Appendix to Government Decision of 17/12/2019

(UD2019/19501/ES)

Strategy for international civilian crisis management and peace support 2020–2023

**1. Strategic direction**

Sweden’s participation in international crisis management and peace support contributes to upholding and strengthening the rules-based global order and is a priority of Sweden’s national security strategy (SB2017/00106–1). The basic premise of Sweden’s engagement is that security is best built through collaboration and partnership with others. In this context, the EU is our most important foreign and security policy arena, and the EU Global Strategy guides our approach in this area. This is even more important in a time of increasing cross-border threats and interconnection between internal and external security. In this context, implementation of the EU Civilian Common Security and Defence Policy (CSDP) Compact becomes especially important during the strategy period. Sweden also chairs the OSCE in 2021. Our national and common security are advanced by crisis management and peace support operations that contribute to increased security, the rule of law, democratic values and respect for human rights in the countries of operation.

The objective of Sweden’s international development cooperation is to create opportunities for people living in poverty and oppression to improve their living conditions. Development cooperation is based on the principles of aid and development effectiveness, and the new international agreements reached by the international community in 2015.[1](#_bookmark0)

The purpose of the strategy for international civilian crisis management and peace support is to contribute to preventing, managing and resolving crises and conflicts, and to contribute to building sustainable peace and security.

1 The development agenda comprises the 2030 Agenda including its 17 Sustainable Development Goals and 169 targets, the outcome document of the Third International Conference on Financing for Development (FfD) (Addis Ababa Action Agenda) and the Paris Agreement.

The strategy will apply in 2020–2023 and will be financed primarily through development cooperation, expenditure area 7, International development cooperation, in accordance with terms for appropriations items in the appropriation directions for relevant government agencies and authorities regarding international civilian crisis management, appropriation 1:1 Development assistance, appropriation items 12, 20, 41, 42, 43 and 44.

This strategy takes into account the conclusions and priorities set out in the Government’s policy framework for Swedish development cooperation and humanitarian assistance (2016/17:60) and the Government communication on Sweden’s overall policy for international civilian and military crisis management (2016/17:196). The relevant goals of the 2030 Agenda and Sweden’s national security strategy are key premises.

Activities will contribute to the following objectives:

# Achieving global multilateral capacity to act quickly and purposefully in civilian crisis management and peace support, and develop Swedish civilian participation in the partnerships and organisations engaged in crisis management and peace support operations

1. Strengthened capacity of central organisations for crisis management and peace support to contribute to human security, the rule of law and democratic principles, gender equality and respect for human rights.
2. Enhanced capability of central organisations for civilian crisis management and peace support to prevent, manage and resolve crises and conflicts and, by extension, build sustainable peace and security.
3. Support and contribute to international civilian crisis management and peace support within the framework of the mission and mandate.
4. Enhanced knowledge about the role and synergies of civilian crisis management and peace support operations in conflict- and crisis situations.
5. Draw on experiences from and, as far as possible, contribute to strengthening, collaborations between relevant international organisations – especially the EU and the UN.
6. Strengthen Sweden’s civilian crisis management and peace support capability, including effective preparedness, collaboration and the provision of qualified personnel.
7. Strengthened gender mainstreaming and increased gender equality in international civilian crisis management and peace support.

## Context

The increasingly complex security policy challenges in fragile and conflict-affected countries require a comprehensive approach in which civilian crisis management and peace support operations play an important role.

Today’s interconnected and complex crises place higher demands on the international community. The number of armed conflicts in the world is rising and, at the same time, extreme poverty is increasingly concentrated in conflict-affected and fragile states. The majority of humanitarian emergencies occur in these states, which are also especially vulnerable to global challenges related to refugee and migration flows, climate change, environmental degradation, radicalisation, terrorism, organised crime, economic crises, etc. These countries also have weaker prospects of achieving inclusive and sustainable development, because they are often marked by instability, weak institutions and a lack of trust between the state and civilian population. Patterns of conflict highlight the linkages between security, development and respect for human rights, and underscore the fact that both state security and human security are now more global than ever. This in turn highlights the importance of global security engagement.

As challenges around the world continue to rise, international crisis management and peace support capabilities must be strengthened. Their primary purpose is to promote security and the rule of law, and to build sustainable peace, which are essential for protecting the civilian population, ensuring that women and men, boys and girls enjoy human rights, and promoting structures that facilitate long-term reconstruction, trust, law enforcement institutions, accountability and democracy. The entire conflict cycle needs to be considered and the civilian instruments for crisis management and peace support must therefore be strengthened. The link between the internal and external security of states must be considered. There is a risk of organised crime and terrorism being exported to neighbouring areas, which means that activities to promote the rule of law and prevent crime in conflict areas benefit the affected state, neighbouring countries and the international community, including Sweden. It is important that root causes of poverty and common security challenges can be addressed.

Our engagement in crisis management and peace support is a way to stand up for and defend human rights, democracy and the rule of law, which permeate all of Swedish foreign policy. One of the Government’s top priorities for the electoral period is to promote democracy through the ‘Drive for Democracy’. Support to civilian crisis management and peace support are an important part of this initiative. By maintaining a strong profile in international initiatives, Sweden can contribute to strengthening democratic processes and institutions, and safeguard and defend the rule of law. An international legal order based on human rights, democracy and the rule of law must be defended at all times. This essentially involves defending universal norms and values, such as human rights, democracy, gender equality and human dignity. Sweden will contribute to achieving the goals that each organisation has set for each mission or operation in which Sweden takes part. Development, foreign and security policy assessments and priorities govern Sweden’s participation in civilian crisis management and peace support operations. Consideration will also be given to justice policy, not least in light of the rule of law and its principles as well-established and key elements of security policy. The various policy areas will be integrated and mutually reinforcing in international crisis management and peace support operations.

We know from experience that influence and impact depend on how great our engagement in the specific mission or operation is, on whether Sweden holds strategic positions or key functions and carries out training activities, and how extensive other support is in the country or region. By demonstrating broad engagement, not least in EU civilian crisis management operations, Sweden creates better conditions to influence operations in a direction that is important for Sweden. High quality and the right expertise are important if Sweden’s contributions are to make a difference and contribute to development on the ground in the countries in which we work. To be able to address the world’s changing support needs, depending on the conflict situation, a breadth of qualitative expertise is also needed among personnel deployed by government agencies and authorities. It is also important to ensure that the experiences Sweden gains from operations in an international organisation can be used, when relevant, in ongoing work in other international organisations in areas such as knowledge sharing and methodology development.

## Activities

Overall governance of activity implementation and follow-up is set out in the Government’s guidelines for Swedish development cooperation and humanitarian assistance strategies (UD2017/21053/IU). Activities are conducted according to conditions for items in appropriation directions for relevant government agencies and authorities concerning international civilian crisis management.

# Description – delineation and division of responsibilities

Swedish support to international civilian crisis management and peace support will primarily consist of personnel contributions from Swedish government agencies and authorities to operations conducted by multilateral organisations, such as the EU, the UN and the OSCE. The Government decides on the direction of Sweden’s participation. Sweden’s deployed personnel work within the framework of the operations’ set mandate and under the leadership and governance of the organisations.

The government agencies and authorities are responsible for recruitment, nomination, training and, when applicable, employment of qualified personnel for service in the international organisations’ operations. They do this within the scope of their professions, expertise and duties. Staff for managerial positions, core functions, training programmes and other key positions are prioritised. Support functions are prioritised, when applicable, based on the operations pressing needs. The government agencies and authorities will also support staff during ongoing operations and contribute to developing effective experience transfer to their own organisations and the Government Offices. They will contribute direct support to the international organisations’ operational capability and to policy and doctrine development.

It is in the nature of international operations and missions that external developments cannot be predicted in detail. When operational conditions change, a flexible and appropriate approach is important for purposes such as rapidly reallocating resources. To better respond to the needs of these multilateral organisations, not least in early interventions in complex environments, the government agencies and authorities need to work together, where appropriate, within the limits of available resources and expertise, to contribute to achieving the operation’s objective.

# Traction for Swedish priorities

The Government has the primary responsibility for contributing to policy, doctrine and mandate development for international missions and operations. Sweden influences the mandate and design of missions and operations through negotiations in committees and working groups in which it is represented as a Member State. In organisations such as the UN, where opportunities to exert influence outside of the Security Council are limited, Sweden works, as far as possible, to ensure that mandates and objectives of the missions and operations we contribute to are as clear as possible and reflect Swedish priorities, and that this is also reflected in policy development. Consideration must be given to the often complex, changing and challenging environments in which the missions and operations take place.

The government agencies and authorities will contribute their expertise to this work by providing documentation to the Government Offices and taking part in working groups, seminars and international networks in consultation with the Government Offices. They will also take part in the development of the international missions and operations by making staff available to the organisations’ headquarters and planning and budget departments.

# Strengthening the international organisations’ capacity for civilian crisis management and peace support, and the Civilian CSDP Compact

The government agencies and authorities will contribute to the processes that aim to promote the capacity of civilian peace support operations to respond quickly and effectively in complex environments. This means that the government agencies and authorities will contribute to developing EU civilian crisis management operations and UN civilian and police peace support operations.

Implementation of the Civilian CSDP Compact is a top priority for strengthening EU civilian crisis management. Sweden has been a driving force behind shaping the Compact and is one of the largest contributors to EU civilian crisis management. The Compact’s objective is to achieve more effective, rapid and flexible operations focused on the core functions of police, rule of law, civil administration support, security sector reform and monitoring aimed at increased conflict prevention capacity and stability in countries of operation. The Compact also underscores the link between crisis management operations and emphasises that their positive effects also enhance security in Europe and for its citizens. The Compact focuses on increased collaboration between justice and home affairs (JHA) actors and the CSDP, and between EU civilian and military crisis management, as well as enhanced support for human rights and gender issues.

The Civilian CSDP Compact includes commitments of the Member States to increase their contribution of personnel and mission support – for example, by enhancing availability and participation of experts seconded by Member States – and commitments to contribute specialised teams for rapid, targeted support of missions. Commitments are made to increase effectiveness, speed and flexibility with longer, more modular and scalable operational mandates, quicker decision-making, to be able to launch a new mission of up to 200 personnel in any area of operation within 30 days, to strengthen existing Core Responsiveness Capacity, to achieve full operational capability for the Strategic Warehouse, to improve effectiveness of normal operational staff and to provide a more in-depth and systematic mainstreaming of human rights and gender aspects in all civilian CSDP missions. Commitments are also made to strengthen collaboration with other EU actors with respect to planning and action in the area of operation, not least with JHA actors. This also involves increased collaboration and contributions of Third States to civilian CSDP missions. A process to review progress made in implementation of the Compact based on national implementation plans being developed with the aim of implementing the commitments of the Compact by mid-2023.

During the strategy period 2020–2023, the government agencies and authorities will, within the scope of their professions, competencies and duties, support implementation of the Civilian CSDP Compact with experts, personnel, strategic mission support – including the Strategic Warehouse – and training. The government agencies and authorities should, with respect to each agency’s or authority’s activities and duties, and where appropriate, collaborate on how they can best support implementation of the Compact and support the Government’s efforts to develop the EU’s capabilities within the framework of the Compact.

In the UN, implementation of the reforms that Secretary-General Antonio Guterres launched has been an important part of peace support missions since 2017. The government agencies and authorities are expected, within the scope of their professions, competencies and duties, to continue to monitor and support implementation of the UN’s reforms during the strategy period.

# Recruitment and staffing

Sweden’s contributions should correspond to the need for various staff categories in the relevant mission and operation and will contribute to achieving its objectives. The government agencies and authorities are often required, within the scope of their professions, competencies and duties, to contribute to the same mission or operation.

The contributions should enable Sweden’s competencies to be used effectively and, within the operations’ mandate, influence the operations’ direction and implementation, including through the transfer of Swedish knowledge and the approach that characterises effective and legally certain public administration. Staff for managerial positions, core functions, training programmes and other key positions will therefore be prioritised. Managerial positions often have the greatest influence and should be given higher priority, but these positions often demand experience from having served in core functions in previous missions or operations. Support functions are prioritised in the relevant cases based on the operations’ pressing needs and also in relation to Sweden’s total contribution. The government agencies and authorities must provide candidates with support and information during the recruitment process.

# Women, peace and security, and gender mainstreaming

An overall Swedish priority is that all activities will be gender-mainstreamed, which involves the participation of all women and girls in preventing and resolving conflicts, post-conflict peacebuilding and gender analysis of the operations. In addition to working to ensure that the gender perspective permeates the operations’ direction and activities, Sweden will also push for gender balance in the staff composition in the multilateral operations. The proportion of women must increase. Swedish government agencies and authorities should contribute to this through their nominations whenever possible. When it is possible to define a professional group, a government agency or authority’s contribution should correspond to at least the proportion of women in that professional group in Sweden. The government agencies and authorities must prioritise positions in missions and operations that provide the greatest possible opportunity to promote women’s needs and participation in peacebuilding and statebuilding processes.

The government agencies and authorities follow the Swedish action plan for implementation of the UN Security Council’s resolutions on women, peace and security (UD2016/07898/KH) within the framework for their contributions to international civilian crisis management and peace support. All staff that Swedish government agencies and authorities contribute to missions and operations must have undergone education in, and have knowledge of, the needs and roles of women and men in conflict and post-conflict situations.

# Collaboration and synergies

Staff nomination for EU, OSCE and sometimes UN missions and operations often takes place in competition with other countries. For this reason, Sweden cannot completely independently steer how its contribution is shaped. Close collaboration between the government agencies and authorities, the recipient organisation and the Government is therefore necessary to adapt contributions.

The government agencies and authorities must, in accordance with the Government’s decision (UF2013/52812/UD/SP), collaborate in the implementation of crisis management and peace support operations. Early and transparent collaboration between the government agencies and authorities must contribute to effective action and clarity towards the recipient international organisation.

Collaboration between the government agencies and authorities must also contribute to strengthening a cohesive justice chain perspective and enhancing opportunities for synergies with other Swedish aid contributions. The government agencies and authorities must, when required or appropriate, collaborate to offer crisis management operations both unique and broader collective expertise, for example in the form of a specialised task force.

# Pre-deployment training

The government agencies and authorities must ensure, based on their area of responsibility, that the staff are properly trained for their duties. Pre-deployment training tailored to the specific mission must always be provided to the staff who are deployed and be as targeted as possible to the specific mission.

When instructed by the Government, the government agencies and authorities must conduct training activities for staff who are outside of their organisation, such as staff from other countries taking part in EU, UN or OSCE missions or operations. When appropriate, the government agencies and authorities can conduct such training jointly and also support other countries’ government agencies and authorities, or international organisations, in building their capacity to conduct pre-deployment training.

# Experience management and monitoring

The government agencies and authorities will contribute to developing effective experience transfer from the missions and operations to both the Government and the government agencies and authorities. Experience transfer should be used actively in policy and doctrine development in the international organisations and the national mandate of each government agency and authority to improve Sweden’s capability nationally and in international peace support operations.

This strategy will be monitored according to the principles and procedures set out in the Government’s guidelines for Swedish development cooperation and humanitarian assistance strategies (UD2017/21053/IU).