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National strategy for Swedish participation in international peace-support and security-building operations

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Main contents of the Communication

This Communication presents a national strategy for Swedish participation in international peace-support and security-building operations.

The aim is for the strategy to provide general guidance for Swedish action in international peace-support and security-building operations, based on the Government's objectives in this area. The strategy will have a long-term perspective and provide support for combined civil and military action in the areas of operations in which Sweden takes part.

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1 Policy objectives and guidelines

1.1 Purpose

The aim behind a national strategy for Swedish participation in international peace-support and security-building operations is to provide a complete picture of the raised level of aspiration in this area which the Government announced in the 2007 Budget Bill and which is manifested for instance in a gradual increase in resources for peace-support military operations in 2007, 2008 and 2009. Meeting this raised level of aspiration is a key policy objective.

The Government links foreign, development, security and defence policy more closely together in these efforts. The prospects of Sweden contributing to peace, security, democracy and development in the world are consequently improved.

The strategy will also provide general guidance for Swedish action in international peace-support and security-building activity. It will also indicate the policy aims, create the basis for more effective use of resources and provide support for combined civil and military action in areas of operations in which Sweden takes part.

The strategy, which has a long-term perspective, does not anticipate the forthcoming Orientation of the Armed Forces Bill, other priorities or other considerations in the budget bill for each year. Nor does it anticipate the work of the Defence Commission. There is policy interest in ensuring that Sweden continues to have the freedom of action needed to be able to take responsibility in new and unforeseen peace-support and security-building operations.

1.2 Swedish involvement – fundamental principles, values, interests and security

Swedish involvement in international peace-support operations is ultimately intended to contribute to maintaining international peace and security and consequently to facilitate fair and sustainable global development. Swedish participation in peace-support operations is also concerned, in the longer term, with promoting national security and Swedish interests.

Underlying the strategy is defence of a number of universal norms and values, such as democracy, human rights, gender equality, human dignity and development. In addition, Swedish participation in international operations contributes to safeguarding and promoting general interests such as a world order, founded in international law, to attain peace, freedom and reconciliation.

Swedish policy for global development, with the aim of contributing to fair and sustainable development, is a key basis for Swedish operations in developing countries. The military, civil and reconstruction operations undertaken in a specific region should be viewed as mutually

complementary and collaborating parts of Sweden's combined support of security and development in that region or country.

Sweden's involvement is an act of solidarity with the people and countries threatened by conflict.

Swedish international operations today are rarely concerned with peace support in conflicts between countries. Present-day conflicts and trouble spots are often of a partially different nature, requiring a broad approach and great flexibility.

Swedish security has been strengthened by European integration and development in the nearby world. The threats to Swedish security are constantly changing, however, and new risks and challenges are being added. Threats that are geographically remote may now be just as tangible as threats close to home.

Regional armed conflicts, terrorism, international organised crime, the presence of weapons of mass destruction and the massive proliferation of small and light weapons threaten international security, and consequently also threaten Swedish security. Events that pose threats and serious risks may be difficult to predict and arise suddenly.

Swedish membership of the European Union (EU) and the United Nations (UN) is a key factor in the country's foreign, security and defence policy. Close cooperation with the defence alliance NATO is another key element. Close operation is also maintained with the other Nordic countries on these issues. There is a great need for international operations in various parts of the world, and there continues to be strong demand for Swedish assistance. Alongside the quantitative increase, operations are becoming increasingly complex and mandates broader.

EU cooperation occupies a special position in Swedish foreign and security policy. Common Foreign and Security Policy (CFSP) and European Security and Defence Policy (ESDP) are a key platform for security-policy interests. The role of the EU as a player in security policy has changed and been reinforced. The opportunities for the Union to influence the security situation in the wider world also entail greater opportunities to safeguard Swedish interests. Sweden has established itself as a credible and influential player through its great conceptual involvement and extensive participation in ESDP operations.

The threats and challenges faced by Sweden also apply to a great extent to the rest of Europe. The diversity of foreign-policy instruments at the EU's disposal, from development policy, trade policy and political dialogue to civil and military crisis management operations under ESDP, provides a unique opportunity to convert the Union's capability into political action.

Another key factor in Swedish foreign and security policy is the United Nations (UN). An effective multilateral system is crucial to successful peace-support work. It is in Sweden's interest that the UN, with its primary responsibility, as well as other leading multilateral players in international peace-support activity such as the EU, NATO and the Organisation for Security and Cooperation in Europe (OSCE) are active, develop close cooperation and act in accordance with the principles of international law. Sweden will be a responsible member and/or partner that makes an active contribution to international peace and security and to fair and sustainable global development. The prospects of Swedish

values and interests having an impact in these organisations are consequently also increased.

Work on both crisis management and development is permeated by a realisation that security, development and respect for human rights and democratic principles are closely interlinked and reinforce one another. A stable security situation, which is the principal task of a peace-support operation, is essential if democracy, human rights, rule of law and prosperity are to be attainable.

Fair and sustainable development cannot be attained without peace and security. The raised level of Swedish aspiration will be implemented in an environment in which threats are globalised, operations become more complex and demand is expected to increase.

Swedish participation in peace-support and security-building operations must always be founded in international law. Protection of and respect for international law, including human rights and international humanitarian law, is of key importance. This should pervade action in all phases of an operation, including the wording of the mandate.

Sweden will press for the duty to protect populations against gross violations of international humanitarian law and human rights to be weighed into all phases of peace-support operations.

Swedish participation in peace-support operations should be guided by foreign and security-policy assessments and priorities. Attention will also be paid to defence policy and the policy area of the system of justice. Overall, discussions on possible operations must be based on these policy areas.

Opportunities for combined Swedish involvement will be assessed following the initiation of a new operation. An all-embracing view of Swedish participation will, as far as possible, be a feature of the process.

1.3 Political objective

The overarching objective is for Sweden to take greater and more coordinated responsibility in peace-support and security-building operations.

The raised Swedish level of aspiration will be met through active Swedish involvement, in which the opportunities offered by the multilateral system are fully utilised. Swedish operations will essentially take place in the framework of the UN, the EU, NATO and the OSCE.

It is very important that the multilateral system is able to take its responsibility for global conflict prevention and peace support. Constructive Swedish involvement in relation to the international players should have the overarching objective of strengthening this system, in particular the ability of the institutions to collaborate effectively.

The underlying principle is that Sweden's contribution to peace-support and security-building operations should increase, in both qualitative and quantitative terms. Sweden will have capability both for rapid response and for long-term and briefer operations. Military involvement will increase so that international force capability is doubled.

International operations are an integral part of Swedish security, foreign and defence policy. By contributing to international operations, Sweden does not just contribute to the security and development of others, we also increase our own security while gaining experience beneficial to the development of our national crisis-management capability.

Swedish participation in peace-support and security-building operations will be formulated as integrated and combined policy towards the country or region concerned. Our involvement will, on principle, be long-term. Swedish contributions should take the form of combined operations, with both military and civil elements. Development assistance can be a significant element in the combined Swedish involvement in this context. Possible and practicable synergies with development assistance will always be aimed for.

1.4 Objectives and guidelines

The following objectives and guidelines will contribute to putting the overarching objective into effect:

Active international player

Sweden will be an active international player and fully exploit the opportunities offered by the multilateral system. Swedish operations in multinational cooperation will essentially take place in the framework of the EU, the UN, NATO and the OSCE and be based on real and expressed needs.

- Swedish action will be notable for advance planning and a proactive approach.
- The Swedish Government's work on peace-support operations will be based on the objective of upholding the UN Charter and maintaining the UN's primary responsibility for peace and security.
- A principle underlying Swedish involvement in the area of peace support is to promote and strengthen international peace and security, and to develop and protect democracy, the principles of the rule of law and human rights.
- Operations will essentially take place in the framework of the EU, the UN, NATO and the OSCE, as a clear and deliberate element of our policy towards these organisations.
- Sweden will press for increased Swedish influence on and insight into the operations to which it contributes, for instance through efforts to ensure that Swedish personnel to a greater extent attain higher posts and senior positions both in the operations and in the organisations through which the country contributes to peace-support operations.
- Sweden will make better use of opportunities for Nordic collaboration in peace-support and security-building efforts.
- Sweden should be able to contribute substantially to the ability of the EU to make civil and military rapid-response resources available.

Swedish leading role in a Nordic battle group in the EU gives us special responsibility.

- The speed and sustainability of Swedish contributions will be improved, as will capability to reinforce operations in progress if necessary.
- Sweden will have the capability to conduct long-term operations in all phases of a conflict.
- Development-promoting and security-building operations and measures should work together.

Improved Swedish capability

Swedish capacity for international operations will be improved. Military participation in operations must increase so that international force capability is doubled. Swedish participation in peace-support and security-building operations will also become more effective. This improvement will be achieved in part through more coherent operations.

- The armed forces will be capable of participating in international operations, when requested to do so, with a broad range of different types of units. The aim is for Sweden to contribute in areas in which we can add value to the combined operation. A Swedish contribution can be characterised by being among the first units on the scene in the area of operations, being a significant element in the total unit used in the operation or carrying out critical tasks for the operation.
- To attain more effective utilisation of resources, the aim will be for contributions with military units in international operations to be greater and more coherent. Sweden will have the capability to simultaneously command and take part in two operations of battalion size and three smaller operations.
- Demand for civil participation in international peace-support and security-building operations is increasing. Sweden should contribute to meeting this demand by taking part with police, judges, prosecutors and other judicial support personnel, while retaining its leading position in the area of operational support. Sweden will also contribute with a range of other categories of personnel for which there is demand, such as political advisers, advisers on development issues and experts in human rights and gender issues.
- Sweden should continue to be broadly represented geographically by military observers, staff officers, police officers, civilian observers and civilian experts in peace-support operations. This provides Sweden with an insight into and influence on various missions and makes a Swedish contribution possible where there is a need and demand for it.
- Swedish participants in international operations under UN, EU, OSCE and NATO command will be appropriately trained and equipped. Sweden will actively assist by continuously developing and offering relevant training for participation in international operations.
- The proportion of women taking part in Swedish contributions to international peace-keeping operations must increase in accordance

with UN Security Resolution 1325 on Women, Peace and Security and Sweden's national action plan to implement the resolution.

- Sweden will strengthen the participation of women in international peace-support operations in accordance with UN Resolution 1325 on Women, Peace and Security. Sweden's national action plan can be viewed as a tool with which to implement the resolution.
- Swedish operations will be capable of contributing to desirable operational benefit, development of capability and build-up of skills and expertise for the seconding authority.

Combined contributions

Swedish peace-support and security-building operations will be formulated so that they form an integral and collective part of Swedish policy towards the country or region concerned. Swedish contributions should take the form of combined contributions, with both military and civil elements in those operations where there is demand and where this is possible. Development cooperation is an important element in combined Swedish capacity. Possible and practicable synergies with development cooperation will always be aimed for.

- Improved collaboration between civil and military participants in multifunctional peace-support operations should be aimed for. The aim should be for the Swedish contributions to international operations, when there is demand and where this is possible, to take the form of combined contributions, with both military and civil elements.
- Sweden will do what it can to ensure that the composition of the operations of the international community is such that that they encompass all available players and resources, as far as possible.
- Sweden's combined operations in a conflict area or post-conflict area, i.e. areas in which a conflict is in progress or has recently ended, should be covered by an overarching national objective. Which policy areas are concerned depends on the nature of the conflict.
- Swedish operations in a country or area must endeavour to meet the same overarching aims. The link between security and development assistance is of key significance. Possible and practicable synergies with development cooperation must always be aimed for.
- Swedish efforts to implement Security Council Resolution 1325 on Women, Peace and Security mean that we must aim for a gender-equality perspective to be integrated into all stages of international operations. At national level this means, for example, strengthening training efforts for military and civil personnel who may be considered for participation in an international operation. At regional/global level it is a case of being a credible discussion partner and player in regional and global implementation.
- Sweden will press for all parts of the judicial chain to be integrated into international police and/or rule-of-law operations. The build-up of police in a post-conflict situation must be paralleled by a build-up of the other parts of the judicial chain. Swedish participation with

police should, as far as possible, comprise a minimum of two persons for each operation. The aim should be to make greater contributions in prioritised operations.

1.5 Issues of international law

A clear mandate under international law is essential for Swedish participation in peace-support operations. This also applies to guidelines on the use of force. The UN has primary responsibility for international peace and security through the Security Council.

The principal requirement is that Swedish participation in peace-support operations will be based on a mandate from the Security Council. This applies in particular to peace-enforcing operations in accordance with Chapter VII of the UN Charter. A Security Council mandate must always be sought in such cases.

Clear support from the Security Council is also aimed for in peace-keeping operations in accordance with Chapter VI of the UN Charter. At the same time, international law only permits such operations to be carried out with the consent of the recipient state and other relevant parties.

A military peace-support operation can use force in all these situations and in self-defence, but the use of force may also be permitted in other situations in which it would be allowed under international law. This view is shared within the EU. The right of self-defence is accompanied by a right for the state that is contributing troops, if it proves necessary in order to relieve its own personnel, to reinforce the operation and also use military means to evacuate the force.

The great challenge is in the exceptional situations in which the Security Council is unable to prevent genocide, crimes against humanity, war crimes, ethnic cleansing or other large-scale abuse, including systematic rape of women and exploitation of children in armed conflicts. The UN summit in September 2005 established that the international community has joint responsibility to prevent serious abuse, genocide and ethnic cleansing. Sweden was one of the instigators of this agreement in principle on the obligation to protect. This represents an important step in the development of the international system of norms. In acute situations, when the Security Council fails to bear its responsibility, Sweden must carefully consider what can nevertheless be done to alleviate human suffering. Such an assessment must always be based on the individual, relevant situation and take account of international-law, political and humanitarian aspects.

This does not make it any less vital that Sweden supports reform efforts so that the UN Security Council will better take its full responsibility to maintain international peace and security and protect people against large-scale abuse.

Sweden should press for the mandate for a peace-support operation to include prosecuting and reporting violations of human rights and international humanitarian law and for cooperation to take place with the International Criminal Court (ICC) if necessary, so that it is possible to prosecute the worst violations of international law.

Personnel in peace-support operations will comply with applicable rules that follow from human rights and humanitarian law, as well as the normative and ethical guidelines drawn up for peace-support operations. This applies both to the global conventions on human rights, such as the covenants on civil and political rights and on the human rights of women and children and the Convention on the Rights of the Child and its optional protocol on children in armed conflicts. Attention needs to be paid to these issues at a very early stage in the planning of a peace-support operation. Particular attention should be paid to respect for the norms that protect the civilian population, particularly women and children, as well as applicable norms concerning detention and human trafficking.

2 Relationship with the EU, international organisations and regional cooperation

2.1 The EU European Security and Defence Policy (ESDP)

The EU is an increasingly important player in the area of foreign and security policy, with a broad range of instruments at its disposal. It can act in a unified way on issues of common interest through Common Foreign and Security Policy (CFSP). European Security and Defence Policy is a key element of CFSP. Within the framework of ESDP, the EU conducts both civil and military operations for conflict management in various parts of the world. The challenges in the area of foreign and security policy are becoming ever more complex, and the link between security and development, for example, has attracted increasing attention. The Union has unique opportunities in this context to combine long-term development with operations for conflict management.

It is the Government's aspiration that Sweden should be at the core of European cooperation and drive the development of the Union forward as a foreign and security policy player. Sweden’s objective is to contribute actively to developing the EU's capability to conduct operations in support of international peace and security under ESDP. This is manifested in Sweden’s leading role in the Nordic battle group in the spring of 2008 and in Sweden having also given notice of its willingness to fulfil a leading role in 2011. Another manifestation is the fact that Sweden has taken part in all civil and military operations under ESDP. Sweden will continue to contribute actively to the conceptual development of the EU’s conflict management capability, on both the military and civil sides. As an element in this work, Sweden has an objective of developing the concepts for civil and military rapid-response capabilities and strengthening civil-military coordination in conflict management operations.

Sweden will also press for there to be close coordination with regard to operations for development and operations in support of international peace and security. With regard to contributions of personnel and other

resources to the EU's operations for conflict management, Sweden will continue to contribute on a substantial scale. Sweden will press for intensified implementation of and compliance with the code of conduct for personnel in ESDP operations.

The development of civil capacity for crisis management has been a priority issue for the EU and Sweden since 1999. The European Security Strategy (ESS) adopted by the EU in 2003 states that civil instruments are required to manage present-day conflicts. The EU's civil crisis management capacity has emerged as a key element in ESDP in a short time. The combination of civil and military capabilities means that the EU is well placed to act in a multifunctional context.

2.1.1 EU-UN

The EU's enhanced capacity to conduct civil and military operations in support of international peace and security has increased the need for close cooperation between the EU and the UN. The EU has the explicit aim of being able to assist the UN by conducting operations to reinforce an existing UN operation or as an initial operation before the UN has arrived on the scene with its own personnel. The value of providing the EU with such support has already been shown for example by the EU's civil and military operations in the Democratic Republic of Congo, EU support for the UN and the African Union in Sudan and the current parallel involvement of the EU and the UN in Chad/Central African Republic – operations to which Sweden has contributed or plans to contribute.

The joint declaration in 2003 provides a broad basis for EU/UN cooperation. Sweden intends to continue to contribute to strengthening the relationship between the EU and the UN with the aim of increasing effectiveness in operations in support of international peace and security. Sweden is, for instance, urging increased exchange at member-state level between the two organisations. Contact between officials at various levels is another way of improving mutual knowledge and understanding between the EU and the UN. Sweden is also pressing for improved cooperation in the field.

2.1.2 EU-NATO

Cooperation between the EU and NATO has become increasingly important in the light of the EU's enhanced conflict management capability. It has not, however, been possible to realise the full potential of the relationship. It is crucial from the Swedish point of view that this happens. As well as cooperation on military crisis management – as in Bosnia since 2005 – the organisations today have parallel military and civil commitments that necessitate dialogue and coordination. The increased interfaces ensue in particular from the military and civil operations side-by-side in Kosovo and Afghanistan. Several EU member states, including Sweden, will have personnel both in EU operations and in the operations conducted under NATO auspices. Sweden's objective is

to strengthen the cooperation between the EU and NATO, for instance by advocating expanded formal and informal exchange between the two organisations. In addition, Sweden attaches particularly great importance to expanded contacts in the field.

2.2 The United Nations (UN)

The primary responsibility for maintaining international peace and security rests with the UN. The UN's General Assembly and Security Council represent the core of the international legal system and multilateral cooperation. Because of its world-wide membership, the UN enjoys unique political legitimacy in managing acute crises and facing up to long-term global challenges. The UN as an organisation can provide international legitimacy for, and authorise, the use of force, as the possibility of Security Council resolutions under Chapter VII of the UN Charter reflects the organisation's special position in the collective security system. Sweden has a strong interest in a powerful and effective UN. It requires a wide range of countries to contribute to UN operations, including western countries.

The UN has strengthened the peace-support tools in recent years through its ongoing process of reform. Mediation, peace-building, the obligation to protect and human rights are areas in which the UN has built up new institutions and guidelines. Alongside this, demand for the UN's peace-support operations has increased to a significant degree.

Sweden's aspiration is to increase efforts to take part in international troop operations, including UN operations. Sweden will additionally support the Peacebuilding Commission, on whose steering committee it has a seat in 2008. Sweden supports the UN's development of integrated missions and adopts a broader approach in peace-support efforts. It also supports the Secretary-General's reform of the UN's department for peacekeeping operations. The introduction of civilian observers would be a crucial complement to the UN's military observer activity and would make it possible to reinforce multinational operations with specific knowledge and a higher proportion of women. Stronger cooperation between the UN and regional organisations is a priority for Sweden.

Sweden will continue to support the implementation and follow-up of the UN system's joint action plan for Resolution 1325, which was adopted in 2005. The Government adopted a national action plan to implement the resolution in 2006.

2.3 NATO-Euro-Atlantic Partnership Council (EAPC)

Crisis management has become an increasingly important part of NATO's combined activity since the 1990s. Sweden has extensive and well-developed cooperation with NATO under EAPC/PfP (Euro-Atlantic Partnership Council/Partnership for Peace). It is in the interests of Sweden to continue to try to extend the scope of this cooperation. As far as Sweden is concerned, the possibility of participating in NATO-led crisis management operations is a key element in cooperation. Sweden

consequently contributes to creating stability and security in conflict areas of security-policy interest to it. Participation lends the country credibility, which benefits it in other areas of cooperation in EAPC/PfP.

The partnership cooperation, including participation in NATO-led operations, also represents a key instrument in the development and strengthening of the Armed Forces' interoperability and capability for participation in international crisis management operations in general. NATO offers a unique set of standards, exercises and a number of programmes aimed at such development. Sweden needs cooperation with NATO in order to be able to meet its need to develop capability to take part in international peace-support activity, regardless of whether this takes place under NATO, UN or EU command.

Sweden intends to continue to develop its cooperation with NATO in the area of crisis management, as an instrument with which to strengthen Swedish international crisis management capability.

NATO's rapid reaction force, which has to be capable of deployment in the most demanding of military operations, has also been open to contributions from partner countries since 2006. Partner countries can declare supplementary units for the force, provided these units fulfil the same quality requirements as apply to NATO units.

Sweden is considering the NATO offer of participation by partner countries in the NATO Response Force (NRF) with supplementary contributions.

When Sweden reviews possible participation in the NRF, the options for cooperation with other Nordic countries and the Baltic states will be examined, that is to say both with the partner country Finland and with the NATO member states Denmark, Norway, Estonia, Latvia and Lithuania.

2.4 OSCE and the Council of Europe

It is the OSCE's extensive field activity in particular that gives the organisation its added value. Sweden's contribution to the OSCE will continue to be made through support for its conflict-preventing activity. In addition, Swedish personnel will be made available to the OSCE for service in the organisation's secretariat, in its institutions and field missions. Sweden will continue to be proactive with regard to implementation of the 2005 ministerial resolution on women in conflict prevention, crisis management and post-conflict rehabilitation. In addition, Sweden will continue to act as an election monitor and election observer in the election monitoring missions carried out in various countries under the auspices of the OSCE's Office for Democratic Institutions and Human Rights (ODIHR). Sweden also takes part in election monitoring through the Council of Europe's parliamentary assembly.

The strength of the Council of Europe lies principally in an extensive binding set of rules and in strong institutions. This is true in particular of the European Convention for Human Rights and Fundamental Freedoms and the European Court of Human Rights, but there are also a large number of conventions and monitoring bodies for various aspects of

human rights. The institutions provide support for the build-up of the legal system in various countries. Sweden will continue to press for a focus on the Council of Europe's core areas of human rights, democracy and the principles of the rule of law, particularly during the Swedish chairmanship of the Council in 2008.

2.5 Cooperation with the African Union (AU) and regional organisations

Sweden supports the construction of a strong and sustainable African Union. Capacity-building should be a key element in Swedish cooperation with the African Union (AU). Sweden should establish an intensified dialogue with the AU and additionally contribute financial and technical support to the AU Commission and, where appropriate, other AU bodies. In cooperation with the AU, Sweden should press for build-up of the Union to progress as quickly as possible. The principle of African ownership will be respected.

The AU has made most progress in the key area of peace and security. Swedish support for various components in the African peace and security structure, which is being built up, is important. The orientation of the support will be guided by Swedish added value and Swedish comparative advantages.

Sweden should additionally seek to contribute to effective forms of coordination under crisis management operations that involve the AU and other players, such as the UN and/or the EU. Strengthened capability to jointly plan and implement multifunctional peace-support operations on the African continent is essential in the light of future challenges. Sweden should additionally consider closer military cooperation with the AU, including exercises and other forms of build-up of expertise, with the aim of being able to take part in AU-commanded operations with units.

The regional African cooperation organisations – including ECOWAS (Economic Community of West African States) are key elements in implementing the AU's objectives to carry development forward in the region concerned. The goal of Swedish cooperation with the regional organisations is to promote effective and sustainable regional cooperation for peace and support, sustainable and fair development and poverty reduction. Swedish support should be focused on strengthening capacity and institutions.

The EU's successful cooperation with ASEAN (Association of Southeast Asian Nations) and the five member states Brunei, the Philippines, Indonesia, Singapore and Thailand during the Aceh Monitoring Mission in 2005/06 contributed to putting crisis management on the agenda for the dialogue between the EU and ASEAN. Sweden should support expanded exchange of experience and initiatives for cooperation with ASEAN, particularly in civil crisis management.

3 Nordic cooperation

There are great opportunities in the framework of Nordic defence-related cooperation for exchange of experience, coordination and joint contributions to international operations, on both a bilateral and a multilateral basis. A good example of this is the cooperation undertaken under the EU Nordic Battle Group and the NATO-led ISAF (International Security Assistance Force) operation in Afghanistan. Many areas of operations and forms of cooperation have been continuously under discussion for many years at all levels. Sweden will aim to further increase the extent of Nordic cooperation, for instance by examining the options for Nordic collaboration ahead of each international operation.

All the Nordic countries are taking part in operations under the UN, the EU and NATO. Joint Nordic operations can contribute to great coordination benefits and lead to more effective operations. There is a Nordic consensus that closer cooperation between the countries improves the prospects of maintaining versatile and broad defence capability and also providing a number of economic and security-enhancing benefits. This cooperation can also serve as the basis for more coordinated Nordic action in the NATO and ESDP processes for development of capability.

NORDCAPS (Nordic Coordinated Arrangement for Military Peace Support) exists to support the implementation of Nordic joint operations. This cooperation was established by the Nordic defence ministers in 1997 and is an effective and flexible Nordic consultation and coordination body for peace-support operations under the UN, the EU and NATO/PfP. This cooperation also includes exercises and training activities.

4 Means and methods

4.1 Introduction

There are number of policy instruments to contribute to peace and security. Contributions to military and civil peace-support operations are important instruments of this kind. There are also other instruments of direct relevance to creating peace and security. Conflict-preventing measures, mediation efforts, dialogue, sanctions and reconstruction operations are all areas in which Sweden is active with a view to preventing and averting conflicts and creating the necessary basis for lasting peace. Sweden will continue with work to enhance the instrument of sanctions and strengthen Swedish capacity to act on mediation issues.

4.2 Security and development

Security, development, democracy and human rights are dependent on and reinforce one another. A stable security situation is essential if it is to

be possible for democracy, respect for human rights and the principles of the rule of law and economic and social development to be achieved. This must be borne in mind in efforts to assist fragile states and post-conflict countries. Similarly, democracy, human rights and development are essential for long-term peace and security.

The complex conflict-management and reconstruction operations of today necessitate the international community – as in Sweden nationally – coordinating available tools in both the planning and implementation phases. An example of the interaction between security and development is the operation in Afghanistan, where Sweden has made an active contribution with development assistance over many years. Poverty and lack of democracy and respect for human rights have contributed to the country being racked by conflict and instability in recent decades. The western Balkans and the Democratic Republic of Congo are other examples where there is a need for more coherent solutions, which in addition to acute crisis management also include operations aimed at ensuring more long-term reconstruction and development.

Although Swedish operations in a post-conflict area to a large extent are principally aimed at supporting UN and EU peace efforts, the operations should as far as possible be covered by an overarching national objective. This will be based on strategic planning and improved coordination between short-term and long-term aims, as well as between different players. In order to promote a sustainable solution to conflicts, Sweden should as far as possible coordinate peace-support operations with both humanitarian and more long-term reconstruction and development support. The aim should be for Swedish contributions to the international operations to be of a combined nature, with both military and civil elements.

Swedish action in the humanitarian area is the subject of the Government Communication entitled “Swedish Policy for Humanitarian Assistance” (Comm. 2004/05:52). In view of the differing and short-term aims of humanitarian operations, saving lives, alleviating distress and contributing to restoring/preserving human dignity, it is important that the coordination of peace-support operations respects the different roles, tasks and mandates of these players. To be able to carry out their specific assignment, humanitarian players depend on being perceived as neutral. If they are regarded as closely associated with a political or military agenda there is a risk of their access to civilians in distress being severely restricted, which ultimately will also make it more difficult for overarching political and military aims to be achieved. It is therefore in the interests of all players to press for the best possible coordination, provided this cooperation does not have an adverse impact on how the neutrality and independence of humanitarian operations is perceived.

Sweden will also act to ensure that the operations of the international community are all-embracing and structured according to a plan that covers all available players and instruments. Operations will take place in response to expressed needs and in satisfactory coordination with the government of the country concerned. They should also be offset against the principal aim of reinforcing the capability of countries afflicted to conflict to solve their own problems. This contributes to making the operations more effective and improving the prospect of achieving the

aims, as well as putting the donor country in a better position to plan its contributions over time by clarifying tasks and interaction.

Humanitarian and development-policy aspects will form part of the overall assessment made in relation to the initiation or completion of international peace-support and security-building operations. The aim will be for Sweden, as far as possible, to utilise the instruments available to it in a coordinated way in order to contribute towards attaining the overarching objectives of the international community. This will be done in accordance with the Paris Declaration for more effective development assistance. The cooperation is based on the situation, goals and priorities of the local partner.

4.4 The need for security sector reforms (SSR)

It is crucial that the authorities responsible for maintaining defence against aggression and for preserving legal certainty, primarily the armed forces and the judicial authorities, respect human rights, are effective and capable and are under democratic control and insight. Only then can society work smoothly. Major deviations from this are, however, a reality in many countries.

Measures to reform these areas of activity, often referred to as a country's security sector, are therefore often essential for development in post-conflict countries and have featured increasingly strongly on the international agenda. Security sector reforms (SSR) is an accepted term for such reforms.

In order to be able to bring about democratic governance of the security sector there is a need for combined operations both by development players, with expertise for instance in civil public administration, and players whose principal task is peace-support operations.

Swedish SSR involvement, in the same way as the peace-support activity in general, will form an integral and combined part of a long-term policy towards the country or region concerned. SSR support will be based on a broad analysis of needs with regard to the various security threats faced by states and individuals and be implemented in conjunction with the partner country and any other supporting countries and organisations. Local ownership of the reform process is crucially important in order to create long-term and sustainable changes. Tailored packages of operations must be designed depending on the country's needs. The circumstances relating to SSRs may differ sharply between countries and regions. Swedish support for SSRs will consequently also show great variation depending on which countries the support relates to.

SSRs are a long-term activity in which multilateral arrangements will be considered a prime alternative in each individual case. Sweden may, for example, support a UN, EU or NATO operation with smaller contributions, but also opt to take the lead in larger operations possibly with a more long-term orientation.

At the time of, or prior to, an SSR operation it is important to contribute to operations that relate to disarmament, demobilisation and

reintegration of armed forces (known as DDR operations) in order to be able, during the often fragile initial phase of the concluded conflict, to make possible continued peaceful development that contributes to creating security so that a development phase can begin.

4.4 Military resources and capabilities

The Armed Forces contribute to fulfilling Sweden's security-policy objectives by developing a modern, flexible and usable rapid-response defence with high availability. The principal task of the Armed Forces is the capability to engage in armed combat.

The task of conducting international operations will be fundamental, but not the sole determining factor, in the development of Armed Forces units. Priority will primarily be given to capability, together with other countries, to prevent, limit, mitigate and end conflicts. Sweden has to be able to make contributions to these operations where it can add value to them.

The armed forces have the dual task of safeguarding Swedish territorial integrity and contributing to peace and security. These tasks are closely related. The experience gained from international operations strengthens the capability to safeguard Sweden's territorial integrity. The experience gained is also significant in maintaining and developing the capability of the Armed Forces to counter various forms of extensive military operations against Sweden following a serious and extended deterioration of the situation in the world around.

The Armed Forces will have the capability to command and participate in two concurrent battalion size operations, while also committing smaller units to three additional operations. The aim is to contribute larger and more cohesive military units to international operations. One element in this higher level of aspiration is Swedish participation in the EU's rapid reaction forces. Larger cohesive unit contributions can make it possible to obtain more high-level positions in high-level commands and organisations, which contributes to strengthening and developing expertise in the Armed Forces. In turn, this can lead to improved prospects of exerting influence and make it possible for Sweden to have an impact on the individual operation and at the same time have greater influence in various organisations. This contributes to attaining the goal of Sweden being able to be an active international player. Larger operations also contribute towards developing the capability of the Armed Forces to command larger units.

Sweden will have the capability to arrive on the scene quickly in a new area of operations in the context of established rapid-response capability cooperation. In addition, the Armed Forces will be able to reinforce an operation already under way. The need to reinforce an operation that is in progress may arise very quickly. Reinforcement is carried out over a shorter period with light units, with the aim of stabilising a situation that has suddenly become unstable and threatening or of supporting an evacuation operation. Reinforcement may also entail a somewhat slower deployment of units with heavier equipment which can act in an area of operations over an extended period.

If there is a sudden need for such reinforcement, it is important that the Government is able to take decisions quickly on changes to the military operations Sweden is conducting. The personnel ceilings for such possible changes are therefore already included in the Riksdag's original mandate for the operation concerned. In recent years – in part because the peace-support operations Sweden takes part in have become increasingly demanding and more risky and difficult to assess from the point of view of security – these reserves have also accounted for a higher relative share of the combined permitted personnel ceiling. As well as it being important that the Armed Forces are able to act quickly in such situations, the Riksdag has an interest in receiving information. The Government therefore intends to keep affected committees in the Riksdag informed about decisions to utilise permitted scope for an urgent reinforcement or evacuation operation. This arrangement must not, however, have a delaying effect on the possibility of quickly launching reinforcement and evacuation operations. The information to relevant committees in the Riksdag is given in conjunction with Government decisions on changes in Swedish military presence in an operation.

Although Sweden will have capability for rapid-response operations, most of the operational capability will comprise units that are deployed or have somewhat lower operational readiness. There must also be a greater degree of flexibility in the supply of materiel. It must be possible for certain materiel to be supplemented and supplied to the armed forces quickly in the face of specific needs in an international operation.

The composition of Swedish contributions to international peace-support operations will be rational on the basis of Swedish interests and available resources and expertise, which also has some impact on participation in peace-support operations. It is not always possible to gauge the value of military international operations in terms of the number of individuals taking part in the international force.

In order to achieve the greatest possible effectiveness in peace-support operations, it will also continue to be an aspiration, on the basis of established principles, partly in the framework of the UN's peace-support activities, to carry on developing Swedish capability with regard to civil-military collaboration in operations. An important element in this is continued implementation of UN Resolution 1325 on Women, Peace and Security. A higher proportion of women in operations results in greater operational effectiveness, in part because Sweden thereby creates the necessary basis from which to reach out to the whole population in the area of operations. This makes it easier for example to gather information, but it is also a significant factor in the possibility of the force fulfilling the tasks it is given.

4.5 Civil resources and capabilities

The number of civil peace-support and security-promoting operations in the UN, the EU and the OSCE has increased in recent years, and this increase appears to be continuing. This also leads to increased demand for personnel for such operations.

The development of Swedish civil capability should be based on actual demand from international operations, principally the EU and the UN. There is great demand for Swedish civil contributions to operations, but these contributions have traditionally applied principally to police resources. Sweden has a long tradition – principally under the UN – of taking part in international peace-promoting activities with police, and the police have long been the largest element in most civil operations. A further increase in demand for personnel from other parts of the legal system, i.e. prosecutors, judges and prison and probation personnel, is now anticipated. Experience has shown the importance of a broad approach with complementary operations that cover a broad spectrum of the judicial chain. It is therefore important that Sweden can also contribute personnel for example from judicial authorities.

There has also been increased demand in recent years for other expertise, such as civil personnel who can assist a peace-support operation.

Sweden is an important player internationally in various support functions for operations, such as logistics and IT infrastructure. Business can also make important contributions, for example by providing environmentally sustainable solutions that can used both in the humanitarian phase and at the reconstruction stage. Collaboration between business and development cooperation aimed at reinforcing Sweden's combined contributions to peace-keeping operations will be strengthened. Sweden should also continue to be able to contribute expertise in the areas of human rights and gender equality. In addition, Sweden should actively press for an increased proportion of women in civil operations.

Personnel for international operations today are recruited from government agencies such as the National Police Board, the Swedish Prosecution Authority, the National Courts Administration, the Swedish Prison and Probation Service, the Swedish Rescue Services Agency and Sida. With effect from the start of 2008, the Folke Bernadotte Academy (FBA) will also be recruiting civil personnel. In close collaboration with affected authorities, the FBA will maintain a coherent overview of the combined national civil expertise and categories of personnel the authority concerned can contribute, and already contributes, to ongoing operations. Sweden’s capability to respond to international demand can be strengthened further by increased collaboration between the various agencies.

Participation in international operations has several positive effects for government agencies and their personnel, as international work provides knowledge and experience the agency and its personnel can use in their operational tasks. It is important that such effects of international operations and the interests of the agencies are taken into account when contributions to civil operations are considered and planned.

Against this backdrop it should be natural for international experience to be viewed as advantageous when positions are filled nationally.

A long-term approach in the planning and funding of contributions to civil operations is required to enable Swedish civil capability to be developed and reinforced. A long-term approach is necessary for national agencies to be able to maintain and develop good capability to meet

international needs. It is also important for the agencies to be able to calculate the extent to which their resources will be put to use so that the requirements of national activity are met.

Many present-day operations take place in areas where the levels of risk are high. Safety aspects must therefore be weighed into considerations on contributions, particularly for those agencies that do not have the same knowledge and experience of critical situations as the police, for example.

Areas in which civil development of capacity should take place include, for example, police and the rule of law (police, prosecution service, courts and the prison and probation service), administration, operational support (e.g. logistics, healthcare and communication), civilian observers and rapid-response capability. Development should lead to more integrated operations. An underlying principle for Sweden in this respect will be, as far as possible, to attach an element of rule of law to future police operations.

Ministry for Foreign Affairs

Extract from minutes of cabinet meeting held on 13 March 2008

Present: Prime Minister Reinfeldt, Ministers Olofsson, Odell, Bildt, Ask, Husmark Pehrsson, Leijonborg, Larsson, Erlandsson, Torstensson, Carlgren, Hägglund, Björklund, Littorin, Borg, Sabuni, Billström, Adelsohn Liljeroth, Tolgfors

Minister responsible: Minister Bildt

The Government adopts Government Communication 2007/08:51 National strategy for Swedish participation in international peace-support and security-building operations.