

Peace and Security for Development



POLICY FOR SECURITY AND DEVELOPMENT IN
SWEDISH DEVELOPMENT COOPERATION 2010–2014



REGERINGSKANSLIET

Government Offices
of Sweden

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UN soldiers in Sierra Leone.

Summary

With this policy, the Government clarifies its view of the significance of development cooperation to security and development.

War and armed conflict are among the greatest obstacles to development and poverty reduction. The overarching objective of the support provided in the context of *security and development* in Sweden's international development cooperation is therefore to **contribute to a lasting peace that makes development possible**.

The policy highlights the significance of both *peace-building* and *state-building* and identifies the special challenges facing development cooperation in conflict and post-conflict countries.

The policy clarifies and affirms fundamental principles and approaches. It applies to initiatives at all levels: bilateral, regional and global. It also guides Swedish action in multilateral fora.

With a view to attaining the objective, efforts will be focused in particular on the following three areas:

- Promoting peace:
 - *Dialogue, confidence-building and conflict management*
 - *Women, peace and security*
 - *The institutions of the rule of law, with an emphasis on “transitional justice”*

- Promoting Security:
 - *Disarmament, demobilisation and reintegration (DDR)*
 - *Security sector reform (SSR)*
 - *Small arms and light weapons, mines and ERW*

- Peace dividends.

The policy applies until further notice, however not beyond 2014.

1 Introduction

War and armed conflicts have devastating consequences for human life and society at large. Economic and social development comes to a halt. Poverty reduction is made difficult or impossible. Human rights are violated. It is often the world's poorest countries that are affected by conflicts and thus caught in a vicious circle, where progress on both poverty reduction and attainment of the millennium goals is made more difficult.

In addition to causing suffering and humanitarian hardship for the population, conflicts entail enormous costs for the affected communities. War and armed conflicts make it practically impossible for poor people, who are at the forefront of this policy, to exercise their rights and have their basic needs met. Resumption of armed conflict, as well as the underlying sources of conflict, thus represents the most serious obstacles to development and poverty reduction in post-conflict countries.

A large proportion of Swedish development cooperation takes place



Development cooperation activities are often carried out in complex, risky and changing environments. .

Photo: Lena Sundh/UD

in countries affected by conflict or in post-conflict situations. The development assistance is thus provided in complex, high-risk and changeable environments, often alongside humanitarian efforts and a peace-keeping presence which also includes military elements. The strategic role of development assistance in such a situation is to contribute to the creation of a foundation on which long-term sustainable development and poverty reduction will be possible. In accordance with Swedish global development cooperation policy, assistance in these situations has to be based on a rights perspective and on poor people's perspective on development.

Principles, methods and approaches in development cooperation must be adapted and modified in conflict and post-conflict situations in response to the particular problems and challenges encountered there.

By highlighting the relationship between security and development, this policy provides guidance on the complex challenges that poverty reduction faces in conflict and post-conflict countries. Human security is at the forefront. As long as the conflict continues or peace is fragile, special emphasis must be given to those aspects of human security that are directly related to, or dependent on, war and armed conflict. It may, for example, be the issue of security challenges linked to an army or police force that does not serve the interest of the population but instead feeds on it. Other aspects might be a non-functioning legal system, or infrastructure of strategic significance to security etc. When peace is consolidated, the approach becomes broader.

There is also a recognised inverse relationship between security and development. Poverty reduction and promotion of fair and sustainable development, including democracy, human rights, political pluralism and respect for the principles of the rule of law provide the best foundation in the long-term for peace, security and stability. Poverty reduction and long-term work on development are therefore important also in preventing conflicts.

Alongside the support for peace and security in the framework of this policy, other efforts in support of poverty reduction and fair and sustainable development are often natural aspects of international assistance in a conflict or post-conflict country. Initiatives in several sectors may thus complement one another.

Although the links between security and development are now generally acknowledged and internationally accepted, there is a need for a continued build-up of knowledge and research in this area.



A delegation from DR Congo (Democratic Republic of the Congo) negotiates with the Ituri militia on disarmament and integration with the country's armed forces. This is done under the supervision of UN peacekeeping forces.

Photo: UN Photo/Martine Perret

2 Purpose

This policy applies to Swedish development cooperation in support of sustainable peace, security and development in conflict and post-conflict situations. It is also intended to illustrate how foreign and security policy can contribute to promoting development goals, in accordance with Sweden's Policy for Global Development

The policy clarifies and affirms fundamental principles and approaches and applies to support at all levels: bilateral, regional and global. It also guides Swedish action in multilateral fora. The principles that have been set forth in this policy are also to be reflected in Sweden's extensive support to the United Nations system and the World Bank.

The policy applies until further notice, however not beyond the end of 2014.

3 Starting points and principles

3.1 Political framework

Sweden's Policy for Global Development

This policy is based on Sweden's Policy for Global Development and its overarching objective – to contribute to fair and sustainable global development. It is also based on the objective of Swedish development cooperation – to contribute to creating conditions that will enable poor people to improve their lives.

The Government Communication “Global Challenges – Our Responsibility” (Govt Comm. 2007/08:89), which signifies a re-launch and concretization of the Policy for Global Development, is also an important aspect of the policy context. The challenge of conflicts and situations of fragility is of particular relevance.

International framework

The UN Charter, the UN Declaration of Human Rights, the human rights covenants and conventions, as well as international humanitarian law, constitute the framework for the involvement of the international community in conflicts and post-conflict situations.

The international community has a collective obligation – “responsibility to protect” – to intervene in order to protect a population, if necessary after decisions by the Security Council, when the state concerned is unable or unwilling to fulfil its obligations.¹ In these contexts, development assistance has a humanitarian as well as a peace-building function.

Development cooperation in conflict and post-conflict countries is also guided by the principles of the OECD/DAC for good international engagement in fragile states and situations. **Humanitarian assistance** is carried out in accordance with international humanitarian law. It is based on the principles of good humanitarian donorship, which among other things

¹ Chapter VII of UN Charter and UN General Assembly 2005 World Summit Outcome “Responsibility to Protect”

emphasises the importance of rapid, flexible, predictable and needs-based humanitarian assistance.

Within the **European Union**, extensive work is also in progress for policy development with regard to EU action in conflict and post-conflict countries. This partly entails developing EU mechanisms for crisis management, in particular with civilian capacities. It also entails achieving better coherence between EU initiatives linked to security and development, ensuring that priority is given to conflict prevention and conflict sensitive analysis and highlighting the role of the United Nations and regional organisations.

A large part of the international dialogue and policy development regarding how the international community should best act and assist in conflict and post-conflict countries and areas takes place in the United Nations. The UN is also the largest actor in many of these countries. The development banks too play a role in the aftermath of armed conflicts.

3.2 Situation-specific challenges

Contributing to an improved security situation and stability

In situations in which **peace is fragile**, the development cooperation may to a large extent need to focus on strengthening peace and security, as well as stability. The Swedish peace and security engagement in these cases also have to meet the needs for support for early recovery that normally arise just after a conflict has ended. Parallel to this, the engagement should also promote long-term development cooperation and provide support for poverty reduction. In a country where peace has been consolidated, the need for peace and security focused measures gradually diminishes.

National ownership

Long term development cooperation has to be based on national ownership. This means that the government of the partner country should direct the work while development partners provide support for measures prioritised in the country's own development plans. During an armed conflict, and also in a post-conflict situation, **national ownership may, however, be problematic**. The government is often weak and, quite commonly, dominated

by the former warring parties, who do not necessarily have what is best for the population as their principal priority. The risk of Swedish development cooperation contributing to bolstering an illegitimate regime or stirring up underlying sources of conflict must therefore be borne in mind. A peace agreement or donor-coordinated plans may initially replace national development plans where such plans are not available. If national ownership is weak, ownership in certain situations can be sought for example at local level, including in the civil society.

Human security

Lack of human security affects the opportunities of individuals to exercise their rights and to participate in the development of their society. The **promotion of human security** therefore becomes a key concept with regard to the role of development cooperation in conflict and post-conflict situations.

Human security puts the security of women and men, girls and boys, ahead of the security of states. For the single individual, this means the right to security and therefore the right to live without fear of insecurity and violence – whether it is political, criminal, economic, social or gender-based – and to have access to a functioning system of protection that puts the needs of the individual at the centre when abuses have occurred. Lack of human security affects the opportunities of individuals to exercise their rights and to participate politically, economically and socially in the development of their society. Aspects that touch on **physical security are at the forefront in this policy.**

Human security has also been highlighted as a prominent task for UN peace missions, whose mandates in recent years have increasingly emphasised the importance of protection of civilians.



UN peacekeepers inspect weapons taken from the militia in Côte d'Ivoire.

Photo: UN Photo/Ky Chung

Parallel initiatives and coordination

Sweden's engagement in conflict and post-conflict situations is made in **cooperation** with other bilateral actors, multilateral organisations and international non-governmental organisations.

Development cooperation in conflict and post-conflict situations quite often takes place **in parallel with military efforts** for peace and security. When this is the case, a peace-keeping mission under UN command, which directs the military as well as the civilian aspects of the work is normally in place in the affected country. Such a mission is under civilian command. It operates in an integrated manner, and its various components – military, political, human rights, police, gender etc. – are all tools with which to attain a common objective. The head of the UN mission is, in addition, often also given overall responsibility for the work of all UN organisations in the country and is often given a leading role in coordinating the efforts of the whole of the international community. Sweden's development efforts, civilian capacities and military capacity, where appropriate, are based on the common assessment of needs made at country level or, with regard to a

peace mission, a resolution of the UN Security Council. In some cases there are EU missions present on the scene under the Common Security and Defence Policy (CSDP). These missions largely consist of civilian expertise, not least police officers.

In cases where military, peace-enforcing or peace-keeping efforts in a country are not under UN command, the coordination and sharing of work between military and civilian efforts are less self-evident, as they do not form part of a single structure. When Sweden takes part in military efforts not commanded by the UN - and when Swedish development cooperation is in progress in the country at the same time **interaction between different Swedish actors** becomes particularly important. This also applies to civilian capacities if these efforts are not made under UN auspices, for example capacities for EU civilian missions. In these situations it is important to clarify roles as well as the objectives and limitations of different areas of policy. Consultation and, not least, an exchange of information between different Swedish actors, is valuable also when there is a UN operation in a country.

It is important to separate the military and civilian roles, regardless of the type of international presence concerned, due to the risk of an international military presence being perceived as a party to the conflict. It is particularly important to make sure that humanitarian assistance is kept separate from any form of military engagement. However, this obviously also applies to other forms of development assistance.

Sweden's development cooperation for peace and security covers the bilateral and regional levels as well as extensive multilateral support, for example to the World Bank and the UN. In addition to financial assistance, support is also provided in the form of **civilian capacities** for UN peace efforts as well as for EU crisis management initiatives. Coherence and complementarity are aimed for between bilateral and multilateral support. The same applies to the contributions made to non-governmental organisations for the promotion of peace and security.

Humanitarian assistance and long-term development cooperation

Armed conflicts often lead to extensive humanitarian needs which require humanitarian assistance. However, it is crucial that development initiatives are also taken early on. The aim is to enable long-term sustainable develop-

ment to gradually take place. In international donor contexts this period, from a crisis to a relatively stable situation, has come to be known as a **transition phase**. This refers not just to the actual challenges the country is going through but also to the challenges donors face as to the choice of financing mechanisms for what is referred to as **early recovery** after a conflict. The development cooperation covered by this policy aims, among other things, at addressing the challenges characteristic of a transition phase, when peace is often fragile. Humanitarian and long-term development assistance must collaborate to create a basis for sustainable peace. To enable development efforts to contribute better to the challenges of the recovery phase, capacity to deliver speedily and in a flexible way is required..

Peace-building and state-building

Peace-building and state-building are key processes for Sweden's development engagement in conflict and post-conflict situations. These processes are highly dependent on one another and often also overlap.

Peace-building refers to the process that endeavours to support the transition from armed conflict to sustainable peace, reconciliation and stability. This includes creating increased trust between the parties to a conflict, scope for peace negotiations, preparation for and implementation of peace agreements, strengthening the participation of women and their influence in the peace process, creating reconciliation and actions that address the structural causes underlying the conflict. **State-building** refers to the process of contributing to creating states that are capable, responsible and accessible to the population. This is a pivotal issue in conflict and post-conflict situations since a functioning state is a prerequisite for long-term sustainable development to be achieved and for the principles of rule of law and human rights to be put into practice. Peace-building processes may also be concerned with building institutions, and state-building contributes to stability and confidence-building. The processes, hence, often interact and overlap.

Both **peace-building and state-building** are long-term, complex and non-linear political and social processes that should take place in a continuous interaction between state and society, and **may be relevant even a long time after a conflict has taken place**. They must be principally driven by national actors. State-building and peace-building – with democracy and human rights as important cornerstones – can also counteract breeding grounds for organised crime, terrorism and violent radicalisation. It is thus also important to have long-term objectives in mind, even when short-term initiatives are being taken. It is also important to ensure, as far as possible, that Swedish development cooperation does not actually contribute to bolstering an illegitimate regime.

Conflict prevention and early warning

It is important in this context that international development efforts are based on a long-term perspective of peace, security and development. In countries where there is a risk for future conflicts, early-warning systems should be developed and the experience and knowledge of civil society, including organizations representing women and minorities, should be put to use. Respect for democracy, human rights, political pluralism and the principles of the rule of law are important steps towards long-term conflict prevention and towards promoting peace, security and sustainable development.

4 Objective and direction

The overarching objective of the support related to security and development in Sweden's international development cooperation is establishment of **lasting peace that enables development**.

This policy will be applied to assistance directly aimed at promoting peace, security and development in conflict and post-conflict situations. It is thus often a matter of contributing to managing an acute conflict as well as to tackling and eliminating its structural causes, while keeping poverty reduction in the foreground. In so doing, a foundation is laid for a possible long-term sustainable development.

The right of the individual woman, man, girl or boy to security has to be given prominence in work towards attaining this objective.

Sweden shall mainly focus its support in the following areas:

- 1) Promoting peace
- 2) Promoting security
- 3) Peace dividends.

The support mentioned under security promotion also contributes to promoting or strengthening peace in the same way that peace-promoting measures also contribute to strengthening security. The focal areas interact and to some extent overlap in their aims.

4.1 Promoting peace

1) Dialogue, confidence-building and conflict management

In order to prevent conflicts and resolve them, there is a need for dialogue aimed at influencing different actors in a conflict situation to support a peaceful solution, as well as at changing attitudes. Dialogue processes may thus be a matter of ending an armed conflict through talks or negotiations, under the direction of a mediator or facilitator. The civil society organisations, not least women's or gender-equality organisations, have a particular potential to contribute to bringing about peace agreements that more clearly include a perspective of those who are not directly involved as parties to the conflict.

Such organisations can also in many cases facilitate the path to formal or informal peace talks. Dialogue processes may also be about talks or meetings in a post-conflict setting, aimed at reconciliation and confidence-building between parties and in the society at large. Here too, civil society organisations have an important role to play.

It is important that support in a conflict and post-conflict situation is designed so that it contributes to confidence-building between groups. It is also necessary to ensure that the support provided does not contribute to stirring up distrust and conflict. A marketplace the purpose of which is to support economic recovery can thus be placed geographically so that it serves several population groups, a road with the same purpose which links communities together and is jointly maintained, are two examples of activities that can serve as confidence-building measures if handled correctly. Sweden will:

- Support dialogue and other processes for conflict management and confidence-building and actively participate in such processes when called upon to do so.
- Contribute, during a peace process, to strengthening the capability of the parties and other national actors to manage conflicts and build peaceful relations.
- Promote active participation in dialogues, confidence-building measures and conflict-managing processes of actors from civil society organisations, not least women.

2) Women, peace and security

Women are affected by, and can influence, armed conflicts. They are important actors, but also particularly vulnerable. Women from the country affected by conflict must be involved in all parts of a peace process, in negotiations, confidence-building dialogue and in the implementation and follow-up of a peace agreement. Women must also be involved in international initiatives in support of peace and security and humanitarian assistance, while these initiatives must also be permeated by a gender perspective. Gender-based violence is quite often used as a strategy by warring parties during an armed conflict or in fragile post-conflict situations. Such violence is also an effect of the armed conflict, due for instance to inadequate disci-

pline among military and security forces or lack of interest among commanders to curb it. Women must participate in work to protect women and girls from sexual violence, in particular in attempts to analyse and understand such violence, in the planning of the setting up of protection measures as well as in the work aimed at addressing the problem in general.

UN Security Council Resolution 1325 emphasises the important roles of women as actors in efforts to achieve peace and security, and also points to the vulnerability of women. The latter aspect has been further developed in Resolution 1820 and its follow-up resolutions, in which the focus is on sexual violence. In the Swedish national action plan for the implementation of UN Security Council Resolution 1325 on women, peace and security, the Government has affirmed that the resolution shall form a cornerstone for all development cooperation with countries in conflict and post-conflict. This means that Sweden will implement at the national level – and, at the international level, actively work for:

- Women to take part and be considered in the initial processes after a conflict, such as peace negotiations, peace agreements, crucial decisions on power sharing etc.
- Special emphasis to be put on the prevention and management of gender-based violence and human trafficking. In this context, particular attention should be paid to the serious HIV situation in many countries affected by conflict.
- A significantly larger proportion of women to take part in international peace-promoting efforts and mediation efforts carried out in the framework of regional and international organisations.

3) Institutions of the rule of law with a particular emphasis on “transitional justice”

Functioning adherence to the rule of law is crucial in preventing armed conflict and, in the aftermath of a conflict, in strengthening a durable peace and in creating a secure and safe environment that makes sustainable development possible.

After a conflict there is often a need, but also an opportunity, to contribute to strengthening the national justice system. In such a situation, it is



A seminar on human rights is held during the peace process in Nepal.

Photo: Lena Sundh/MFA

particularly important to contribute to the establishment of a justice system that counteracts impunity for serious crimes. In doing so, a foundation is also laid for a functioning system, based on the rule of law, in the longer term.

Many serious abuses against the civilian population are often committed during armed conflicts. In some cases these are so serious that they are characterised as genocide, crimes against humanity or war crimes, which means that the perpetrators cannot be granted an amnesty and that the International Criminal Court (ICC) can intervene to dispense justice when national courts are unable or unwilling to do so. Most perpetrators who have been guilty of abuses are not, however, dealt with by the ICC. They often escape all forms of punishment. This is not seldom due to a lack of political will. The reasons might also be that the system of justice is not independent or that it is otherwise unable to initiate legal proceedings and bring them to court. It can also be because the perpetrators are granted amnesty.

It happens that decisions have to be taken which, in the short term, can be seen as promoting peace over justice. The issue of amnesty is one such example. Without an amnesty there might perhaps be no peace agreement. It can also be argued at the same time that justice for the victims is often important for a sustainable peace. It is beyond all doubt that the impunity that so often prevails during and after armed conflict has to cease for a society to be able to develop in a sustainable democratic direction.

In conflict and post-conflict situations, Sweden will promote justice. The choice must never be between peace and justice - only solutions that satisfy both interests are compatible with Swedish policy. The choices that have to be made are rather a choice of method (national legislation, international legislations, hybrids of these etc.) and a choice of timing.

For communities where extensive abuses have been committed, it is important to establish situation-adapted mechanisms within existing international and national judicial frameworks for accountability which have broad legitimacy among those principally affected by the violations. Such mechanisms often also include a reconciliation and confidence-building component. These mechanisms have come to be known as “transitional justice” in international contexts.

Impunity for serious crimes, not least sexual violence, often continues during the early post-conflict phase, when peace is fragile. It is important then to support measures aimed at strengthening the whole chain of justice, i.e. the police, the prosecution service, courts and corrections.

Also for other reasons it is important to actively promote a bolstering of the rule of law. Without a functioning governmental system, based on the rule of law, society cannot function, and no real development can get started. It is also important to counteract a breeding ground for organised crime, terrorism and violent radicalisation. Sweden will:

- Work to ensure that perpetrators of serious crimes during the conflict be brought to justice and punished. If this cannot be done immediately after a peace settlement without peace being seriously threatened, it must be prioritised as soon as peace has become more sustainable.
- Advocate for the affected state itself to be given the opportunity to shoulder its responsibility for bringing to justice crimes committed during the conflict, for viable and appropriate systems of transitional justice to be established and, in both cases, for this to be done in full conformity with international standards and in consultation with the ICC.
- Promote a strong international support for the establishment and strengthening of national justice systems, initially with the aim of strengthening measures aimed at counteracting impunity for seri-

ous crimes committed after peace has been concluded. This contributes at the same time to an early reconstruction of the justice system.

4.2 Promoting security

1) Disarmament, demobilisation and reintegration (DDR)

When implementing a peace agreement, disarmament, demobilisation and reintegration (DDR) of warring parties often represents one of the first processes focusing on improving the security situation for the civilian population. Ex-combatants, who are not assisted in returning to civilian life after demobilisation, risk posing a threat to the civilian population as well as a threat to a sustainable peace. It is particularly after demobilisation, more precisely in the reintegration phase, that the development cooperation plays a role in a DDR-process.

A DDR process is dependent on the political development as the warring parties are not normally willing to demobilise their forces until they have confidence in the peace process.

In conjunction with Swedish engagement in DDR processes, Sweden will work for:

- A balanced approach which means that local communities are given what is required – socially, politically and economically – in order for the reintegration to be possible.
- Employment measures at the local level to be given priority in the reintegration of ex-combatants.
- Support in the context of DDR to be formulated so that female ex-combatants will also be able to make use of it.
- A balance between support for victims and support for perpetrators. In order to emphasise that the purpose of a DDR process is to deal with acute and possible future security threats, this should be done primarily through the creation of a separate process for support to victims, which differs from, but run alongside, a DDR process.

2) *Security sector reform (SSR)*

The crucial importance for development of a democratically controlled security sector with a functioning military and a functioning legal system has become increasingly prominent on the international agenda, particularly when countries affected by conflict have been in focus. Security sector support necessitates combined efforts and development cooperation can be used to contribute to certain initiatives in this context. A number of different actors are involved, including from civil public administration and the legal system as well as actors whose principal task is peace-promoting efforts. In post-conflict countries it is to a high extent a matter of contributing towards creating a functioning army and police force. Support for the creation of a functioning army is not part of development cooperation, unlike other SSR measures. In broad terms the security sector comprises the military, the police and certain justice components. With the exception of changes within the military sectors, SSR reforms can be supported in the context of development cooperation. Police support in particular needs to be linked to support for strengthening the whole chain of justice. In an early stage, making sure that the security forces do not pose a threat to the civilian population is often a necessary first step.

Contributing to the capacity and capability of the police to assume responsibility for security is an early initiative that can be part of the development cooperation. Support for democratic control over the defence sector is another type of initiative. This may, for example, include educational and advisory support to relevant ministries, with a view to improving their capacity for governance and control. Development cooperation could also support measures that contribute to better democratic oversight, accountability and control over the security sector.

Sweden will:

- Give priority to those SSR and justice sector efforts that are aimed at protection of civilians and at increased democratic control and influence over the security sector.
- Promote a coordination of the support to the judicial sector aimed at strengthening its institutions and the support to the same sector for SSR purposes in order to avoid diverging objectives in the different forms of support for the security sector.

3) Small arms and light weapons, mines and ERW²

Most fatalities of armed conflicts are caused by handguns. The use of small arms and light weapons often contributes to prolonging an armed conflict and can undermine peace efforts. Small arms and light weapons can also contribute to a culture of violence that is often reinforced and persists long after a conflict comes to an end. This type of violence consequently makes social and economic development more difficult.

- Sweden will engage in efforts, globally and regionally, to prevent the proliferation of small arms and light weapons and thus limit their use. Sweden will continue to actively promote and provide support for the build-up and implementation of national and regional frameworks to limit the presence of and access to small arms and light weapons, particularly when the frameworks are developed in a DDR or SSR process.

Mines and cluster munitions do not just kill and injure people, they can also pose obstacles to the reconstruction of countries after conflict and to economic and social development. Dealing with the consequences of mines and ERW (through mine clearing and destruction, support for victims of mines and education/awareness-raising) is a shared international responsibility.

The mine clearing implemented through development cooperation is motivated by the needs of the civilian population. It is normally carried out by civilian actors. Sweden will:

- Promote broad accession to and effective application of the Ottawa Convention, Protocol V to the 1980 Weapons Convention and the Convention on Cluster Munitions.
- Promote the strengthening of the national capacity of individual countries to deal with mines. This includes the ability to meet the long-term challenge of non-governmental groups still using mines and improvised explosive devices.

² Small arms and light weapons comprise handguns and support weapons. The abbreviation SALW is used as a collective term. ERW stands for explosive remnants of war.

4.3 Peace dividends

A peace agreement creates expectations among the population of improved living conditions, not just with regard to security but also in terms of access to health care and school education, opportunities to make a living, including the prospect of reaching markets etc. This type of basic service and certain infrastructure necessary for economic reconstruction, which the government is not able to provide immediately after a conflict, can be seen as examples of peace dividends. Functioning courts that contribute to a sense of the rule of law can also be regarded as a peace dividend. Repairing of roads and other infrastructure provides jobs that can also serve as peace dividends, not least for unemployed youths. What constitutes a peace dividend varies from country to country and depends on the political context. However, a common feature of peace dividends is that they represent practical positive improvements in people's daily lives. This also makes it more difficult for new "warlords" to mobilise support to resume armed conflict. Since a peace dividend is motivated by the need to ensure the support of the population for peace, it can be supported even if it is not obviously sustainable in the long term.

Swedish support aimed at creating peace dividends will primarily be given to measures in those areas which are given priority in the cooperation strategies for the relevant countries, or to measures highlighted as essential in the framework of donor-coordinated funds.

In parallel to the initiatives under this policy, it is often relevant in a conflict or post-conflict country to take broader initiatives for poverty reduction and fair and sustainable development. This contributes towards creating peace gains in a more long-term perspective. Sweden will:

- Actively promote and seek opportunities for peace dividends under joint-donor programmes.
- Support approaches which make the activities carried out under adopted programmes as labour-intensive as possible with the aim of creating employment, not least for young people.



Guerilla soldier in southern Sudan.

Photo: Eric Miller/Phoenix

5 Implementation

Swedish development cooperation is generally undertaken as a cooperation with the government of a partner country. However, it can be implemented through many different actors. These actors may be intergovernmental and international organisations and civil-society organisations, as well as private companies, universities and the media. All these channels are relevant.

Sweden has an important role to play with regard to promoting good coordination of the international support undertaken in conflict and post-conflict countries.

5.1 Methods and approaches

To enable Swedish development cooperation to meet the specific objectives and needs that exist in conflict and post-conflict situations, its implementation shall be guided by the following approaches:

- *Conflict sensitivity and conflict prevention*
- *Speed and flexibility*
- *Adaptation to time and context*
- *Risk assessment, analyses and knowledge support*

Conflict sensitivity and prevention

In addition to the development assistance having to be **conflict-sensitive**, a **conflict-preventing** approach is also required. In certain situations, some actors may be supported ahead of others, even though this may, to some extent, contribute to an increased risk of conflict.

- Sweden shall have preparedness to combine various forms of support and instruments and be flexible in alternating between them in a conflict and post-conflict situation. Swedish engagement in a given situation should preferably be preceded by an actor analysis and a risk analysis so that the risks of contributing to a conflict can be managed as well as possible. In actor analyses and in the selection of actors to receive support, special attention should be focused on the fact that women are often less visible than men and that special efforts have to be made to identify female actors.

Flexibility and speed

Acting rapidly and flexibly in a given situation may be crucial to the ability of the international community to contribute in a peace process whether it is a matter of contributing to improving the security situation in a given situation, contributing to assuring the support of the population for a sustainable peace or contributing to the promotion of a fair and sustainable development. Such action may involve financial support, but it may also be a matter of participating actively in various types of dialogue with the government, with the parties to the conflict and with other actors who are important to peace.

- Sweden shall have the ability to quickly and flexibly reprioritise its support provided in the context of its development cooperation, in the form of other civilian support or military participation in peace operations. Sweden shall also have necessary personnel resources and capacity to be able to take part actively in dialogue as well as to process incoming requests for new or changed support.

This necessitates close collaboration between the various instruments and agencies of the foreign policy and the development policy, while retaining appropriate division of responsibilities and roles.

- Sweden shall have a preparedness to combine various instruments and have the flexibility to alternate between them in a peace process.

Timing and adaptation to context

An effective support in conflict and post-conflict countries consists of support of a more long-term nature which aims at influencing the underlying causes of the conflict and supporting sustainable development, as well as rapid measures to achieve results in a peace process or contribute to stabilising a volatile security situation. There is no simple guide as to when various types of support should be provided. Depending on how well peace has taken hold, the prospects for human security may differ between different parts of the country or region. The presence and control of the state may vary between different parts of the country and between different sectors.

The focus on state-building and peace-building makes it clear that some fundamental issues should be considered earlier while others will have to wait.

- Sweden shall promote an approach where situational analyses are conducted continuously and where measures by the international community, including the Swedish development cooperation, are designed on the basis of the existing conditions in the country concerned and on its national strategies.

Risk assessment, analyses and knowledge support

Actor and power analyses are often linked to risk assessments for a particular context. In situations of conflict or post-conflict, risktaking is unavoidable. Unforeseen opportunities to achieve results with specific measures may present themselves. The risk scenario comprises risks related to the conflict itself as well as risks regarding the effective use of assistance resources, including the risk of corruption.

- In the implementation of development cooperation there is a need for a thorough and contextual analysis of national ownership, of power relations, capacity needs, and risk management. The analysis need not necessarily be done by Sweden. Relevant existing surveys and analyses shall be used to the greatest possible extent.
- In addition to the necessary knowledge and understanding of the situation at the time of the assessment, there must be clear rules on how to follow up suspicions of corruption. Corruption cannot be tolerated, but it is important at the same time to make sure that fear of corruption does not lead to paralysis. Ways of supporting systems and initiatives that counteract corruption must be analysed.
- Sweden will continue to utilise joint-donor support arrangements where functioning such mechanisms exist, i.e. funds that enable a collective approach to risk management.

6 Forms of cooperation and cooperating actors

The choice of channels of cooperation is governed by criteria linked to legitimacy, effectiveness and transparency. The government of a country is, where possible, the self-evident partner. In some cases cooperation with provincial authorities or local actors may be relevant. The countries' own systems are primarily to be used, but where these are not deemed to be sufficiently stable and transparent, cooperation must take place through other organisations, usually multilateral ones. Sweden will actively promote a situation-adapted implementation of the Accra Agenda for Action on ownership, adaptation and harmonisation, the principles of the DAC on good international donorship, and the principles on good humanitarian donorship (GHD) in conflict and post-conflict situations.

Civil society is an extremely important partner in countries affected by conflict.

- In its support for civil-society actors in conflict and post-conflict situations, Sweden will give priority to organisations which maintain standards and attitudes for peaceful co-existence and which have the scope to influence the situation in a peaceful direction, without disregarding promotion of the development goals as a fundamental criterion for support. Particular attention shall be paid to organisations which represent parties that are not direct participants in the conflict but are affected by it, for example women's organisations, as well as organisations that have local backing and are able to reach out to isolated groups.

Most conflicts around the world also represent regional challenges since the effects of a conflict have an impact on neighbouring countries. Efforts therefore often need to be made at the regional and global levels to supplement bilateral peace and security endeavours. Regional institutions (for example ASEAN, OAS, AU, regional development banks etc.) may have crucial roles to play in these contexts.

- Sweden will actively promote the strengthening of the regional institutions in this field.



UN peacekeeper in front of the demobilisation centre in Gitega, Burundi.

Photo: UN Photo/Martine Perret

- Sweden will promote increased coordination between international and regional actors and bilateral donors with regard to the implementation of initiatives in countries affected by conflict. It is important to ensure joint conflict and scenario analyses as well as needs assessments and strategic plans for reconstruction, including the establishment of priorities based, where possible, on the ownership of the country affected by conflict.
- Sweden will counteract the fragmented way in which different actors provide their support. Donor coordination is about striving for consensus and coherence, finding joint coordination mechanisms and achieving complementarity, greater effectiveness and lower transaction costs.
- For continued research and methodological development as well as the development of capacity with regard to security and development, Sweden will encourage its own national research as well as research at the global level.

7 Aid effectiveness and fulfilment of objectives

Activities supported under this policy should have as their basis the needs and priorities of the partner countries, in line with the Paris Declaration and the Accra Action Plan. Donor coordination must also be aimed for.

The complex risk scenario in conflict and post-conflict environments poses particular challenges for the reporting of results. Other challenges are the lack of reliable data and statistics and the many factors affecting the results. If real progress is to be made in peace-building, state-building and poverty reduction, there is a need to balance between measures aimed at tackling the conflict and the underlying causes of poverty, and initiatives intended to lead to fast and concrete peace dividends.

An understanding of the factors leading to conflict and instability is required in order to formulate long-term goals for peace and security support. *“Perception studies”*, i.e. studies that identify what the population judges to be of greatest importance for peaceful development, may additionally be necessary to define what objectives should be aimed for in the short term and to produce visible advances for peace and achieve the results aimed for in the long term. The relationship between results in the short and the long terms requires continuous analysis and presence in the country concerned.³

³ Based on the OECD-DAC Network on Development Evaluation *“Glossary of key terms for evaluation”*: outcome, impact and output

8 Roles and responsibilities

A large number of actors – international, regional, in the partner country itself as well as in Sweden – collaborate on issues relating to security and development. These actors include individual states, intergovernmental and international organisations, civil society including organisations and private companies, universities and the media.

A large number of Swedish actors are affected by this policy. These include, in particular, the Swedish International Development Cooperation Agency (Sida), the Folke Bernadotte Academy (FBA) and the Swedish Civil Contingencies Agency (MSB), which are responsible for implementing the policy in their respective activities. The National Police Board, the Swedish Prosecution Authority, the National Courts Administration and the Swedish Prison and Probation Service contribute expertise and are likewise covered by the policy. Other Swedish authorities are also affected. In the implementation of the policy, it is important that the governmental actors concerned collaborate with one another. It is also important that the government agencies engage the Swedish and the international civil society community.

The Government and the Swedish Government Offices (the Ministry of Foreign Affairs) are responsible for overall policy towards, and basic budget support for, multilateral bodies, including UN organisations. Each foreign service mission (primarily embassies) is responsible for the coordination of the combined Swedish support as well as for Swedish relations in general with the partner country concerned. .

The policy shall constitute an aid in the preparation of Swedish positions in the EU cooperation and in the policy development, activity planning and follow-up of multilateral organisations. Sida, FBA and MSB have important supplementary roles here by contributing their experience from bilateral and multilateral cooperation.

Sida has an overarching responsibility for the implementation of the policy in both geographical cooperation strategies and non-geographical strategies.

The Folke Bernadotte Academy is responsible for implementing the policy, as part of its responsibility for coordination as well as its responsibilities in the following areas: education, joint training and exercises, research, de-

velopment and management of experience, supply of personnel and contributions to international peace efforts.

The Swedish Civil Contingencies Agency (MSB) is responsible for implementing the policy in its work in countries which can be classified as conflict or post-conflict countries.

9 Follow-up

This policy will apply until further notice, however not beyond the end of 2014.

An interim follow-up of how the policy has been implemented will be conducted in 2012. This follow-up work will also include an assessment of any need for changes and additions to the policy. A final follow-up will take place in 2014.



The policy for security and development is based on the objective of international development cooperation; to help create opportunities that will enable poor people to improve their conditions of life, and the Government's policy for global development , with the overall goal to contribute to equitable and sustainable development.



REGERINGSKANSLIET

Ministry for Foreign Affairs
Sweden