

Swedish non-paper – Constraining Russia - securing Europe

Russia's war of aggression against Ukraine is part of a wider, systematic Russian challenge to the rules-based international order which forms the basis of security, stability and prosperity in Europe. Consequently, Russia is the most significant and direct threat to European security. Considering the scope of its hostile ambitions, Russia is likely to remain a threat to Europe for the foreseeable future, regardless of the outcome of its war in Ukraine.

The strategic aim of our policy toward Russia must therefore be **to prevent Russia's expansion of power by constraining its influence, scope for action, and ability to cause harm.**

The single most important means of constraining Russia is to back Ukraine. Europe must therefore sustain its financial, political and military support to Ukraine for as long as it takes.

However, to effectively manage what is likely to be a long-term confrontation with Russia, the EU must use **all available instruments**, including ones that lie beyond external action. Russia's antagonistic policies play out in several geographic contexts, in all domains and in most, if not all, policy areas within EU competence. Effectively constraining Russia is therefore only possible through a comprehensive approach and coordinated, inter-services action. The EU has already taken important steps in this direction, not least in the sanction and hybrid areas.

To enhance the EU's ability to systematically constrain Russia, Sweden proposes that the President of the Commission task each and every one of the new Commissioners with identifying concrete proposals for how to constrain Russia within their respective areas of responsibility, with a view to implementing a sustained and wide-ranging set of concrete measures.

Sweden underlines the importance of close coordination between the EU and NATO. We should play complementary, coherent and mutually reinforcing roles, and work towards the same strategic objectives.