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UD2024/**Ministry for Foreign Affairs**

Strategy for international civilian crisis management and peace promotion 2024–2028

1. Starting points and added value

Sweden's strategy for civilian crisis management and peace promotion is a part of the governance of Sweden's collective development, foreign and security policy. The strategy will contribute to strengthening the multilateral organisations' capability to prevent, predict, manage and resolve crises and conflicts and help promote sustainable peace, security, democracy and increased respect for human rights and freedoms and the rule of law. Sweden's engagement within the area of civilian crisis management is an important contribution towards upholding and strengthening the international rules-based order where principles of international law are followed. International peace and security are best built in collaboration.

Sweden contributes effectively to international civilian crisis management and peace promotion through the expertise and number of seconded staff, as well as through contributions to policy and methodology development. Sweden can contribute with knowledge of and experience from civilian crisis management and peace promotion as an important tool for managing conflicts and promoting peace, democracy and stability. With this strategy, Sweden will continue to be a leading actor in these areas.

The foreign and security policy objectives are important considerations for Sweden's actions in international civilian crisis management and peace promotion, alongside the objectives of Sweden's international development assistance. Strengthening partner countries' capacity to manage cross-border security threats also strengthens our national security.

2. Direction and objectives of Swedish development assistance

The objective of Sweden's international development assistance is to create conditions that help improve the lives of people living in poverty and oppression.

The strategy's objectives are based on Sweden's added value as an actor in international civilian crisis management and peace promotion activities and on lessons learned from delivering good results in different operational areas. By demonstrating broad engagement, not least in EU civilian CSDP missions, Sweden creates better conditions to steer missions in a direction that is important for Sweden.

The strategy applies during the period 2024–2028. The strategy guides the use of funds allocated under appropriation 1:1 Development assistance, item 12, 14, 20, 41, 42, 43 and 44 International civilian crisis management. The appropriation items are allocated by the Swedish Police Authority, the Swedish Prison and Probation Service, the Swedish National Courts Administration, the Swedish Civil Contingencies Agency, the Swedish Prosecution Authority, the Folke Bernadotte Academy and the Swedish Psychological Defence Agency. Activities are conducted in accordance with the conditions set out for the relevant government agencies' appropriation items in the appropriation directions for international civilian crisis management.

The funds will only be used in accordance with the OECD's Development Assistance Committee (DAC) directives for what can be classified as official development assistance. Each respective government agency will compile and report statistics to the Swedish International Development Cooperation Agency (Sida) in accordance with DAC directives.

Activities will contribute to the following objectives:

- Strengthened operational results in the implementation of civilian crisis management and peace-promoting initiatives through secondments of qualified Swedish staff.
- Strengthened institutional capacity of international actors in civilian crisis management and peace promotion to plan and implement missions efficiently and appropriately, and to conduct methodology

and policy development in the area of civilian crisis management and peace promotion.

All government agencies covered by the strategy are to contribute to achieving both objectives.

3. Context and Sweden's foreign policy priorities

Security challenges around the world are increasing and becoming more complex and unpredictable, while respect for the fundamental principles of the rules-based international order and multilateral solutions are being challenged.

Europe and Sweden are in the most serious security crisis of modern times. Russia presents a grave and direct threat to the security of Sweden and Europe. Russia's full-scale invasion of Ukraine and its implications for European and international security are far-reaching and likely to persist for a long time.

The security situation in Europe's neighbourhood – an area that stretches from North Africa and the Sahel via the Levant and the Western Balkans to Eastern Europe and the Southern Caucasus – as well as in the wider world beyond our neighbourhood, is also characterised by democratic backsliding, disintegrating, failing and conflict-affected states, terrorism and organised crime that includes the smuggling of people, weapons and narcotics.

The global security situation, including increased cross-border threats, risks undermining vital security interests in various ways and calls for concerted and strong multilateral action to enhance security and peace. International civilian crisis management and peace-promoting activities are important tools to prevent and manage security threats and crises that characterise our world, by counteracting conflict and promoting peace, stability, democracy and transparent and efficient societal systems, and strengthening the resilience of partner countries. Civilian crisis management also aims to build up partner countries' capacity to combat terrorism and organised transnational crime, resist hybrid threats and manage explosive remnants of war, and to reduce corruption and strengthen the rule of law and accountability. To monitor, prevent and mitigate conflict in border areas, along standstill lines or in frozen conflicts is another essential task. Partner countries with governments that demonstrate support for the rules-based

international order and that cooperate towards common goals are a particular priority for support.

4. Activities

Secondment activities

Swedish support for civilian missions in international crisis management and peace promotion will consist primarily of contributing staff from Swedish government agencies to various missions. Missions to which agencies will second staff will be primarily set up by multilateral organisations, in particular the European Union (EU) but also the United Nations (UN), and where especially justified, the Organization for Security and Co-operation in Europe (OSCE). Government agencies may also second staff to NATO field missions, if this is in accordance with the OECD-DAC regulations for what constitutes assistance.

The government agencies are responsible for recruitment, nomination, training and, when applicable, employment of qualified personnel for service in the international organisations' missions. The government agencies must do this within the scope of their professions, areas of expertise and duties. Priority will be given to staff in management positions, advisory positions, educational functions, core functions and other central and strategic positions. Positions aimed at carrying out core tasks of the missions have a high priority. Support functions will be prioritised according to the mission's needs. In order to strengthen the impact of the Swedish personnel contribution, government agencies can, at the request of international organisations or the civilian crisis management missions, assist the missions or the partner countries with equipment to a limited extent.

Sweden's contributions should correspond to the need for various staff categories in the relevant mission and will contribute to achieving the mission's objectives. Given the government agencies' different expertise and the missions varied mandates, it is often necessary for several agencies within their professions, competencies and tasks to contribute to the same mission. The contributions should enable Sweden's expertise to be used effectively and, within the limits of the missions' mandate, to influence the missions' direction and implementation, including through the transfer of Swedish knowledge and the approach that characterises effective public administration based on the rule of law.

Government agencies' seconded personnel will work within the framework of the missions' set mandates and under the leadership and governance of the organisations. Government agencies will provide support to their personnel during ongoing missions. Government agencies must ensure, based on their areas of responsibility, that personnel are properly trained for their duties. The government agencies may conduct training activities for personnel outside of their organisation, such as personnel from other countries taking part in EU, UN or OSCE missions. Where appropriate and cost-effective, the government agencies should conduct joint training.

More and more civilian crisis management and peace promotion missions are designed to be flexible and scalable, with the aim to respond to the changing needs of partner countries and adapt to swiftly changing contexts. Government agencies will follow this development and, where possible, deploy personnel and initiate the development of shorter, flexible or scalable missions, such as through specialised or mobile teams or short-term visiting experts. When appropriate/cost-effective, government agencies should cooperate to offer crisis management missions a joint proposal with collective expertise.

Cyber and hybrid threats are growing in scope and significance. Within civilian crisis management, there is an increased need to address these threats. Government agencies will therefore pay particular attention to, and develop capabilities in, the areas of cybersecurity and hybrid threats, to meet the needs of the missions' own security and to implement the missions' mandates vis-à-vis partner countries, especially in the neighbourhood.

Capacity-enhancing activities

The Swedish support for civilian missions in international crisis management and peace promotion will also consist of support to the internal capacity of the organisations launching such missions to conduct civilian crisis management and peace promotion activities, as well as policy and doctrine development. This will mainly be done through secondments to the headquarters of each organisation. Other capacity-building activities are also important, such as targeted and relevant training programmes, including pre-deployment training, advising, and interventions or international collaboration in this field in support of peace promotion, security promotion and conflict prevention activities. These activities may be directed towards civilian crisis management organisations, partner countries or other countries

that deploy personnel abroad. The activities will be carried out in accordance with the Government's priorities.

Based on their capacity as a deployment organisation and their expertise in civilian crisis management, government agencies will also contribute toward methodological and policy development, both within the framework of the implementation of the EU Civilian Common Security and Defence Policy (CSDP) Compact and in UN peace-building activities, as well as in other relevant activities in international forums, in part to the Government offices' work in this area.

Strengthening the link between internal and external security

While cross-border threats are on the rise, the effects of conflicts and failing states are increasingly affecting our national security. The line between internal and external security is becoming blurred. The link between the Government's policies for national and international security is becoming increasingly important. Law enforcement expertise for civilian crisis management missions is becoming increasingly important, given the missions' efforts to strengthen the civilian capacity of partner countries to combat national and cross-border security challenges such as organised crime, hybrid threats and irregular migration, as well as to combat impunity and increase accountability. Government agencies should work to meet the missions' needs for a clear and coherent justice chain perspective (police, prosecution, judiciary, penitentiary and probations), meaning that the missions contribute to the legal process and all the government agencies involved in it, from investigation to enforcement. Enhanced collaboration between justice and home affairs actors, e.g., law enforcement agencies and EU civilian CSDP actors, is a commitment of the Strategic Compass for Security and Defence and the EU Civilian CSDP Compact.

Government agencies' contributions to civilian crisis management missions will fulfil the objectives of international development assistance, while potentially contributing to important repatriation effects.

Other priorities

The EU is Sweden's most important foreign policy platform. Government agencies will focus on conducting activities in EU civilian CSDP missions in the EU neighbourhood (the EU's eastern and southern neighbourhoods). Government agencies can also second staff to EU civilian CSDP missions in

countries outside the EU neighbourhood to strengthen the EU as a global security actor. Implementation of the EU Civilian CSDP Compact is key for strengthening EU civilian CSDP. The agencies will actively contribute to the implementation of the Compact through their activities, including by contributing to the realisation of the national implementation plan.

It is in Sweden's interest to be an active, responsible and credible NATO member. Through secondments, government agencies can support NATO activities that are considered as development assistance according to OECD-DAC directives.

Government agencies can also second personnel to the UN and, where particularly justified, to the OSCE. Participation in UN missions enables Swedish presence and Swedish engagement in countries whose security challenges have a global impact, including major consequences for Sweden and the EU through for example terrorism, organised crime and irregular migration. Participation in OSCE missions helps create conditions for long-term security in Europe, especially through the OSCE's field presence in Europe, the Western Balkans and Central Asia.

An overarching Swedish priority is that all activities will be conducted with a gender equality perspective integrated into the planning, implementation and evaluation of missions. Sweden also prioritises an increased proportion of women participating in missions, and that missions are conducted on the basis of human rights and freedoms. Government agencies will also contribute to the implementation of the Swedish National Action Plan for UN Security Council Resolution 1325 on women, peace and security. In addition, the environment, climate and security constitute important perspectives, given that environmental degradation and climate change increase the risk of conflict.

Inter-agency collaboration

In order to ensure a cohesive and qualitative Swedish contribution to international civilian crisis management, close collaboration between government agencies will take place in the Council for International Peace Promotion and its sub-groups, in accordance with Government decision (UF2013/52812) on collaboration between government agencies in international peace promotion activities. This collaboration will take place prior to the nomination of management positions, and for the exchange of information and experiences. Government agencies will also keep a close

dialogue with the Government Offices (Ministry of Justice, Ministry of Defence and Ministry for Foreign Affairs). Collaboration between government agencies will also help strengthen a coherent justice chain perspective (police, prosecution, judiciary, penitentiary and probations).

Follow-up and knowledge management

Government agencies will contribute to developing effective transfer of knowledge from the activities to the Government and internally within government agencies. The feedback will be actively used for policy and methodology development in the international organisations and within the respective government agency's task to develop Sweden's domestic capacity and in international peace-promoting work. Government agencies will ensure that international duty is valued in internal career development, for example in appointments to management positions.

Government agencies will carry out, monitor and report on activities in accordance with the Government's Guidelines for Swedish development cooperation and humanitarian assistance strategies. The annual strategy report will include an account, analysis and assessment of the results of the activities in relation to the stated objectives.