

Letter to the Committee on Finance – information on developments that bring the issue of a digital krona to the fore



DATE: 7 October 2026
DEPARTMENT: Payments Department
DOCUMENT: Open

SVERIGES RIKSBANK
SE-103 37 Stockholm
(Brunkebergstorg 11)

Tel +46 8 787 00 00
Fax +46 8 21 05 31
registratorn@riksbank.se

DOC. REF. NO: 2026-01419

Rapid developments in the payments market are bringing the issue of a digital krona to the fore

One of the conclusions in the Payments Inquiry's report, *The State and Payments*, was that there were not, at that time, sufficiently strong societal needs for the Riksbank to issue a digital krona, also known as an e-krona. At the same time, the report emphasised that the development of the payment market is rapid and that economic, political and technological changes could lead to a reassessment in the future.¹ As described below, there have been significant developments since the report was published, which is why a new assessment may be required in the not-too-distant future.²

According to Chapter 4, Section 9 of the Sveriges Riksbank Act (2022:1568), the Riksbank may, with the consent of the Riksdag, issue a digital means of payment. The Riksbank has not taken a position on whether a digital krona should be issued.

The purpose of this letter is to inform the Riksdag of recent developments, the timeframe for introducing a digital krona, and the need for legislative amendments, if the Riksdag, at a later date, decides to introduce a digital krona.

A deteriorating geopolitical situation

The payments market plays a key role in maintaining Sweden's preparedness and sovereignty, and the question of a digital krona should therefore be viewed in the light of the fact that the geopolitical situation has deteriorated significantly in recent years.³ The Government states the following in its Defence Decision 2025–2030: "The capacity of all other emergency response sectors is heavily dependent on the financial services sector and private sector organisations such as banks, insurance companies and other businesses that, for example, handle cash and provide infrastructure for retail payments." Around 95 per cent of the financial sector consists of private operators. By

¹ SOU 2023:16 p. 49.

² See Appendix 1 for a summary of key events since the Payments Inquiry submitted its report.

³ See, for example, MUST (2026) Annual Review 2025; The Government, 2025, On the Government's priorities: The security policy situation; Sveriges Riksbank, Payments Report 2026, pp. 6, 10, 24–26 and 61.

disrupting or causing the financial system to collapse, an adversary can engage in blackmail, make threats, mislead the public, create social unrest and encourage hoarding, all of which could undermine Sweden's resilience."⁴ Even in peacetime, the payments system is a target for so-called hybrid threats, such as cyber-attacks.⁵ This highlights the importance of further strengthening the resilience of the payments system, as it forms an important part of Sweden's total defence.

A digital krona could boost the resilience of the Swedish payments market. It would give households and companies access to an additional payment method based on Swedish and European infrastructure and offer enhanced opportunities to make offline payments in the event of disruptions to the electricity grid and telecommunications networks, thereby enhancing the resilience of the payments system as a whole.

Work on a new European payment infrastructure is well advanced

The process of developing a digital euro has come a long way. On 28 June 2023, the European Commission (the Commission) presented a proposal for a regulation on the establishment of the digital euro.⁶ Both the Council of the European Union (the Council) and the European Parliament (the Parliament) have, in their respective negotiating positions, expressed support for the implementation of the proposed regulation.⁷ It is anticipated that the trilogue negotiations on the regulation will be concluded in 2026, and the European Central Bank (ECB) has announced that it plans to launch a pilot scheme in the second half of 2027, followed by a public launch in 2029. The digital euro will be a European payments system enabling payments across the entire euro area, available to around 350 million people. Both the Council and the Parliament have also expressed support for retailers in countries outside the euro area being able to accept the digital euro as a means of payment from tourists.

The digital euro will primarily be available online via, for example, mobile phones, but will also support so-called offline payments in the event of power cuts or telecommunications outages, which is particularly important in a time of geopolitical uncertainty. The digital euro's infrastructure will also be designed to be highly resilient to disruptions, with several operational centres located across Europe.

One of the advantages of the digital euro that the ECB often highlights is that it is also intended to facilitate so-called conditional payments. The money is issued by the ECB,

⁴ Government Bill 2024/25:34 p. 132.

⁵ See, for example, Government Bill 2025/26: 116, A new function for operational crisis management in the financial sector, p.18.

⁶ The Commission, Proposal for a Regulation of the European Parliament and of the Council on the establishment of the digital euro, COM/2023/369 final, and the Ministry of Finance, The EU's legislative package on the digital euro, fact sheet 2022/23:FPM117.

⁷ [A single currency: Council agrees on the digital euro and the role of cash - Consilium](#) and [Digital euro: MEPs ready to start negotiations | News | European Parliament](#).

but participants in the payments market, such as banks, are able to offer services whereby the payment is only finalised once certain conditions have been met, for example when goods have been received by the buyer. This should be distinguished from so-called 'programmable money', which is restricted in terms of its purpose or duration from the moment it is issued and can be likened to a gift voucher. The ECB has made it clear that the digital euro will not be programmable.

The fact that the digital euro is being rolled out also has an impact on Sweden and the Swedish payment infrastructure. Future payment solutions, infrastructure and legislation in the EU will be based on the existence of a digital euro. In the long term, the lack of a comparable solution in Sweden, based on the Swedish currency, could affect the competitiveness of our payment system. See section 'It is important that Sweden does not lose its competitive edge'.

The emergence of new technology and stablecoins

Stablecoins are digital assets whose value is pegged 1:1 to one or more underlying assets. They are based on the same decentralised technology as volatile crypto-assets, such as Bitcoin, but are more stable. The majority of stablecoins issued today are pegged to the US dollar. In a short space of time, the use and volume of stablecoins in circulation have increased, although the market remains small in relation to the global financial system. To date, the main use of stablecoins has been in the trading of crypto-assets, but they could potentially also become more widely used as a means of payment. If stablecoins pegged to foreign currencies are considered attractive as a means of payment, the use of the Swedish krona could come under pressure even within Sweden's borders.⁸ The Riksbank's assessment is that such a scenario does not pose a significant risk, at least not in the near term.⁹ In the long run, however, it cannot be ignored.

It is important that Sweden does not lose its competitive edge

In recent decades, Sweden has been at the forefront of the payments market with innovations such as e-identification and mobile instant payments (Swish), but there are signs that the Swedish payments market is now beginning to lag behind some other European countries in terms of innovation. Wider-ranging solutions for instant account-to-account payments, both domestically and across borders, are one such example.¹⁰ In Norway and Denmark, for example, almost all banks offer their customers instant payments via mobile or online banking. In the euro area, banks are now obliged to offer

⁸ International Monetary Fund, Understanding Stablecoins, 2025.

⁹ Sveriges Riksbank, "Stablecoins could lead to better payments, but risks remain", Staff Memo, 2025, Sveriges Riksbank, "The growing market for stablecoins poses new questions for central banks", Financial Stability Report, 2025:2, Sveriges Riksbank.

¹⁰ Sveriges Riksbank, Payments Report 2026, pp., 34–37 and 59.

instant account to account payments via, for example, online banking, if they offer regular credit transfers there. A digital krona would give the public more opportunities to make instant payments and, under certain conditions, could open up new possibilities for cross-border payments. A digital krona could therefore help to create a more dynamic and secure payment infrastructure in Sweden. A well-functioning payments system makes it more attractive to continue using Swedish kronor. This would strengthen the krona's position and reduce the risk of it losing ground to other digital central bank currencies and new digital assets such as stablecoins.

There is considerable pressure for change in the payments market, and Sweden may also become exposed to other currencies in new ways. It is difficult to make a reliable forecast of how these developments might affect Sweden and the Swedish krona. Although the risks are currently limited, they should not be ignored in the long term. If, for example, the digital euro were to become an attractive means of payment, this could affect the competitiveness of the Swedish krona.

It should not be possible to use a digital krona for surveillance

In its proposal for a regulation establishing the digital euro, the Commission has stipulated that it will not be possible to control how the digital euro is used. For payments that are not made offline, the ECB will not be able to identify who is sending or receiving payments; only the banks involved in a specific transaction will be able to do so. So there is no change compared with how things work at present.

The draft regulation also stipulates that information regarding offline payments made in shops must be anonymous, as is currently the case with cash.¹¹ In other words, the digital euro should not be used to monitor or control citizens' purchases. A Swedish regulatory framework for a digital krona could be designed in a similar way.

Make use of the infrastructure for a digital euro

If Sweden were to issue a digital krona, it would be advantageous to use the infrastructure that the ECB is planning for the digital euro. This would provide a reasonable way of gaining access to a resilient infrastructure¹² and could potentially enable Swedes to make faster and cheaper cross-border payments throughout Europe. This would also be in line with Sweden's previous positions on payments infrastructure, given that the Riksbank has been using the ECB's platform for instant payments for several years now. In addition, the Riksbank is preparing to use the T2 payment system

¹¹ Proposal for a Regulation of the European Parliament and of the Council on the establishment of the digital euro, COM/2023/369 final, reasons 55, 71, 75 and articles 24 and 37.

¹² The ECB plans to develop the digital euro with at least three independent operational regions. If one region goes down, transactions can be redirected and settled in the remaining regions. In addition, plans are in place for a comprehensive offline payment function that will make payments more resilient in the event of power cuts or data communication failures. [Preparation phase of a digital euro - Closing report](#).

for payments that currently pass through the Riksbank's system for large-value payments, RIX RTGS.

Reasons to start investigating legislative changes now

Extensive legislative and developmental work is required to enable, if necessary, the issuance of a digital krona. The Payments Inquiry reviewed the legislative amendments that could be considered, but did not put forward any legislative proposals.¹³ According to the Payments Inquiry, a whole range of laws need to be amended – including the fact that a specific law governing a digital krona would probably be required.

In addition to legislation, extensive preparatory work is also required on the part of the Riksbank and the market ahead of a possible future launch. In the same way as prior to joining the ECB's TIPS and T2 payment systems, the Riksbank would need to investigate how Swedish legislation – such as security protection legislation – relates to the future use of the same platform as the digital euro. Furthermore, contract negotiations would need to be conducted with the ECB. In addition, regulations, terms and conditions, and agreements for suppliers and users would need to be drawn up. For the market, the introduction of the digital krona would be a major development project. This involves, for instance, software development, connecting to a new technical platform and system integration – ranging from accounting systems to customer interfaces. For both the Riksbank and the market, the introduction of a digital krona would also require a major public information campaign.

The Riksbank estimates that the implementation work for the Riksbank and the market, as described above, would take at least five years. In addition, there is the time it would take to make the legislative amendments required for the introduction of a digital krona. Given such long lead times, the Riksbank believes it is justified to begin preparing the necessary legislative framework now, even if Sweden ultimately decides not to launch a digital krona, or to further postpone a launch. Such legislative preparations would be initiated by the appointment of a public inquiry. If the Riksdag considers that this work should be initiated, the Riksbank stands ready to assist, if needed.

To illustrate the issues that such an inquiry would need to consider in more detail – see Appendix 2: Need for legislative amendments.

If the Committee on Finance so wishes, the Riksbank may return with a more detailed proposal for terms of reference, preferably once the regulation establishing the digital euro has been finalised.

¹³ SOU 2023:16 pp. 892– 917

Appendix 1 – Key events since the Payments Inquiry submitted its report.

- 28 June 2023: The Commission presents a proposal for a regulation on the establishment of the digital euro
- June–July 2025: The US Senate passes legislation on USD-pegged stablecoins (the Genius Act).
- 25 September 2025: Qivalis (a consortium of European banks) announces that it is to launch a euro-pegged stablecoin. SEB and Danske Bank are part of the consortium.
- 19 December 2025: The Council agrees on its negotiating position on the digital euro.
- 17 February 2026: Must has published its 2025 Annual Review, in which it notes, amongst other things, that “The security situation in Europe and in Sweden’s neighbouring regions has deteriorated further and will continue to affect the security threats facing the Swedish Armed Forces for a long time to come.”
- 20 May 2026: A further 25 banks join Qivalis, including Handelsbanken, Nordea and Swedbank.
- 9 July 2026: The European Parliament agrees on its negotiating position on the digital euro.

Appendix 2 – Need for legislative amendments

Background

According to Chapter 4, Section 9 of the Sveriges Riksbank Act (2022:1568), the Riksbank may, with the consent of the Riksdag, issue a digital means of payment. In its letter to the Committee on Finance, the Riksbank sets out several reasons why the issue of a digital krona has come to the fore once again and why there are grounds for being prepared to introduce one. Legislative amendments will probably be required to ensure preparedness for the future.

There may therefore be grounds for appointing a special investigator to analyse and assess which legislative amendments are necessary so that, should the Riksdag pass a resolution granting authorisation, a digital means of payment issued by the Riksbank – a digital krona – can be introduced to the general public.

Scope and limitations

A special investigator could assess and analyse the need for legislative amendments to enable the possible introduction of a digital krona, if the political will for this exist in the future.

The entry into force of the legislative amendments should be linked to the date of the Riksdag's decision, pursuant to Chapter 4, Section 9 of the Sveriges Riksbank Act, granting the Riksbank authorisation to issue a digital means of payment in the form of digital kronor.

The possible introduction of a new means of payment in the form of a digital krona does not affect the Riksbank's exclusive right, under Chapter 9, Article 14 of the Instrument of Government, to issue banknotes and coins. Nor would such a reform affect the Riksbank's responsibility for the so-called ESCB-related tasks under Chapter 9, Section 13 of the Instrument of Government. The investigator's remit should therefore not include making proposals for amendments to the Constitution.

Areas where legislation needs to be reviewed

The investigator should identify and analyse the need for new legislation or legislative amendments in the following and other relevant areas:

- any amendments to the Sveriges Riksbank Act regarding the legal status of the digital krona as a means of payment
- a new Act on digital kronor which – taking into account the forthcoming EU Regulation establishing the digital euro, as well as Swedish circumstances and the Swedish legislative tradition – regulates the following areas and, where

necessary, authorises the Riksbank to adopt more detailed regulations concerning:

- availability, use and any restrictions
 - distribution and opportunities for collaboration with private sector organisations
 - division of responsibilities between the Riksbank and private sector actors
 - offline use.
- issues relating to public access and confidentiality arising from any amendments to, for example, the Public Access to Information and Secrecy Act (2009:400)
- how digital kronor are handled in the event of death, the division of an estate, bankruptcy or a gift, and the need for any amendments to, for example, the Bankruptcy Act (1987:672) and the Act (1936:83) concerning certain undertakings relating to gifts
- The investigator should pay particular attention to issues relating to national and international regulations concerning:
 - payment services and payments
 - privacy and data protection
 - combating money laundering and terrorist financing
 - international sanctions.