Sweden placed special emphasis on this matter at an extra meeting of the UNEP Governing Council in South Korea in March. The Government also took an active part in the negotiations on UNEP's strategic plan for technological assistance and capacity building, drawn up during the year, and in the discussions on strengthening global environmental management.

Through such channels as the Network of Women Ministers of the Environment, which is chaired by Sweden's Lena Sommestad, the Government has actively highlighted the link between the environment issue and gender equality. The network organised a seminar on water, sanitation and gender equality at the meeting of the UNEP Governing Council in South Korea.

During the year, the OECD scrutinised Sweden's environment policies and generally praised the Government's progress in this area. Sweden was described as a world leader in many respects, particularly in its use of economic incentives and for having severed the connection between environmental destruction and economic growth. Sweden is seen as innovative, and the OECD cited our structured environmental code, our environmental quality goals and our environmental cooperation with the countries of the Baltic region as examples in point.

### Low-energy housing

At the end of the year, the Government assigned the National Board of Building, Planning and Housing to enlarge on programmes already under way and introduce further energy-saving measures in housing and other buildings. The agency is to make specific recommendations in this area in cooperation with the Swedish Energy Agency and the Environmental Protection Agency – based on the Environmental Advisory Council's memorandum outlining a strategy for low-energy development – and deliver its report in September 2005.

(On 1 November, Minister for Sustainable Development Mona Sahlin was appointed head of the Ministry for Sustainable Development, with special responsibility for, *inter alia* housing and energy issues.)

# Ministry of Industry, Employment and Communications

The Swedish economy grew significantly in 2004. Greatly increased funding for employment policy measures was made available during the year, not least to equip the unemployed for the new jobs that the Government expects the economic upswing to generate in 2005. The Government also presented a long-term strategy for strengthening Sweden's innovative capacity, as an important step towards improving the country's competitiveness and boosting growth. Other priority areas in 2005 included health at the workplace, gender equality, traffic safety, IT security and regulatory improvements for small businesses.

## Action programme for reducing red tape

In December, the Government submitted a written communication to the Riksdag outlining an action programme for reducing the administrative burden of Swedish enterprises. The programme extends to 291 separate measures from nine ministries and 46 government agencies. In the document, the Government pledged to draw up targets for reducing companies' administrative costs. These are to be achieved by mid-2010 at the latest.

## Programme for young entrepreneurs

A three-year national drive was launched during the year to boost interest in entrepreneurship among young people through the provision of business guidance and training at schools, colleges and universities. The programme will cost SEK 130 million and run from 2005 to 2007.

## Generation shift in small businesses

At the end of 2004, both inheritance and gift tax were abolished, and the Swedish Business Development Agency launched a programme to facilitate the coming generation shifts in small and medium-sized enterprises. This national programme is to be implemented in 2005–2007 and will involve extensive collaboration between Swedish enterprise and public players.

## Strategy group for the Swedish aviation and aerospace industry

In 2004, the Government appointed a Strategy Group for the Aviation and Aerospace Industry comprising representatives from Swedish enterprise and the relevant public authorities. The group produced a business intelligence plan and an analysis of the prospects for enhancing Sweden's international competitiveness in this field. On the basis of these documents, the participants assembled a joint list of priority measures focusing on research programmes and other projects.

## Investment in the Västra Götaland motor industry

During the year, the Government announced a package of measures designed to boost the motor industry in the Västra Götaland region. State, regional and business representatives agreed on a set of measures primarily targeting the infrastructure and training segments and research and development (R&D). The measures are designed to benefit the industry as a whole by securing employment and growth and strengthening R&D, but

also aim to enhance Saab Automobile's short-term development and production prospects in Sweden.

### **More efficient competition**

In September, Sten Heckscher was assigned to investigate how procedural practices under the Competition Act might be improved. Processing often takes a long time, and the mandate includes consideration of whether the number of courts involved needs to be reduced. Heckscher is to submit an interim report in July 2005 and a final report in February 2006.

In December, a special investigator presented a legislative model for criminalising infringements of the prohibitions in Swedish competition law. The report focused in particular on anti-competitive collusion between enterprises and the abuse of a dominant market position.

### **The state and business ownership**

The Ministry of Industry, Employment and Communications is responsible for 44 companies wholly or partly owned by the state – including three public enterprises – which altogether have 180,000 employees. Several reported favourable trends in earnings during the year, and dividends to the state increased by over SEK 2 billion to SEK 12.3 billion.

The annual reports of enterprises under state ownership are published in May 2005 and are available at [www.sweden.gov.se](http://www.sweden.gov.se)

### **Innovative Sweden**

In June, the Minister for Industry and Trade joined with the Minister for Education and Science in presenting *Innovative Sweden: A Strategy for Growth*

*Through Innovation*. The strategy represents a long-term platform for efforts to promote competitiveness and growth. By introducing a range of measures and encouraging closer cooperation between different policy areas, research, enterprise and the public sector, the Government will seek to strengthen Sweden's innovative capacity.

In the autumn, a special innovation policy council was set up under the leadership of the Minister for Industry and Trade as a forum for dialogue and cooperation between the state, private enterprise and NGOs. The composition of the council will vary depending on the theme in hand.

### **European cooperation on information security**

The European Network and Information Security Agency (ENISA) was established in early 2004 and will operate for five years. A Swedish representative has been appointed to the board, a national expert from Sweden works at the agency and two Swedes belong to its Permanent Stakeholders' Group, which was set up to advise the Executive Director on the agency's work programme.

### **New IT strategy for the EU**

A new IT strategy for the EU is to be introduced in 2006, and in December 2004 the Telecommunications Council adopted a resolution on the future of information technology. Among the issues that Sweden has hitherto emphasised in this field are how to improve accessibility for groups that for one reason or another are excluded from the information society, and the vital role of the public sector as a user and skilled procurer of e-services.

### **Greater resources to combat unemployment**

Economic growth in Sweden was substantial in 2004, and in 2005 the Government expects this upswing to be reflected in a higher employment rate. During the year, funding for employment policy programmes increased by SEK 2 billion. The aim of this investment was to equip the unemployed for the new jobs that are expected to flow from the economic upturn. Programmes for people with occupational disabilities were also given additional resources, including an extra allocation to the state-owned Samhall AB. The Government's target of regular employment for 80 per cent of the population aged 20–64 by the end of 2004 was not achieved, but remains in place. Measures in pursuit of this goal will be stepped up in 2005.

### **Sabbaticals on a trial basis**

Twelve municipalities took part in a pilot scheme to test the viability of 'sabbatical years'. Under this scheme, an employee can apply to take 3–12 months off work if an unemployed person is recruited as a stand-in. During their absence, people taking sabbaticals receive 85 per cent of the benefit they would have been entitled to had they been unemployed and drawing an activity allowance. As from 1 January 2005, the sabbatical year will be introduced throughout the country.

### **A strategy for better health in working life**

Work under the Government's strategy for better health at the workplace is continuing. The strategy emphasises the need for an integrated approach and efforts in several different areas to deal with the problem of ill-health among employees. As a step along the way, a joint information and training programme was

organised in 2004 by the Government Offices, the Swedish Work Environment Authority, the National Social Insurance Board, the National Institute for Working Life and the Swedish Work Environment Association.

### **New work environment council**

A new Work Environment Council was set up in April, comprising representatives of the Left and Green parties (the Government's parliamentary allies), representatives of the social partners, safety representatives, managers, researchers, and representatives of the occupational health services and the Work Environment Authority.

### **Government report on the occupational health service**

The occupational health service is an important part of the drive to improve the work environment and rehabilitate those excluded from gainful employment. In December, a special investigator reported on the outcome of a government inquiry into the state of the service. His recommendations included new occupational health legislation requiring individual providers to possess certification (quality assurance). Under the proposals, certified providers would have to be competent in such fields as medicine, technology, behavioural science and ergonomics.

### **The right to full employment**

In April, the Government set up an inquiry to determine whether the right to full-time employment needed strengthening, and if so how, and also to examine ways in which employers' scope for recruiting

part-time staff might be limited. A report is due in November 2005.

### **Monitoring collective agreements**

In June, the Government appointed a special investigator to consider ways of making it easier for labour organisations with collective agreements to monitor compliance with the terms of the agreements, even in cases where the union concerned has no members at the workplace.

### **Greater protection against gender discrimination**

In May, the Committee on Discrimination presented an interim report containing proposals for strengthening legislation against gender discrimination at the workplace. The process of developing new legislation in this area will continue in 2005.

### **Proposed new institution for women**

In December, a government report proposed turning the National Centre for Battered and Raped Women into a national institute dealing with clinical activities and method development, providing education and training, collecting and disseminating research and information, and providing support on issues relating both to male violence against women and to violence in same-sex relationships. The report also proposed the establishment of a national emergency telephone line for women and called for a special effort to address male violence against women.

### **Gender equality policies for the future**

In March, Gertrud Åström was assigned to conduct an

inquiry into the Government's gender equality policies. Her mandate includes reviewing the goals, direction, organisation and efficiency of gender equality policy and recommending how these might be improved and made more effective. A final report is due in August 2005.

### **Competitive tourist industry**

Tourist policy should promote both Swedish business and Sweden as a country. This is the message of the tourist policy bill presented by the Government in December and designed to demarcate the roles of the state and the industry more clearly. The bill was drawn up in collaboration with the Left Party and the Green Party.

### **Billions to new roads and railways**

Major investments in the country's road and rail networks are scheduled for 2004–2015 under an agreement presented in February by the Government, the Left Party and the Green Party. It includes decisions both on the national road and rail plans and on regional plans for each county.

### **Alcolocks for safer road traffic**

Sweden has one of the best road safety records in the world. Yet 4–5 per cent of Swedes born in any given year are either killed or disabled in road accidents. In May, the Government submitted a bill to the Riksdag describing further policy work in the road safety field, focusing in particular on measures to reduce speed and encourage technological development. The bill, drawn up in collaboration with the Left Party and Green

Party, calls for the introduction of alcolocks on the ignitions of all new cars from 2012.

### **Terrorism leads to new rules**

As a direct result of the terror attacks in the US on 11 September 2001, a new global security system was introduced in July to protect the shipping sector from criminal acts. A new Swedish law on shipping protection entered into force on the same date.

### **Amendments to the Minerals Act**

In October, the Government proposed amending the Minerals Act to promote a better balance between the interests of prospectors/the mining industry and land-owners. The new law was drawn up in collaboration with the Left Party and was to apply from 1 May 2005.

### **Forestry policy reviewed**

In May, the Government announced plans to evaluate and review forestry policy over the past ten years. A special investigator is to propose adaptive measures and ways of improving target fulfilment, with special emphasis on better clearance and re-planting practices. A final report is due in December 2005.

### **Next stage in the nuclear phaseout**

In October, the Government presented a strategy for the continued phaseout of nuclear energy. Preconditions for the realignment of the Swedish energy programme, according to the strategy, include more efficient energy usage, Swedish participation in international emissions trading, and long-term research and development efforts in pursuit of new energy technology.

### **Further rules on emissions allowances**

A new law on carbon dioxide emissions came into force in August, containing provisions both on permits for CO<sub>2</sub> emissions and on the allocation of CO<sub>2</sub> emissions allowances. Another new law was proposed in a bill submitted in September that amounted to a complete set of regulations for CO<sub>2</sub> emissions trading in Sweden. This law was to apply from 1 January 2005.







## *The tsunami disaster, 26 December 2004*

IN THE EARLY HOURS of 26 December, a massive earthquake occurred in the Indian Ocean off the coast of Indonesia. It measured 8.9 on the Richter scale and unleashed giant waves, known as tsunamis. Around Asia, hundreds of thousands of people died or were injured by the waves. At the time, 20,000–30,000 Swedish citizens were present in the region, most of them in Thailand.

The tsunami disaster triggered a wide range of activities in the Government Offices as the year drew to a close. In February 2005, documentation showing the action taken by the Government Offices in the wake of the disaster was presented to the Swedish Tsunami Commission.

The Swedish Tsunami Commission is an independent inquiry charged with assessing how Swedish society coped with the tsunami disaster and its repercussions, and how the lessons learned may be turned to account. In particular, the Commission will review the actions of the Riksdag, the Government and the various national agencies, including the Government Offices. A report is due by 1 December 2005 at the latest.

## CHAPTER 4

# Special projects and programmes

*These are activities of an administrative nature undertaken at the Government Offices.*

*They are of only limited duration and fall largely outside individual ministry remits.*

*This chapter describes some of the special projects and programmes dealt with by the Government Offices in 2004:*

- *The Stockholm International Forum: Preventing Genocide*
- *The democracy campaign ahead of the European Parliament elections*
- *Combating human trafficking*

# The Stockholm International Forum: Preventing Genocide

Political leaders from many parts of the world attended the Stockholm International Forum: Preventing Genocide on 26–28 January 2004. Representatives of 55 governments and 14 international organisations came to Stockholm for the conference at the invitation of Prime Minister Göran Persson to discuss key humanitarian, political and moral issues relating to genocide. The conference focused on future strategies and means of preventing genocide and genocidal acts such as mass murder and ethnic cleansing.

## The last in the series

The conference was the fourth and last in the Stockholm International Forum series. The first, centring on the *Holocaust*, took place in January 2000. Political leaders from around the world joined in adopting a Declaration Promoting Holocaust Education, Remembrance and Research. The theme of the second conference, in 2001, was *Combating Intolerance*, while the third, in 2002, was entitled *Truth, Justice and Reconciliation*.

One of the fundamental aims of the series was to create a forum for exchanges between leading politicians, decision-makers and experts in various fields. Besides government representatives, the conference delegates included academics, researchers and people with specific knowledge and experience of the themes under discussion.

## The first intergovernmental conference on genocide since 1948

While the first three conferences in the series started to a great extent from historical perspectives, the focus

this time was on the future. Like its predecessors, however, the 2004 conference emphasised the necessity of learning from one's own experiences and from the experiences of others. Proceeding from the assumption that the international community has a common responsibility to prevent genocide, the conference addressed a wide range of issues, such as:

- How can we detect the threat of an impending act of genocide, mass murder or ethnic cleansing?
- How can we bridge the gap between available information and political action?
- Do we need to develop existing institutional and normative frameworks for international interventions?
- How can the international community's instruments – diplomatic, legal, humanitarian, economic, military and others – be better used for the prevention of genocide?

The aim of the conference was to develop an overall awareness of genocide in all its aspects and thus pave the way for preventive action. The Stockholm meeting was the first international conference at government level to be held since the United Nations adopted a Convention against Genocide in 1948.

## Panels and workshops

A number of specially invited guests delivered keynote speeches during the three-day conference, including UN Secretary-General Kofi Annan and Javier Solana, Secretary-General of the EU Council. The main work

took place in panel discussions involving prominent figures and in workshops focusing on four principal areas: *threats, responsibilities, prevention and awareness*.

### **Declaration on genocide prevention**

On the final day, 28 January, the Stockholm International Forum 2004 adopted a declaration outlining its commitment to genocide prevention. The declaration can be read in its entirety at [www.preventinggenocide.com](http://www.preventinggenocide.com).

### **Results and follow-up**

The conference was generally considered to have been a success. It led to a number of practical results, among them the following:

- During the conference, Secretary-General Kofi Annan declared his intention to establish a new post at the UN to monitor genocide-related issues. In July 2004, he duly appointed Juan E. Mendez as the first UN Special Advisor on the Prevention of Genocide.
- In general, the international organisations that took part in Stockholm have brought the prevention issue onto their agendas, and are currently engaged in following up the work of the conference.
- Efforts have been stepped up in the EU to introduce the conference recommendations and conclusions into the Union's security policy framework.
- A joint international programme involving the training of selected key groups has been launched via the Folke Bernadotte Academy in Sweden.

### **New task for the Ministry for Foreign Affairs**

In the autumn, responsibility for coordinating the follow-up to the conference on genocide prevention was transferred to the Ministry for Foreign Affairs, where a new post has been established for the purpose of:

- consolidating the work already undertaken and launching new initiatives aimed at strengthening Sweden's efforts to prevent genocide, mass murder and ethnic cleansing,
- cooperating with the UN Special Advisor on the Prevention of Genocide, and
- keeping in touch with NGOs and research networks dealing with genocide-related issues.

# The Government's democracy campaign ahead of the 2004 election to the European Parliament

**One of the goals of Swedish democracy policy is to boost voter turnout at election time. In view both of the low turnout at previous elections to the European Parliament and of the benefits resulting from similar initiatives in the past, the Government decided to launch a special democracy campaign ahead of the 2004 European election. The aim was to bring out more voters.**

Studies of voter turnout in Swedish elections to the European Parliament show that certain groups are less inclined to vote than others. These include young people, people living in socially deprived housing areas and neighbourhoods, and people living in rural areas. Accordingly, the democracy campaign was divided into two main parts, one focusing on metropolitan areas and the other on young voters.

## **The metropolitan campaign**

Seven municipalities in metropolitan areas (Göteborg, Malmö, Stockholm and the suburbs of Botkyrka, Haninge, Huddinge as well as Södertälje) were granted funding for special initiatives targeting groups with a low voter turnout. Activities included:

- training democracy ambassadors,
- arranging meetings with politicians, and
- creating forums where local residents could find information about the election and meet politicians.

## **The young voter campaign**

Special activities were organised targeting first-time voters in the 18–23 age group. The twin aims were to encourage them to vote in the elections and to make them more aware of ways in which young EU citizens can take part in the shaping of EU policies. Funding was distributed to a wide range of EU-sponsored projects for young first-time voters. The recipients included youth organisations, upper secondary schools, the political parties' youth organisations, municipal youth programmes, and voluntary organisations with youth activities. As part of the campaign, special educational materials were produced for upper-secondary students and students in municipal adult education, focusing on the EU and its decision-making process. In addition, regional information and training initiatives were organised for teachers.

## **Project meetings**

During the year, the Ministry of Justice organised five campaign meetings to which all government agencies and municipalities were invited and given the opportunity to exchange information and experiences and discuss the various campaign activities.

## **EU enlargement seminars**

As part of the Government Offices' series of seminars in preparation for EU enlargement on 1 May, the Ministry of Justice and the National Board for Youth Affairs organised a joint seminar to disseminate

information about European/international youth projects. Another joint seminar was organised later in the year by the Swedish National Agency for School Improvement and the EU 2004 Committee to discuss ways in which young people can influence the EU.

### **Training days**

In May, the Ministry of Justice organised training days for people who were to take part in the Government's democracy campaign. Participants were able to learn more both about how the EU is run and about the role of the European Parliament. Other points of discussion were how people can participate and help shape policies at EU level, and the implications of a higher/lower voter turnout.

### **Evaluation of the democracy campaign**

The democracy campaign was evaluated by Göteborg University, and its report showed that the effects of the campaign on voter turnout did not follow any particular pattern. There were some signs, however, of a higher turnout among young voters living in neighbourhoods targeted in the campaign. The report also found that the campaign had created opportunities for people to become more interested and involved in democracy and other political issues. The participants were largely agreed that the election turnout would have been lower in the areas concerned and among the groups targeted had the campaign not taken place. The election statistics, too, suggested that this was the case. The Government is currently planning a new democracy campaign in the run-up to the Swedish elections in 2006.

# The Government's fight against prostitution and human trafficking

**The fight against prostitution and human trafficking for sexual purposes has long been a Swedish government priority. In the action plan *On Equal Terms*, setting out Swedish gender equality policy under the present administration, the Government declares that further efforts to combat these practices are of paramount importance. Work in this area is a vital part of the Swedish quest for equality between women and men, at both national and international level. It is unreasonable to talk about gender equality in a society as long as men continue to buy, sell and abuse women and children. Ultimately, to combat human trafficking is to seek to improve the position of all women and children in society.**

## **The fight against trafficking**

The UN estimates that between one and four million people, principally women and children, are victims of trafficking each year, and that the majority of them are sexually exploited and forced into prostitution. They are recruited, transported, sold and bought by traffickers and organised crime networks, both across and within borders.

The traffickers mainly find their victims in countries where poverty is widespread and there is no social safety net to protect people at risk. Social, political and economic inequities in countries of origin and transit create a breeding ground for prostitution and the sex trade, particularly among women and children. The gap between the richer countries of Western Europe and the poorer countries of Eastern Europe has created

a market for criminal gangs who profit from the vulnerability of women and children lacking access to a decent life in their native countries, a situation that is further exploited by the buyers. The National Criminal Investigation Department estimates that 400-600 women are transported to Sweden each year for purposes of prostitution. Most are from Eastern Europe.

## **The law as a weapon**

The Act Prohibiting the Purchase of Sexual Services was introduced in Sweden on 1 January 1999. On 1 July 2002, trafficking in human beings for sexual purposes became a new offence under Swedish law. Criminal responsibility was extended on 1 July 2004 to include both human trafficking for purposes other than sexual exploitation, such as the transportation of forced labour, and human trafficking that takes place within Sweden's borders. These laws are crucial instruments for the protection of those who risk being exposed to prostitution or other forms of sexual exploitation.

## **National action programme to combat human trafficking**

The Government began work in 2004 on developing a national action programme for the continued fight against human trafficking. It is divided into two parts:

- *A national action plan for the continued fight against prostitution and trafficking in human beings for sexual purposes, especially women and children.*



This plan will specify action in a number of different areas and also review and build on measures already introduced to combat prostitution and human trafficking in Sweden. Further initiatives will include special measures to discourage and counteract the demand that fosters the sexual exploitation of human beings in all its forms, and to protect and assist victims of prostitution and human trafficking.

The action plan will also provide for a survey of penal measures and the furtherance of work currently under way among the judiciary, the police and the social services. In addition, it will include measures to promote and protect human rights more forcefully, and to reduce social, political and economic inequities in countries of origin and transit that constitute a breeding ground for prostitution and human trafficking for sexual purposes.

The work is coordinated by the Division for Gender Equality at the Ministry of Industry, Employment and Communications. An interministerial working group was commissioned during the year to produce recommendations for the action plan. The final proposal will be brought before the Riksdag in the autumn of 2005.

- *A national action plan for combating human trafficking for purposes of forced labour, the removal of bodily organs and other forms of exploitation.*

An interministerial working group will be set up in 2005 to develop proposals for the action plan and is expected to present them in 2006.

### **Nordic-Baltic Task Force Against Trafficking in Human Beings**

Building on the Nordic-Baltic campaign against trafficking in women launched in 2002, a Nordic-Baltic

Task Force Against Trafficking in Human Beings was set up in 2003 at Sweden's initiative. It will act as an umbrella organisation for anti-trafficking efforts on the part of the Nordic-Baltic countries, and its task will be to strengthen political management of the issue in this region and to keep human trafficking at the top of the political agenda.

### **Joint effort to stop trafficking in women in the Barents region**

At Sweden's initiative, a joint project has been launched to stop the sex trade that takes women from Murmansk and Archangel in Russia to northern Norway, Sweden and Finland. All four countries are taking part in the project, which is being co-financed by the Nordic Council of Ministers. The project began in the autumn of 2003 and will continue until 2006.

It involves formulating and implementing alternative solutions based on sustainable development to improve the situation of women and girls in North-west Russia and to enable them to support themselves. Informational measures targeting men in the region who are potential purchasers of women and girls for purposes of prostitution will also be developed and implemented.

Further expected benefits of the action are increased competence, a concerted approach and cooperation between authorities, NGOs and other key players in the fight against trafficking in women in the region. Particular weight will be attached to cooperation with indigenous peoples in the area.



## CHAPTER 5

# Internal support and development at the Government Offices

*Developing and streamlining work procedures and the management and administration of the Government Offices is an ongoing task. Below is an account of some of the principal measures taken in this area during the year.*

### **Greater administrative efficiency**

In 2003, a major long-term effort was launched to develop and streamline work procedures and the management and administration of the Government Offices. As part of this endeavour, organisational changes were introduced at the beginning of 2004. One of the improvements is that there are now greater opportunities for expediting human resources development at the Government Offices.

A Legal and Business Affairs Department was set up to assist all the ministries with procurement projects and major business deals. Changes have also taken place in the organisation of the cleaning and office services.

At the beginning of the year, a survey was conducted of staff attitudes – the fourth in a series that began in 1997. The questions concerned how employees at the Government Offices viewed such aspects as the work environment, the organisational structure, human resources policy, and leadership. The results of the survey have provided the agency with a valuable tool in its efforts to bring about internal changes and improvements. Based on these findings, action plans have been developed both at central level for the agency as a whole and at ministry level.

Procedures for the agency's handling of invoices were improved in 2004 and common procedures were introduced throughout the Government Offices. Better coordination was achieved by means of improvements in the financial administration system and other measures. During the autumn, an overhaul of the Government Offices' financial administration was initiated with a view to boosting efficiency.

The agency's internal management documents,

including regulations and guidelines, are reviewed regularly. At the end of the year, the Permanent Secretary approved new regulations for the Government Offices' financial administration, aimed at strengthening internal supervision. New regulations were also introduced for procurement practices, including the introduction of set procedures for coordinating procurement within the agency.

New ethical guidelines concerning such matters as secondary employment, property ownership, disqualification, confidentiality, gifts, entertainment and travel on official business were drawn up.

### **Towards a common HR policy**

In April, a General Director for Human Resources was appointed to lead HR policy work on behalf of the Government Offices as a whole. The General Director works from the Prime Minister's Office. It has now become possible to transform the various HR policy guidelines applying to the individual ministries into a cohesive, agency-wide policy.

In January, the Office for Administrative Affairs was reorganised so as to facilitate HR development in the Government Offices in general. Two new departments were created, the Department for Employer Policy and Employee Relations, and the Department of Human Resources Development.

The Government Offices must strive to be an attractive employer so that it is possible to recruit, develop and retain the people needed to run operations. The agency must also strive to be a workplace free from all forms of discrimination and where everyone enjoys equal opportunities whatever their background. Equal pay is an important factor in this respect, and

both a wage survey and an analysis are conducted each year to identify groups with unjustifiable pay gaps.

### **Gainful employment and parenthood**

During the spring, a survey was undertaken to determine how staff view opportunities for combining parenthood and work at the Government Offices. One of the results was a Guide to Gainful Employment and Parenthood at the Government Offices.

Employees at the Government Offices who claim parental leave are to be treated in the same way as other employees, both during their leave and after. Also, they are to be offered a personal development dialogue by their immediate superior in good time before the date of their return to work, to ensure that they maintain and develop their skills.

People claiming parental leave are also to have their pay reviewed in the normal way, and their place on the pay scale must not be adversely affected by the leave.

More mobile IT solutions are one way of helping employees to combine parenthood and a job. During the year, the IT Department undertook a development project designed to make it easier for employees to perform their duties outside the Government Offices, e.g. while travelling or in the home. Besides the parents of young children, people who frequently travel on official business are an important target group for this project.

### **New organisation for gender mainstreaming work**

In April, the Government adopted a Plan for Gender Mainstreaming in the Government Offices for the years 2004–2009. Under this plan, the decision-making process at the agency is to be developed in such a way that a gender perspective is present in all supporting

documentation in all policy areas and spheres of activity. This means, for instance, that the way a given proposal affects the situation of women and men respectively must always be included in the data on which decisions are based. To enable them to meet the requirements in the plan, all ministries have appointed a gender equality coordinating officer of their own. The task of these officers is to coordinate and promote gender mainstreaming efforts in their own ministry.

In 2004, the emphasis was on introducing gender mainstreaming into the budget process. Almost 200 administrative officers at the Government Offices have been involved in the work, and during the year special training schemes encompassed some 400 employees.

### **Environmental management**

In May, the Government decided to revise the environment policy, goals and action programme that govern the agency's environmental management work. The new policy approach includes the following requirements:

- Proposed government assignments liable to have an impact on the environment must require the government agency concerned to subject the proposal to an environmental impact assessment.
- Ministerial memorandums in the Ministry Publications Series (Ds) dealing with issues expected to have an impact on the environment must include an environmental impact assessment.
- Both the agency's internal administrative environment work and its environmental management of decision-making processes must be subject to external follow-up and auditing in 2006.

### **Usability and accessibility on the new website**

At the end of April, the Office for Administrative Affairs and the ministries jointly launched a new version of the Government and Government Offices' website, *www.regeringen.se*, and a new version of the corresponding English-language website, *www.sweden.gov.se*. The keywords in the development of the two sites were usability and accessibility.

A guide to the website content is available on the last page of this yearbook.

The websites have been designed to facilitate access by groups with special needs, in accordance with international guidelines. You can also listen to the contents of both sites. Some of the information is written in easy Swedish. Adapting the websites to the needs of people with disabilities is part of a broader effort to adapt information, premises and activities at the Government Offices on an ongoing basis. Another aspect of this work was the overhaul of the physical environment that took place during the year.

### **Modernising the Foreign Service**

In January, the Ministry for Foreign Affairs established a Corporate Development Department to coordinate long-term efforts to modernise the Foreign Service and also to take a proactive role in this process. During the year, the department focused principally on two specific areas: developing a common set of basic values and finding ways of determining where change is needed. All employees in the Foreign Service were invited to take part in the work on basic values. A report on the outcome of the project was delivered to the ministry executive in November.

During the year, the Corporate Development Department also conducted a survey of work procedures and processes in the Foreign Service. The results of the survey are to serve as a basis for a methodical programme of change and for the continuous development of Foreign Service activities.

The coordination of the IT environment that was undertaken at the ministry in 2004 represented a further step in the modernisation process. The Ministry for Foreign Affairs now has the same IT platform as the rest of the Government Offices. IT technology at Sweden's missions abroad has been upgraded and all employees now have access to a joint network, wherever they are stationed.

# Appendix

*This section describes the Swedish Government Offices and its activities on the basis of certain statistical criteria. The data presented here covers the following areas of operation:*

- *The legislative process*
- *The budget process and agency management*
- *Administrative business*
- *International affairs*
- *External communication*
- *Internal support and development*

<b>Introduction</b> .....	72	Swedish working groups in non-EU governmental bodies ....	82
<b>The legislative process</b> .....	72	European Commission Management committees .....	83
Committee staff .....	73	Background briefs .....	83
Swedish Government Official Reports and the Ministry Publications Series .....	73	Workdays in Council working parties .....	84
Government bills and communications .....	74	Working parties in other EU institutions .....	84
<b>The budget process and agency management</b> .....	75	<b>External communication</b> .....	85
The budget process in brief .....	75	Replies to parliamentary interpellations .....	85
Summary of the central government budget .....	76	Replies to parliamentary questions .....	86
Agency management .....	78	Correspondence .....	86
Agencies with appropriation directions .....	78	<b>Internal support and development</b> .....	87
<b>Administrative business</b> .....	79	Employment per staff category .....	87
Total number of items of government business .....	79	Employees per ministry .....	88
<b>International affairs</b> .....	80	Parental leave and temporary care of children .....	88
Swedish missions abroad .....	81	Equal pay .....	88
Officials stationed abroad .....	82	Government Offices expenditure .....	89



# Introduction

For some years now, the Swedish Government Offices have been undergoing a transformation from a relatively static, administratively top-heavy organisation into a more flexible one. Today, the matters dealt with by the Government Offices are often more complicated, not least as a result of growing internationalisation. At the same time, decisions on many straightforward

administrative matters have been outsourced to other public authorities.

The growing complexity and diversity of Government business means that comparisons over time and between ministries require a degree of caution. The situation is further complicated by the fact that duties are sometimes switched between ministries, especially in connection with government reshuffles.

## The legislative process

Laws are enacted by the Riksdag. As a rule, they are formulated at the Government's initiative, and the procedure is usually as follows:

The Government appoints a committee or commission of inquiry to look into a given matter and submit recommendations. The committee is provided with instructions in the form of *terms of reference* specifying what it is to do. Committees are appointed for a limited period. They take different forms, but usually comprise a chair and a number of advisers and experts. An inquiry body made up of members of the parties in the Riksdag is called a parliamentary committee.

On completing its work, the committee submits a report to the Government, setting out its proposals. These reports are published regularly in the Swedish Government Official Reports series (SOU). Alternatively, legislative proposals may be studied and drawn up within the ministries themselves. In such cases, they are reported in memorandums published

regularly in the Ministry Publications Series (Ds).

Reports are then referred for consideration to relevant bodies, including government agencies and outside organisations. In some cases, they are referred to the Council on Legislation. Once the referral process has been completed, a government bill is drafted specifying the proposed new law. The *bill* also presents the Government's reasons for introducing the law, its comments on the proposals, and an account of the opinions expressed by the referral bodies. Bills are finally submitted to the Riksdag.

Sometimes, the Government outlines its position on certain matters without bringing any legislative proposals before the Riksdag. This kind of reporting takes the form of written *communications*. Bills and communications are reproduced in print once decisions are taken, and the documents are published in the Riksdag's annual records.

Once parliamentary deliberations are over, the Riksdag accepts or rejects the Government's proposals. If the bill is adopted, the Government formally promulgates the new law and enters it into the Swedish Code of Statutes (SFS), which is usually published on a weekly basis (each Tuesday).

### Committee staff

The table below shows the number of employees serving on committees or commissions of inquiry for all or part of December in each respective year.

	1997	1999	2001	2003	2004
Prime Minister's Office	0	0	0	0	0
Min/Justice	49	46	53	50	58
Min/Foreign Affairs	6	4	1	10	13
Min/Defence	10	4	11	8	8
Min/Social	57	67	27	66	73
Min/Finance	33	44	32	36	46
Min/Education	39	33	30	32	22
Min/Agriculture	8	6	7	12	14
Min/Culture	24	24	18	15	24
Min/Environment	31	39	16	23	21
Min/Industry	88 *	36	47	65	71
Joint	0	0	8	14	9
<b>Total Gov. Offices</b>	<b>345</b>	<b>303</b>	<b>250</b>	<b>331</b>	<b>359</b>

### SWEDISH GOVERNMENT OFFICIAL REPORTS AND THE MINISTRY PUBLICATIONS SERIES

The tables below show the number of publications in the Swedish Government Official Reports (SOU) and the Ministry Publications Series (Ds) for each respective year.

#### Government Official Reports, SOU

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	2	0	0	1	0	1
Min/Justice	18	13	52	28	15	28
Min/Foreign Affairs	13	5	4	6	4	6
Min/Defence	14	4	5	9	8	8
Min/Social	18	24	22	16	20	15
Min/Finance	22	34	18	10	21	23
Min/Education	12	11	10	8	12	16
Min/Agriculture	3	12	3	4	7	2
Min/Culture	6	23	10	3	8	6
Min/Environment	10	12	7	7	8	11
Min/Industry	33 *	55 *	20	18	27	19
<b>Total Gov. Offices</b>	<b>151</b>	<b>193</b>	<b>151</b>	<b>110</b>	<b>130</b>	<b>135</b>

\* The 1997 figure for the Ministry of Industry, Employment and Communications includes the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

### Ministry Publications Series, Ds

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	1	3	1	3	0	2
Min/Justice	10	18	15	23	21	17
Min/Foreign Affairs	3	7	1	5	5	6
Min/Defence	4	0	3	2	2	1
Min/Social	9	10	8	3	7	7
Min/Finance	26	17	14	13	13	8
Min/Education	6	4	2	3	3	4
Min/Agriculture	1	3	0	2	1	6
Min/Culture	2	3	5	3	1	0
Min/Environment	5	5	2	3	0	2
Min/Industry	16*	19*	5	18	13	4
<b>Total Gov. Offices</b>	<b>83</b>	<b>89</b>	<b>56</b>	<b>78</b>	<b>66</b>	<b>57</b>

\* The 1995 and 1997 figures for the Ministry of Industry, Employment and Communications include the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

### GOVERNMENT BILLS AND COMMUNICATIONS

The table shows the number of government decisions on bills and written communications taken for each respective year. The number of decisions is slightly higher than the number of government bills and communications as a single bill may necessitate several decisions.

#### Government decisions on bills and written communications

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	3	1	1	1	1	1
Min/Justice	34	32	28	51	42	47
Min/Foreign Affairs	21	22	15	13	24	22
Min/Defence	3	3	9	7	5	5
Min/Social	19	21	19	26	27	23
Min/Finance	57	29	35	28	37	41
Min/Education	12	10	14	15	4	7
Min/Agriculture	13	6	4	7	13	6
Min/Culture	4	14	9	4	2	3
Min/Environment	16	9	4	10	9	10
Min/Industry	53*	40*	18	26	21	30
<b>Total Gov. Offices</b>	<b>235</b>	<b>187</b>	<b>156</b>	<b>188</b>	<b>185</b>	<b>195</b>

\* The 1995 and 1997 figures for the Ministry of Industry, Employment and Communications include the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

The figures refer to the number of business registry entries listed at Cabinet meetings. Decisions may be made in several cases (i.e. several registration numbers) under the same agenda item.

# The budget process and agency management

The Government's work with the budget process and its management of the national government agencies are so closely intertwined that they are normally treated as a single, coherent area of operation at the Government Offices.

## **The budget process in brief**

Work on the central government budget begins more than a year in advance. The Ministry of Finance presents forecasts of economic development to the Government in December, and reviews and updates them in January. At the same time, the other ministries scrutinise and revise the forecasts for their own expenditure areas and appropriations. The various appropriations, totalling more than 500, are divided among 27 expenditure areas, and each specifies a sum that, subject to parliamentary approval, is to be used for a certain purpose.

In February, the ministries submit economic impact estimates for the next three years to the Ministry of Finance. At the end of the month, the agencies submit their annual reports and their budget documents for the coming three-year period, and this material is studied by the ministries concerned.

Government deliberations on the budget take place in March. The main aims of economic policy over the next few years are set out in the Spring Fiscal Policy Bill, which is brought before the Riksdag in April. As a rule, the Spring Fiscal Policy Bill also contains a supplementary budget with proposed changes in appropriations for the current year.

The ministries then have until mid-May to divide the funds into individual appropriations. In doing so, they have to keep within the expenditure area frameworks agreed on at the March deliberations.

The Government finally submits its Budget Bill to the Riksdag in the latter half of September. The bill contains proposals on how government funds should be distributed per appropriation among the 27 expenditure areas during the coming year. It also reports the outcome of government activities in the various policy areas during the previous year.

While the Riksdag discusses the Budget Bill, the ministries begin work on developing appropriation directions for the agencies under their jurisdiction. The Riksdag decides the economic frameworks for each appropriation in mid-December, whereupon the Government has until the end of the year to issue its directions.

## SUMMARY OF THE CENTRAL GOVERNMENT BUDGET

The budget process involves the allocation of over SEK 700 billion. The following tables show the distribution of budget funds in recent years in terms of revenue and expenditure in current prices.

### Revenue, SEK billions

	2001	2002	2003	2004
Income tax – personal*	33.2	-17.2	-38.1	-26.9
Income tax – corporate	94.1	76.5	61.7	67.1
Other tax on income	7.6	5.8	6.1	5.4
Social security contributions	238.8	249.8	259.0	266.0
Real estate tax	23.3	23.3	21.2	23.5
Other tax on property	16.5	16.9	14.9	13.6
Value added tax	184.8	198.3	205.1	213.2
Selective purchase tax, etc	86.7	91.8	93.3	95.6
Equalisation charges and compensation for VAT	20.9	23.7	-1.8	-5.8
Cash difference account	-19.7	-4.2	-4.4	-5.5
Tax abatement	-1.6	-5.4	-8.6	-9.5
Central government activities	50.8	49.1	29.2	35.1
From sale of properties	0.2	0.1	0.0	0.1
From repayment of loans	2.6	2.7	2.5	2.4
Computed revenue	8.4	9.9	9.5	8.3
EU subsidies, etc	8.5	9.3	12.0	11.6
<b>Total revenue</b>	<b>755.1</b>	<b>730.5</b>	<b>661.7</b>	<b>694.4</b>

\* When estimating the balance for the revenue item 'Income tax – personal', disbursements to municipalities and transfers of income to other revenue items are deducted. Cash based accounting is applied.

<b>Revenue</b>	<b>755.1</b>	<b>730.5</b>	<b>661.7</b>	<b>694.4</b>
<b>Expenditure, etc</b>	<b>716.4</b>	<b>729.3</b>	<b>708.1</b>	<b>747.8</b>
<b>Balance</b>	<b>38.7</b>	<b>1.2</b>	<b>-46.3</b>	<b>-53.3</b>

## Expenditure, SEK billions

	2001	2002	2003	2004
1 Governance	5.4	7.3	7.5	7.5
2 Economy and fiscal administration	2.1	8.8	9.0	9.2
3 Taxes, customs and enforcements	6.4	8.0	8.3	8.6
4 Justice	24.1	24.1	25.5	26.3
5 International cooperation	3.0	1.1	1.1	1.3
6 Defence and contingency measures	44.9	44.6	45.1	42.8
7 International development cooperation	17.0	15.7	15.9	19.9
8 Immigrants and refugees	5.3	6.7	7.7	7.5
9 Health and medical care and social services	29.5	31.0	34.1	36.8
10 Financial security (illness and disability)	107.3	112.9	121.5	122.9
11 Financial security (old age)	33.8	33.8	52.0	51.2
12 Financial security (families and children)	48.3	50.2	52.2	53.9
13 Labour market	58.6	61.0	64.2	67.5
14 Working life	8.5	1.1	1.1	1.1
15 Financial support for students	19.1	20.7	19.9	20.8
16 Education and academic research	33.3	40.9	42.0	44.0
17 Culture, media, religious organisations and leisure	7.8	8.1	8.4	8.7
18 Planning, housing provision, construction	10.4	8.7	8.8	8.7
19 Regional development	3.3	3.4	3.9	3.3
20 General environmental protection and nature conservation	2.2	2.9	2.8	3.3
21 Energy	2.0	2.3	1.9	2.1
22 Transport and communications	24.6	24.4	24.9	29.1
23 Agriculture, forestry, fisheries, etc	16.6	13.9	9.6	12.2
24 Industry and trade	3.3	3.5	3.3	3.7
25 General grants to local government	100.6	102.3	72.4	69.8
26 Interest on the central government debt, etc.	81.3	67.3	42.2	52.7
27 Contribution to the European Community	23.3	20.6	18.3	25.6
Reduction of appropriation balances	0.0	0.0	0.0	0.0
<b>Expenditure areas, total</b>	<b>722.0</b>	<b>725.3</b>	<b>703.5</b>	<b>740.7</b>
Adjustment to cash basis	-34.4	-46.3	-7.5	-3.3
National Debt Office lending, etc	28.8	50.3	12.1	10.3
<b>Total expenditure</b>	<b>716.4</b>	<b>729.3</b>	<b>708.1</b>	<b>747.8</b>

## AGENCY MANAGEMENT

Besides regulating both the powers and duties of the various national agencies and the budget process, as described above, the Government also takes decisions that affect the conditions under which agencies operate.

The basic policy instrument for each agency is a set of government instructions in the form of an ordinance. The Government may sometimes draft ordinances of other kinds in directing agency operations. Formally speaking, the work of Sweden's public authorities is governed by the annual appropriation directions, but it may also be guided by special government decisions or directives. The Government can further influence the way an agency operates by appointing a certain person to the post of director-general (or the equivalent). Neither the Government nor any individual minister, however, may seek to influence the way an agency deals with a specific matter.

Ministry officials produce the documentation on which government decisions are based and also analyse reports from the agencies, including annual reports. To a great extent, agency management involves an ongoing dialogue between the various agencies and the coordinating officers at the ministries.

## AGENCIES WITH APPROPRIATION DIRECTIONS

Normally, the Government directs the operations of the agencies from year to year by means of what are termed appropriation directions. These set out the goals of each agency's activities, the economic resources at its disposal and how the funds are to be divided between the different areas of operation. During a fiscal year, adjustments can be made to the appropriation directions via special government decisions (amendments). The table below shows the number of government agencies with appropriation directions and the number of appropriation directions and amendments in 2004. The latter are recorded in the Register of Appropriations, which can be read (in Swedish) on the Internet at [www.esv.se](http://www.esv.se)

### Agencies with appropriation directions

	Appropriation directions	Amendments to appropriation directions
Prime Minister's Office	5	6
Min/Justice	17	55
Min/Foreign Affairs	11	69
Min/Defence	12	54
Min/Social	16	43
Min/Finance	46	95
Min/Education	60	123
Min/Agriculture	16	45
Min/Culture	28	61
Min/Environment	12	35
Min/Industry	49	153
<b>Total Gov. Offices</b>	<b>272</b>	<b>739</b>

# Administrative business

The Government Offices are the highest administrative authority in Sweden. Prior to government decisions, officials prepare items of business such as appeals, exemptions and other cases in which physical or legal persons are parties, and matters relating to appropriations and grants, etc.

The table below shows the number of items of government business, both administrative business (which accounts for most items) and business in other principal areas of operation.

## Total number of items of government business

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	44	52	38	50	36	38
Min/Justice	2 250	1 524	1 766	1 831	1 681	1 675
Min/Foreign Affairs	1 528	751	730	749	873	821
Min/Defence	667	737	675	539	594	577
Min/Social	761	630	935	3 027	781	666
Min/Finance	1 184	762	819	577	791	785
Min/Education	717	619	686	614	537	446
Min/Agriculture	370	431	367	379	320	284
Min/Culture	418	645	662	418	383	352
Min/Environment	1 161	495	931	904	822	819
Min/Industry	2 591*	2 727*	1 398	1 433	1 116	1 152
<b>Total Gov. Offices</b>	<b>11 691</b>	<b>9 373</b>	<b>9 007</b>	<b>10 521</b>	<b>7 934</b>	<b>7 615</b>

\* The 1995 and 1997 figures for the Ministry of Industry, Employment and Communications include the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

The figures refer to the number of business registry entries listed at Cabinet meetings. Decisions may be made in several cases (i.e. several registration numbers) under the same agenda item.



## International affairs

With the growth of globalisation and the entry of Sweden into the EU, the Government Offices' work at international level has increased. All the ministries are involved in the task of preparing Swedish positions at meetings of international organisations, representing Sweden in international negotiations and incorporating the provisions of international agreements into Swedish policies. Other work at international level undertaken by the ministries includes coordinating and overseeing legal matters under the European Court of Justice, dealing with violations of international agreements, taking part in bilateral meetings with other member states, implementing support programmes on behalf of candidate countries, organising

information follow-ups and international conferences, and providing information about Sweden's international work to the Riksdag, etc.

In addition, the Ministry for Foreign Affairs extends consular support to Swedish citizens abroad via its diplomatic missions, and issues visas to foreign visitors. Swedish embassies report on political, economic and human rights developments in their countries of operation, promote Swedish economic interests there, and actively encourage foreign investment in Sweden. Where Sweden pursues development cooperation activities, the Swedish missions abroad work to ensure that these activities are as effective as possible.

## Swedish missions abroad

Below is a list of Sweden's 103 missions abroad in 2004. The missions are public authorities in their own right, but come under the jurisdiction of the Ministry for Foreign Affairs.

Abidjan	Brasilia	Gaborone	London	Paris	Tallinn
Abu Dhabi	Bratislava	Guatemala	Luanda	Peking	Teheran
Abuja	Brussels	Haag	Lusaka	Prague	Tel Aviv
Addis Abeba	Bucharest	Hanoi	Luxembourg	Pretoria	Tokyo
Algiers	Budapest	Harare	Madrid	Pyongyang	Vienna
Amman	Buenos Aires	Havana	Managua	Rabat	Vientiane
Ankara	Cairo	Helsinki	Manila	Reykjavik	Vilnius
Athens	Canberra	Islamabad	Maputo	Riga	Warsaw
Baghdad (currently unstaffed)	Colombo	Jakarta	Mexico City	Riyadh	Washington
	Copenhagen	Kampala	Moscow	Rome	Windhoek
Bangkok	Dakar	Kiev	Nairobi	Santiago de Chile	Zagreb
Belgrade	Damascus	Kinshasa	New Delhi	Sarajevo	
Berlin	Dar es Salaam	Kuala Lumpur	Nicosia	Seoul	
Berne	Dhaka	Lisbon	Oslo	Singapore	
Bogotá D.C.	Dublin	Ljubljana	Ottawa	Sofia	

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### Consulates

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Canton	Istanbul	Mariehamn
Gdansk	Jerusalem	New York
Hamburg	Kaliningrad	Shanghai
Hong Kong	Los Angeles	St Petersburg

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### Delegations

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Permanent Representation to the EU, Brussels  
Permanent Representation to the Council of Europe, Strasbourg  
Permanent Representation to the UN, New York  
Permanent Representation to the International Organisations in Geneva  
Permanent Representation to the OECD, Paris  
Permanent Representation to the OSCE, Vienna

### Officials stationed abroad

The Swedish missions abroad are staffed by the Government Offices and by some 1,000 local employees. The table below shows the number of staff from the Government Offices employed at Swedish missions abroad in December of each year.

	2003	2004
Prime Minister's Office	0	0
Min/Justice	5	5
Min/Foreign Affairs	543	577
Min/Defence	13	13
Min/Social	2	2
Min/Finance	9	9
Min/Education	2	2
Min/Agriculture	4	4
Min/Culture	5	5
Min/Environment	2	2
Min/Industry	8	8
Office/Admin.	3	2
<b>Total Gov. Offices</b>	<b>596</b>	<b>629</b>

### Swedish working groups in non-EU international bodies

	2003	2004
Min/Justice	75	83
Min/Foreign Affairs	300	371
Min/Defence	45	39
Min/Social	32	35
Min/Finance	67	46
Min/Education	55	46
Min/Agriculture	80	80
Min/Culture	14	15
Min/Environment	82	84
Min/Industry	131	77
<b>Total Gov. Offices</b>	<b>881</b>	<b>875</b>

*The statistics are based on data collected retroactively from each department/division. No figures are included for the Prime Minister's Office.*

## European Commission management committees

The EU's management committees assist the Commission and oversee the implementation of legislation adopted in the Union. They are also highly influential in the development of Commission proposals for new legislation and new actions in the EU. The table shows the number of EU management committees in which Swedish ministerial departments/divisions have participated.

	2003	2004
Min/Justice	9	14
Min/Foreign Affairs	31	38
Min/Defence	6	2
Min/Social	16	16
Min/Finance	26	22
Min/Education	15	13
Min/Agriculture	55	63
Min/Culture	3	2
Min/Environment	16	22
Min/Industry	48	30
<b>Total Gov. Offices</b>	<b>225</b>	<b>222</b>

*The statistics are based on data collected retroactively from each department/division. No figures are included for the Prime Minister's Office.*

## Background briefs

Background briefs contain a summary of European Commission proposals and the Swedish Government's views on them. The briefs are submitted to the Riksdag's Advisory Committee on EU Affairs and dealt with by the relevant parliamentary committee. Background briefs are published (in Swedish) on the parliamentary website at [www.riksdagen.se/debatt/faktapm/](http://www.riksdagen.se/debatt/faktapm/).

	2003	2004
Prime Minister's Office	0	0
Min/Justice	17	19
Min/Foreign Affairs	20	15
Min/Defence	0	1
Min/Social	3	0
Min/Finance	17	14
Min/Education	0	0
Min/Agriculture	23	13
Min/Culture	0	2
Min/Environment	10	14
Min/Industry	34	34
<b>Total Gov. Offices</b>	<b>124</b>	<b>112</b>

### Workdays in Council working parties

In the Council working parties, officials from the various member states deliberate on proposals from the European Commission. The proposals are then processed by Coreper before arriving on the agenda of ministerial Council meetings. Sweden is represented by its Permanent Representation in Brussels, which is a part of the Swedish Government Offices. The table shows the number of workdays during which each ministry participated in Council working party meetings.

	2003	2004
Min/Justice	313	250
Min/Foreign Affairs	841	815
Min/Defence	15	19
Min/Social	38	82
Min/Finance	459	284
Min/Education	85	93
Min/Agriculture	450	308
Min/Culture	27	20
Min/Environment	179	284
Min/Industry	380	288
<b>Total Gov. Offices</b>	<b>2 787</b>	<b>2 443</b>

*The statistics are based on data collected retroactively from each department/division. No figures are included for the Prime Minister's Office.*

### Working parties in other EU institutions

The following table shows the number of EU working parties in which Swedish ministries have participated in each year, over and above the Council working parties and the management committees.

	2003	2004
Min/Justice	32	37
Min/Foreign Affairs	33	32
Min/Defence	9	14
Min/Social	25	27
Min/Finance	81	78
Min/Education	45	39
Min/Agriculture	33	33
Min/Culture	0	0
Min/Environment	18	32
Min/Industry	76	70
<b>Total Gov. Offices</b>	<b>352</b>	<b>362</b>

*The statistics are based on data collected retroactively from each department/division. No figures are included for the Prime Minister's Office.*

# External communication

An important part of the Government Offices' operations is its communication with the surrounding world. This involves such activities as:

- replying to parliamentary questions and interpellations,
- composing ministerial speeches,
- answering queries from the general public,
- informing and consulting with the business sector, stakeholder organisations and the general public, or
- taking part in seminars and trade fairs, etc.

Below, some of these activities are described on the basis of certain statistical criteria.

## Replies to parliamentary interpellations

An interpellation is a written question put by a member of the Riksdag to a government minister. Such questions must relate to the minister's performance of his or her duties, and replies are to be delivered orally in parliament. In each case, the relevant ministry produces the basis for the minister's reply. The interpellations and the Government's replies are available (in Swedish) at [www.riksdagen.se/debatt/](http://www.riksdagen.se/debatt/).

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	7	3	1	3	14	8
Min/Justice	11	25	39	51	65	76
Min/Foreign Affairs	22	45	30	28	61	78
Min/Defence	1	12	12	3	12	14
Min/Social	18	50	56	29	62	76
Min/Finance	18	29	47	36	74	93
Min/Education	9	25	36	39	62	61
Min/Agriculture	16	22	19	5	16	19
Min/Culture	6	13	14	10	16	15
Min/Environment	10	26	25	9	15	18
Min/Industry	36 *	100 *	97	71	89	84
<b>Total Gov. Offices</b>	<b>154</b>	<b>350</b>	<b>376</b>	<b>284</b>	<b>486</b>	<b>542</b>

\* The 1995 and 1997 figures for the Ministry of Industry, Employment and Communications include the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

## Replies to parliamentary questions

This refers to question and answer sessions of a more general nature that do not relate to ministers' performance of their duties. At these sessions, members of the Riksdag can put questions to government ministers about their respective policy areas. Such questions are answered directly. Members can also put questions in writing and receive a written reply. The number of written replies to parliamentary questions is shown below. Parliamentary questions and the Government's replies are published (in Swedish) at [www.riksdagen.se/debatt/](http://www.riksdagen.se/debatt/).

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	28	5	7	5	16	21
Min/Justice	64	76	104	169	223	261
Min/Foreign Affairs	54	111	141	176	254	359
Min/Defence	22	34	54	47	45	67
Min/Social	68	122	164	184	213	190
Min/Finance	58	73	107	132	138	145
Min/Education	46	59	85	98	123	190
Min/Agriculture	47	41	77	74	73	88
Min/Culture	18	33	50	53	55	52
Min/Environment	52	69	76	78	57	71
Min/Industry	160*	300*	239	244	245	305
<b>Total Gov. Offices</b>	<b>617</b>	<b>923</b>	<b>1 104</b>	<b>1 260</b>	<b>1 442</b>	<b>1 749</b>

\* The 1995 and 1997 figures for the Ministry of Industry, Employment and Communications include the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

## Correspondence

Each year, the Government Offices receive a large number of letters from private individuals. Some of these concern requests and representations of various kinds, such as appeals and applications. Letters from private individuals containing questions or proposals directed to the Government are normally answered by correspondence. The table shows the number of replies dispatched by each ministry over the past two years.

	2003	2004
Prime Minister's Office	4 980	4 062
Min/Justice	3 292	4 034
Min/Foreign Affairs	1 056	1 091
Min/Defence	521	612
Min/Social	4 740	3 792
Min/Finance	3 256	2 540
Min/Education	1 697	2 321
Min/Agriculture	779	930
Min/Culture	587	691
Min/Industry	2 265	2 560
Min/Environment	721	800
Office/Admin.	134	49
<b>Total Gov. Offices</b>	<b>24 028</b>	<b>23 482</b>

# Internal support and development

The table below shows the internal organisation of the Government Offices on the basis of certain statistical criteria.

## Employment per staff category

This refers to the number of staff calculated as employees, including committees and staff stationed abroad, in service for the whole or part of the month of December each year. Leave of absence and sickness absence on a full-time basis have been deducted. Holiday leave is not deducted.

	1995	1997	1999	2001	2003	2004
Heads of administrative units	388	428	430	442	413	390
Executive officers	1 444	1 735	1 899	2 096	2 348	2 474
Advisers/specialists	577	620	605	544	580	585
Political appointees	160	152	155	166	184	182
Permanent administrative staff	1 201	1 214	1 131	1 085	1 023	990
<b>Total Gov Offices</b>	<b>3 770</b>	<b>4 149</b>	<b>4 220</b>	<b>4 333</b>	<b>4 548</b>	<b>4 621</b>
Calculated as total work input	3 660	4 055	4 119	4 249	4 457	4 490

*The **heads of administrative units** category refers to those employed under the Government Offices' senior officials agreement, excluding state secretaries.*

*Deputy department heads and section heads (primarily at the Ministry for Foreign Affairs and the Office for Administrative Affairs) do not fall under this agreement but are included here under **executive officers**.*

*The **advisers/specialists** category refers to those employed under the Government Offices' specialist agreement. They are mainly committee and inquiry staff, legal and special advisers, etc, employed for a fixed term.*

*The **political appointees** category refers to government ministers, state secretaries, political advisers and others employed under the Government Offices' agreement on politically appointed staff.*

As the table shows, the number of heads of administrative units, advisers/specialists and political appointees in service has remained largely unchanged since 1995, except for the addition in 2003 of 20 or so political advisers from the parliamentary parties with which the Government cooperates.

The number of executive officers has increased as the Government Offices has continued its transition from a relatively static administrative organisation to a more flexible one. Ministerial work has become increasingly complicated, not least as a result of growing internationalisation.

At the same time, administration at the Government Offices has been streamlined. The proportion of permanent administrative staff has fallen from 32 per cent in 1995 to 21 per cent in 2004.

The change in the total number of employees in service in 2003 and 2004 is mainly due to an increase in the number of committee and inquiry staff and staff stationed abroad.

*The **permanent administrative staff** category refers to administrative officers, assistants and service staff, etc.*

*Total **work input** is calculated on the basis of the total number of hours worked by all employees (full or part-time) in December. Other deducted time off includes part-time parental leave, part-time sickness absence (sickness absence is deducted as from 2004), part-time retirement leave and part-time leave of absence for the performance of other work outside the Government Offices or for studies in December as a whole.*



## Employees per ministry

The table shows the number of employees per ministry in December each year, including committee/inquiry staff and staff stationed abroad.

	1995	1997	1999	2001	2003	2004
Prime Minister's Office	49	57	51	57	58	57
Min/Justice	192	210	261	341	327	340
Min/Foreign Affairs	1 443	1 544	1 630	1 502	1 530	1 520
Min/Defence	128	125	126	136	144	159
Min/Social	204	226	236	217	267	286
Min/Finance	384	398	414	416	473	457
Min/Education	168	198	192	211	220	218
Min/Agriculture	106	122	122	134	154	163
Min/Culture	70	99	150	93	84	101
Min/Environment	166	166	191	175	182	194
Min/Industry	542*	610*	378	462	474	484
Office/Admin.	318	394	469	589	591	604

\* The 1995 and 1997 figures for the Ministry of Industry, Employment and Communications include the figures for the Ministry of Communications, the Ministry of Labour and the Ministry of the Interior, all of which were incorporated into the Ministry of Industry, Employment and Communications in 1999. Parts of the defunct ministries' operations, however, were transferred to other ministries.

In connection with government reshuffles and other organisational changes, certain responsibilities and business categories are sometimes redistributed among the ministries, which means that comparisons over years require a degree of caution. An example of this is the fact that the Office for Administrative Affairs has successively taken over administrative staff and tasks from the ministries, such as cleaning, office services, library duties and ICT services.

## PARENTAL LEAVE AND TEMPORARY CARE OF CHILDREN

At the Government Offices, most parental leave and leave for the care of a sick child is claimed by women, which is partly due to the fact that they make up 58 per cent of the staff. The table below shows the proportion of these two types of leave claimed by men, adjusted to reflect the fact that they comprise 42 per cent of the staff. The corresponding percentage in the country as a whole is included for reference.

### Men's share of leave, adjusted for the proportion of male employees

	Parental leave*	Care of sick child
Government Offices	30.1 %	38.4 %
Whole country	20.1 %	35.8 %

\*Including guaranteed days of leave and leave reserved for fathers in connection with a birth.

## EQUAL PAY

Every year, an action plan for equal pay is drawn up at the Government Offices. It is based on a wage survey that compares women's and men's pay, both within groups of employees performing largely the same tasks and within groups dominated by one sex or the other but performing tasks judged to be largely of equal value. Thus the survey reveals statistical pay differentials. In connection with local salary reviews, the ministries then decide whether there are objective grounds for the differences in pay. The follow-ups to the salary review outcomes in 2003 and 2004 show that pay differentials have diminished in the groups designated in the survey.

The survey for 2004 identified 56 groups in which both women and men performed duties that were either similar or largely similar. Subsequent analysis showed that the pay development of women in six of the groups and men in five of the groups should be taken into special consideration.

## GOVERNMENT OFFICES EXPENDITURE

The activities of the Government Offices, excluding transfers, are largely financed via the appropriation for administrative operations. In addition, special activities and services are financed via targeted appropriations. The tables below show how the Government Offices' administrative costs are distributed. A more detailed account of the Government Offices' finances is available in the 'Annual Report of the Government Offices 2004' (Swedish only)

### Expenditure per ministry, SEK millions

	1999	2001	2003	2004
Prime Minister's Office	46	55	64	63
Min/Justice	182	257	243	263
Min/Foreign Affairs	1 929	2 279	1 906	1 977
Min/Defence	88	131	133	139
Min/Social	188	180	209	210
Min/Finance	274	304	392	377
Min/Education	113	134	150	159
Min/Agriculture	100	138	128	130
Min/Culture	90	71	74	82
Min/Environment	108	126	134	134
Min/Industry	262	330	322	350
Office/Admin.	302	435	515	526
Joint*	554	666	763	721
<b>Total Gov. Offices</b>	<b>4 238</b>	<b>5 108</b>	<b>5 033</b>	<b>5 133</b>

*\*The figures in the 'Joint' category refer to the Government Offices' rental costs and certain other shared costs.*

The appropriation for the Government Offices' administrative operations in 2004 was SEK 5,341 million, incl. budget reductions. This means that the outgoing appropriation savings increased by SEK 208 million over the year.

## Expenditure per cost category, SEK millions

	2000	2001	2002	2003	2004
Salaries, emoluments and other staff costs	2 578	2 836	2 934	3 188	3 218
Courses, training and conferences	54	184	51	43	63
Travel and allowances	281	326	247	245	272
Consultants and other external services, advertising	322	325	232	252	285
ICT, incl. licences	65	66	72	64	60
Telephony, data communication, postage	106	118	115	108	98
Furniture, fittings and other equipment	46	87	30	35	31
Office stationery and disposable materials, books, etc	67	56	48	48	53
Printing and copying, bookbinding	37	42	39	37	40
Security and surveillance	26	36	25	26	28
Premises in Sweden and abroad, incl. cleaning and maintenance	1 003	1 011	1 060	1 084	1 072
Other costs, incl. interest and amortisation payments	349	443	344	287	274
Revenue*	-372	-424	-394	-384	-362
<b>Total</b>	<b>4 563</b>	<b>5 108</b>	<b>4 803</b>	<b>5 033</b>	<b>5 133</b>

\* About half of Government Offices revenue comprises invoiced expenses. Other revenue derives from the renting out of premises, EU grants and subsidies, and interest, etc.



# How to contact the Swedish Government and the Government Offices

## POSTAL ADDRESS

(except the Ministry for Foreign Affairs)  
103 33 Stockholm

## Ministry for Foreign Affairs

103 39 Stockholm

## TELEPHONE

Switchboard: +46 (0)8 405 10 00

## VISITORS' ADDRESS, E-MAIL AND FAX

### Prime Minister's Office

Visitors' address: Rosenbad 4  
registrator@primeminister.ministry.se  
Fax: +46 (0)8 723 11 71

### Ministry of Justice

Visitors' address: Rosenbad 4  
registrator@justice.ministry.se  
Fax: +46 (0)8 20 27 34

### Ministry for Foreign Affairs

Visitors' address: Gustav Adolfs Torg 1  
Fredsgatan 6  
Malm Morgsgatan 3  
Vasagatan 8–10  
Stora Nygatan 2b  
registrator@foreign.ministry.se  
Fax: +46 (0)8 723 11 76

### Ministry of Defence

Visitors' address: Jakobsgatan 9  
registrator@defence.ministry.se  
Fax: +46 (0)8 723 11 89

### Ministry of Health and Social Affairs

Visitors' address: Fredsgatan 8  
registrator@social.ministry.se  
Fax: +46 (0)8 723 11 91

### Ministry of Finance

Visitors' address: Drottninggatan 21  
registrator@finance.ministry.se  
Fax: +46 (0)8 21 73 86

### Ministry of Education, Research and Culture

Visitors' address: Drottninggatan 16  
registrator@educult.ministry.se  
Fax: +46 (0)8 723 11 92

### Ministry of Agriculture, Food and Consumer Affairs

Visitors' address: Fredsgatan 8  
registrator@agriculture.ministry.se  
Fax: +46 (0)8 20 64 96

### Ministry of Sustainable Development

Visitors' address: Tegelbacken 2  
registrator@sustainable.ministry.se  
Fax: +46 (0)8 24 16 29

### Ministry of Industry, Employment and Communications

Visitors' address: Jakobsgatan 26  
registrator@industry.ministry.se  
Fax: +46 (0)8 411 36 16

### Office for Administrative Affairs

Visitors' address: Fredsgatan 8  
registrator@adm.ministry.se  
Fax: +46 (0)8 24 46 31

## ENQUIRIES

### General enquiries

about the Government and the Government Offices should be addressed to the Swedish Government Offices Information Department.  
Switchboard: +46 (0)8 405 10 00  
Fax: +46 (0)8 405 42 95

### Enquiries about specific issues

should be addressed to the relevant ministry.  
Switchboard: +46 (0)8 405 10 00

## GOVERNMENT OFFICES INFORMATION SHOP

You will find information material, exhibitions and souvenirs in the shop. Visitors' address: Drottninggatan 5. Opening hours: Monday to Thursday 11.00–17.00, Friday 11.00–16.30.

## WWW.REGERINGEN.SE AND WWW.SWEDEN.GOV.SE

On the Government website you will find information and publications about the work of the Government, Swedish legislation, Swedish Government Official Reports (SOU) and Government bills. There is also a theme site for schools (in Swedish only). You can follow webcasts from press conferences at Rosenbad and subscribe to press releases, speeches and articles.

## RECORDS CENTRE

Everyone has the right to examine official documents received or drawn up by the Government Offices, provided the documents are not classified. Visit the Records Centre at Fredsgatan 8.  
Opening hours: weekdays 09.00–16.00.

## HOW TO ORDER PRINTED MATERIAL

You should contact the relevant publisher, depending on the material you wish to order and the year it was printed. Please note that most material is available in Swedish only.

*Government bills, written communications and committee terms of reference*, Unit for the Parliamentary Printing.

*Ministry Publications Series (Ds) and Swedish Government Official Reports (SOU)*, Fritzes. (Documents published in 1999 should be ordered from Thomson Fakta).

### Swedish Code of Statutes (SFS)

Until 1996: Fritzes  
From 1997: Thomson Fakta

Details for telephone and e-mail orders:  
Unit for the Parliamentary Printing,  
tel: +46 (0)8 786 58 10  
ordermottagningen@riksdagen.se

Fritzes, tel: +46 (0)8 690 91 90  
kundservice@nj.se  
Thomson Fakta,  
tel: +46 (0)8 587 670 00  
thomsonfakta.order@thomson.com

## USEFUL WEBSITES

[www.sweden.se](http://www.sweden.se) is the official gateway to Sweden.

[www.lagrummet.se](http://www.lagrummet.se) is the portal that provides access to the public legal information system including Swedish laws, ordinances and case-law (in Swedish only).

# Web guide

*www.sweden.gov.se is the English-language version of the Government and Government Offices website.*

**The Government and the Government Offices**  
Access current information on government proposals, initiatives and activities at the Government Offices.

**Contact information**  
Find out how to contact the ministries, when they are open and how to get there.

**Publications**  
Search for and download information materials.

**How Sweden is governed**  
Find out how the decision-making process works.

## Press

Visit the press section for press releases, information about conferences, and press photo archives, etc.



## Subject areas

Get detailed information about the various policy areas.

## Shortcuts

Go directly to the minister or ministry you are looking for.



## Swedish Government Offices Yearbook 2004

This yearbook describes the work of the Government Offices of Sweden in 2004. The Government Offices constitute a public authority in their own right and include the Prime Minister's Office, the various ministries and a joint administrative office.

The yearbook also contains statistical tables, a summary of Government decisions taken during the year, a presentation of the Cabinet line-up and details of the Government Offices' staff and finances.

The book will, it is hoped, answer some of your questions about the Government Offices. Further information is available from the Government website: [www.sweden.gov.se](http://www.sweden.gov.se). You are also welcome to visit the Government Offices Information Centre at Drottninggatan 5 in Stockholm.

# REGERIN



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