

OCTOBER 2017




THE DANISH GOVERNMENT

A strong defence of Denmark

**Proposal for new defence
agreement 2018 – 2023**

Danish Ministry of Defence

A strong defence of Denmark

Denmark faces more serious threats than in any other period following the fall of the Berlin Wall. The freedom and security we value so highly cannot be taken for granted.

To the east, NATO faces a confrontational and assertive Russia. Instability in the Middle East and North Africa is fuelling militant Islamism,

sowing the seeds for the threat of terror and irregular migration flows. Threats in cyberspace have serious security and socio-economic consequences. Propaganda campaigns challenge our democratic principles and established rules, while in the Arctic, there is increased activity and military presence. These are challenges which we cannot afford to ignore.

The Government wishes to

- enhance the Danish Defence's capacity for collective deterrence and defence of NATO.
- enhance the Danish Defence's ability to participate in international military operations for the purposes of, *inter alia*, fighting terrorism, capacity building and handling of irregular migration flows.
- strengthen the Danish Defence's ability to contribute to the national security of Denmark, which includes increasing support from the Danish Defence to the Danish National Police.
- enhance our ability to protect Danish society from cyber threats and propaganda campaigns.

That is why the Government wishes to substantially increase military spending over the next six years. The substantial increase will be gradually phased in and ultimately result in the Danish Defence's annual budget in 2023 being increased by DKK 4.8 billion. This amounts to an increase of 20% compared to current military spending.

The Government wishes to maintain the existing garrisons so that the Danish Defence

will remain a good and attractive workplace across all of Denmark. The substantial increase in spending will increase operational capacity, and as a whole, the Danish Defence will have more staff, a less leadership-heavy structure and more operational units and soldiers by the end of the period covered by the agreement.

We take the security of Danes seriously, and we back up our words with action.

Billion DKK	2018	2019	2020	2021	2022	2023
Increase in spending	0.8	0.8	1.7	1.9	2.8	4.8

A core ally in NATO

NATO is the cornerstone of Denmark's defence and security policy. We have a strong interest in maintaining our cooperation in NATO and

the Transatlantic bond as the primary guarantor of our security.

The Government proposes to

- utilise the substantial increase of the defence budget to develop modern military capabilities and to enhance Denmark's ability to continue its active participation in international operations. In so doing, Denmark will live up to the objectives from the NATO summit in Wales.

The substantial increase in spending will improve the Danish Defence's annual budget by more than 20% compared to today. At the same time, with the significant investments in major equipment over the budget period, Denmark will live up to the NATO target of allocating 20% of defence spending on investments in major equipment. This proposal by the Government reflects that we have listened to NATO's wishes for the development of Denmark's military defence over the coming years.

The Government's proposal for a new defence agreement is a substantial investment in the Danish Defence as a strong safeguard of Denmark and the freedom and security of Danes. It underscores our determination to keep Denmark as a core ally in NATO. It will strengthen Denmark's contribution to ensure that NATO remains the world's strongest military alliance and a credible guarantor of our security.



Conscripts in the Engineer Regiment on a field exercise. Photo: Jan T. Bertelsen

The Danish Defence must have the strength, depth and robustness so that we together with NATO deter and prevent other countries from attacking our allies and, ultimately, Denmark. It must be a credible, collective defence.

This applies in particular to the Baltic region, where Russian activities give cause for growing concern. Russia is investing heavily in its military and carrying out large-scale military exercises along the Baltic Sea and the Baltic

countries' borders with disregard for international norms and principles. Russia is also active on hidden fronts.

It is important that NATO acts clearly and unambiguously towards Russia. There can be no misunderstandings or doubts about our resolve or willingness to act, nor our capacity to do so. That is the essence of NATO's Article 5, the so-called musketeer oath. Ultimately, this is also crucial to Denmark's own security.

The Government wishes to enhance the Danish Defence's ability to contribute to collective deterrence and the defence of NATO by

- establishing a brigade with new and more heavy units and enhanced capabilities, including more battle tanks, ground-based air-defence, anti-tank weapons and additional artillery. This will allow Denmark to deploy roughly 4,000 soldiers in a potent, independent unit with its own command structure, tanks and artillery, intelligence units and logistics by 2024.
- fitting the Royal Danish Navy's frigates with both short-range and, eventually, long-range missiles (SM2 and SM6) to counter hostile aircraft and several types of missiles.
- fitting the Royal Danish Navy's frigates with sonar and anti-torpedo systems and its maritime helicopters with dipping sonar and torpedoes to engage in anti-submarine warfare.
- enhancing the ability of the Danish Defence and Home Guard to mobilise approx. 20,000 soldiers and deploy a supplementary reserve force of approx. 4,000 soldiers from the reserves.

History has shown that democracies must act and negotiate from a position of strength. The intensified threat level demands that we invest in the right capabilities so that Den-

mark, together with our NATO allies, can field a defence that can counter, and most importantly deter, a more equal opponent.

Enhanced international involvement

Denmark is known and recognised for our substantial engagement in international military operations. The Danish Defence makes a significant difference in several of the world's hot spots. We should be proud of the fact that our significant contribution to NATO, the UN and the international coalition against ISIS puts us at the forefront of the battle for the security and safety we must safeguard.

Our substantial increase in spending to further enhance the Danish Defence's ability to participate in the defence of NATO alongside our allies will also mean that the Danish Defence's

ability to participate in international missions will be strengthened. Denmark faces serious and complex threats from the east and south. We must not only contribute to NATO's deterrence, but also to international operations that deal with terrorism and irregular migration.

The Danish Defence is well-equipped for international operations, and will be even more so in the long run with the acquisition of new, high-tech F-35 fighters. The brigade as well as the other new capabilities will further enhance Denmark's ability to participate in international operations.

It is the Government's ambition

- that Danish Defence must continue to actively participate in international operations, including the fight against terrorism, capacity building and handling of irregular migration flows. The Government therefore wishes to gradually increase the financial reserve for international operations in order to give Denmark a greater scope of action for contributing to international efforts in light of the serious threats we face today.



Training of Iraqi soldiers at Al Asad Air Base 2017. Photo: Jeanette Serritzlev

Enhanced national security

The Danish Defence's primary mission is to defend Denmark.

The threat of terrorist attacks against Denmark remains serious and means that it is

relevant for the Danish Defence to contribute to the safety and security of Danes at home to an even greater extent, first and foremost through increased support to the Danish National Police.

The Government wishes to enhance the Danish Defence's ability to contribute to national security through

- the establishment of a light infantry battalion of 500 soldiers, parts of which can be deployed on very short notice to support the Danish National Police and to engage in protection and guard missions.
- having a Danish Defence helicopter on high readiness dedicated to supporting the Special Intervention Unit (Politiets Aktionsstyrke).
- the establishment of additional special operation forces and an additional team of guards in the Royal Life Guards who can be deployed to support the Danish National Police on very short notice if necessary.



Guard mission in Copenhagen. Photo: Emma Kirketerp

Europe's external borders are under pressure. Migration, instability and terrorism pose major challenges to Denmark and the rest of Europe. Conflict and instability in the regions bordering Europe to the south and southeast, as well as parts of Africa, is already sending millions of people on the run. At the same time, a lack

of future prospects for people risks increasing the influx in terms of irregular migration to Europe in the coming years. It is essential for the Government to reduce the migratory pressure on Denmark and to enforce the borders of Denmark and the EU for our own national security.

The Government aims to make use of the Danish Defence's special capabilities at the Danish border and to handle the migratory pressure on EU's outer borders through

- continued support from the Danish Defence and Home Guard to border controls at the Danish-German border.
- continued support from the Danish Defence to the collective European handling of the migratory pressure from the Mediterranean region including aerial surveillance.



Home Guard soldiers assisting the Danish police with border control. Photo: Bo Nymann

The volunteers of the Home Guard make a significant and valued contribution to maintaining our society's overall level of preparedness

through supporting the Danish Defence, the Danish National Police, the Fire and Rescue Service and Denmark's tax authority (SKAT).

The Government wishes to

- maintain the Home Guard as a voluntary military preparedness organisation which contributes to the Danish Defence's mission as well as our society's overall preparedness.

A robust defence and preparedness in Denmark is a precondition for a safe and secure society. The consequences of climate change and the still serious threat of terrorist attacks

against Denmark means that it is also relevant to look at enhancing the national emergency preparedness.

The Government wishes

- as part of the defence agreement to enhance the operational capabilities of the national emergency service through in particular additional personnel.

A modern conscription

Denmark is not a front-line state. Collective defence means that we, together with NATO, must be able to provide support to the Baltic countries, for example. If we deploy the brigade to the Baltic, Denmark may become a staging area for reinforcements from our NATO allies, and we must be able to receive and protect these reinforcements. This will require - among other things - a strong, robust Total Defence Force that will allow us to not only receive NATO units on Danish territory, but also provide the necessary host nation support and protect Danish infrastructure (ports, bridges, airports, etc.) in situations where the brigade is deployed.

In light of this, we must improve the content of military conscription. It will also be necessary for former conscripts to serve for a period in the Total Defence Force which, together with the Home Guard, can be called up if necessary for additional training to carry out protection and guard missions during times of crisis and war.

Today, approximately 98% of the Danish Defence's annual needs are met by volunteers signing up for military conscription. It is important to the Government that military conscription is still relevant and that targeted efforts are made to ensure that it is primarily volunteers who sign up to do their military conscription.

The Government wishes to

- focus the basic training of military conscription towards specific guard and security operations.
- increase the number of conscripts by approx. 500 a year, including the number of conscripts in the Royal Life Guards and in the National Emergency Preparedness Service.
- refrain from forcibly drafting persons liable for military conscription, provided that at least 90% of the Danish Defence's annual needs can be met by drafting volunteers.
- allocate dedicated resources to raise awareness of and promote military conscription.
- maintain the present length of military conscription and the same high degree of volunteerism that the Danish Defence has today.

An enhanced cyber defence

Denmark is one of the most digitised countries in the world. The fact that we are good at making use of digital possibilities benefits our citizens, companies and public sector. However, it also means that we are vulnerable to cyber-attacks.

This has security and socio-economic consequences. We can see an increasingly clear threat from states such as Russia, which among other things uses cyberspace to attempt to influence opinions and democratic institutions in Western democracies. The past several months have shown that we are

vulnerable to cyber-attacks in Denmark, and that there are significant financial consequences to Danish companies when they are hit by cyber-attacks.

The threat of cyber-attacks is real and has grown in recent years to the extent where today, there is a very high threat of cyber-attacks against Denmark, particularly in relation to cyber espionage and crime. Furthermore, the threat of truly destructive cyber-attacks could rise in the context of an elevated political or military conflict.

The Government wishes to enhance Denmark's national cyber defence through

- better protection against advanced cyber-attacks by further developing sensor networks, among other things.
- establishing a situation centre to help create a clearer overview of the threats.
- enhancing preventive efforts in public and private organisations in Denmark.
- allocating more resources to the Danish Defence Intelligence Service's work in relation to foreign operations intended to influence public opinion, including expanding the Danish Intelligence Service's analytical capacity.

A relevant presence in the Arctic

The Arctic and Greenland is a central part of the Danish Realm, and climate changes as well as increased activity in the Arctic necessitate

an increased presence and monitoring. At the same time, ensuring that the Arctic remains a low-tension area is a priority.

The Government wishes to ensure the Danish Defence's continued strong presence in the Arctic by

- extending the 2016 Arctic agreement with the forthcoming defence agreement period so that the Danish Defence's presence, monitoring and rescue efforts in the region continues to be enhanced.
- allocating resources to pollution control in Arctic waters as well as cleaning up after former US military presence in Greenland.
- increasing opportunities for Greenlandic youth to sign up for military conscription in Denmark and on the Danish Royal Navy vessels in the North Atlantic.
- offering Greenlandic 9th-grade students the opportunity to gain work experience in the Joint Arctic Command.

Together with Greenland and the Faroe Islands, the Danish Defence must continue to safeguard our common interests in the North

with a view to ensuring that the Danish Realm remains strong in the region.



Cleanup after a tidal wave in Nuugaatsiaq. Photo: Pallet Lauritsen

Respect for our veterans



Flag Flying Day 2017. Photo: Anders Fridberg

Denmark has some of the best soldiers in the world, and they deserve respect for their service. We must be there for our veterans and their families, both for the ones who come

home stronger, but also for those who return with physical or psychological scars - in the same way that they have been there for Denmark.

The Government wishes to

- turn temporary initiatives in the area of veteran affairs into permanent ones and at the same time continue with other related efforts.
- further improve the selection process of soldiers prior to their deployment in international missions.
- bolster research conducted by the Veteran Centre with a view to further developing initiatives aimed at veterans on the basis of robust knowledge, systematised collection of experience and an evidence-based approach, focused on ensuring effective and integrated efforts that benefit veterans and their families.

These measures come in addition to the Government's veteran initiative from September 2017, which focuses on reducing case processing times and improving processing of cases relating to injuries sustained by veterans, among other ways by giving veterans suffering from PTSD the opportunity

to get a second opinion from a specialist in mental illnesses.

The Government values a responsible defence which cares for its own and where recognition and support continue to go hand in hand.

An efficient defence

The Government's aim is to have a strong, efficient defence with an even greater focus on operational capabilities, i.e. hard power.

In the last defence agreement, the involved parties decided to carry out a budget analysis of the operational area. The efficiencies found

will remain in the Ministry of Defence and be used to finance, inter alia, the purchase of new fighter aircraft, enhancement of the Danish Defence Intelligence Service's efforts in the fight against terrorism and rising costs of compensation to veterans with PTSD.

The Government wishes to

- request the parties to the defence agreement to approve the implementation of the majority of the measures from the budget analysis.
- implement a re-organisation of the Danish Defence into a more lean and operationally-oriented structure.

Both the Government and the leadership of the Danish Defence agree that the regiments of the Royal Danish Army must be preserved as strong, identity-bearing institutions in connection with the re-organisation of the Danish

Defence. The spirit and morale of the Danish Defence must be safeguarded. The Danish Defence's strong culture and traditions must be preserved.



Danish F-16 pilot flying over Iraq. Photo: The Danish Defence Gallery

A strong defence of Denmark

The Government's proposal for a new defence agreement is a substantial investment in the Danish Defence as a strong safeguard of Denmark and the freedom and security of Danes.

It underlines our determination to keep Denmark as a core ally in NATO.



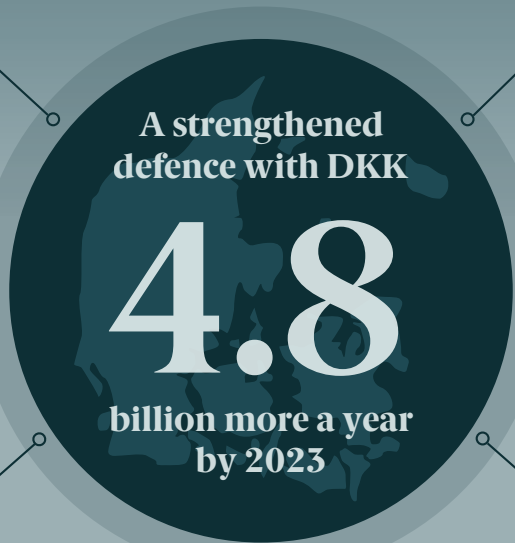
NATO's collective deterrence

The Danish Defence and NATO must be strong enough to credibly deter opponents from attacking Denmark and our allies. That is why we wish to invest in new capabilities, which includes a brigade with additional battle tanks, more artillery, anti-air missiles and anti-submarine warfare equipment.



Cyber security

Cyber-attacks can have serious security and socio-economic consequences, and campaigns aimed at influencing public opinion challenge our democracy. Denmark must enhance its defensive capabilities against the many threats it faces in cyberspace.



A strengthened defence with DKK

4.8

billion more a year by 2023



National security

Terrorist attacks against Denmark continue to pose a serious threat and means that the Danish Defence must to an even greater extent be able to support the Danish National Police on short notice if, for example, Denmark is struck by a terrorist attack.



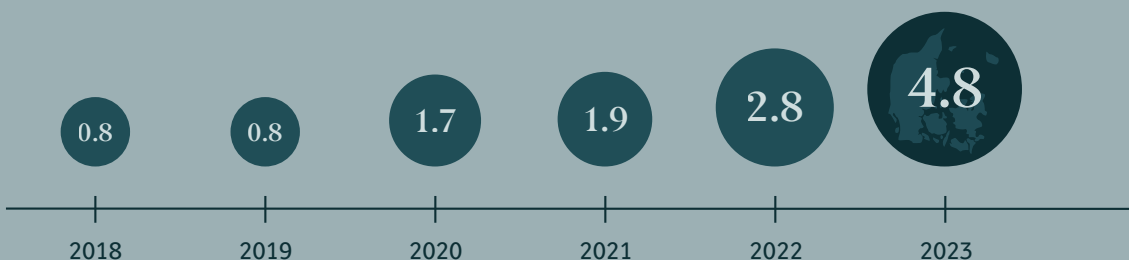
International operations

The Danish Defence's ability to actively participate in international operations, including the fight against terrorism, capacity building and handling of irregular migration flows will be enhanced.

Distribution of spending increase from 2018 – 2023



Billion DKK



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