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NATO DEFENCE PLANNING CAPABILITY REVIEW 2013/2014

DENMARK

OVERVIEW

1. The 2013-2017 Defence Agreement agreed in November 2012 by seven of the eight political parties represented in the Danish Parliament introduced measures to improve efficiency and includes a reduction of the defence budget by approximately 12% of the 2013 budget. As a result there will be major changes to the structure of the armed forces. However, there is a clear political objective that the budget cuts will not impact operational capability. Continued participation in operations is a priority within the Danish defence organisation and forces will continue to be configured to be able to deploy at short notice. The freeing of money spent on operations in Afghanistan, as a result of a reduced level of forces, will be reinvested in defence, into programmes designed to maintain operational capabilities in terms of training and materiel, but will not fully compensate for the budget reductions.

2. The aim of Denmark's foreign and security policy is the promotion of national security and prosperity based on core values of freedom, democracy and human rights. NATO remains a cornerstone of Danish security and defence policy. Denmark's armed forces, contributing to the defence dimension of its pro-active foreign and security policy, are actively engaged in current international operations, conducted under the aegis of NATO or the UN. Active engagement in the Arctic/High North is also of strategic importance to Denmark and to that end, in October 2012, two existing structures were merged into a Joint Arctic Command which was established in Nuuk, Greenland. Increased funding has been allocated to prepare Danish armed forces for future tasks and challenges in the Arctic. On the 10th of April 2014 a broad political agreement was reached regarding the future organisation of the leadership of Danish defence. The Danish Defence Command will be abolished in its current form. A new Joint Defence Command will be established and it will include the operational elements of the current Defence Command as well as the naval, army, air force, Arctic and special operations commands. The CHOD will be co-located within the MoD with parts of his staff. Resources, planning and personnel strategy will be integrated in the new MoD. Supporting agencies for materiel and acquisition, personnel and infrastructure will be

subordinated to the MoD. When fully implemented, the new organisation of the Danish defence will result in an estimated annual saving of 170 million Danish Kroner.

3. The main structural change for the land forces, as outlined in the Defence Agreement, is for the six combat battalions to be reconfigured into three larger battle groups, of which one will be maintained at high-readiness, and also three skeleton battle groups. Increased resources have been allocated to special operations forces (SOF) and a SOF command (SOCOM) will be created. Support functions will also be amalgamated and new joint service support units will be established for force protection, logistic and medical capabilities. Streamlining and development initiatives will reduce the number of personnel involved in human resource activities and also the number and locations of defence establishments.

4. Planned procurement includes armoured personnel carriers, a new artillery system, engineer equipment, night vision, observation and sensor equipment, individual soldiers' equipment (including weapons) communications equipment, maritime demining equipment and smaller vessels, maritime helicopters (MH-60R Sea Hawk), a third Arctic patrol vessel (Knud Rasmussen class), aircraft updates, equipment for special operations forces and replacement wheeled vehicles for all the services. Furthermore the process of selecting a new fighter aircraft has been re-initiated; a decision on the type is expected in 2015. Replacement of the Danish combat aircraft capability will be challenging given the size of the investment. However, the planned replacement is part of a long-term acquisition plan aiming at modernising the equipment of the Danish armed forces in a step by step manner. In recent years priority has been given to the acquisition of naval surface ships and presently major acquisitions for the army.

5. Denmark places a great emphasis on "green defence" and sustainable solutions, working to ensure that defence operates in an energy efficient way and saves resources where feasible.

6. Denmark has maintained on average 8% (some 736 personnel) on land operations in the past two years (2012-2013). Land forces personnel have participated in KFOR, ISAF, and several UN missions. Denmark has deployed SOF Task Force 7 (TF-7) as part of the ISAF SOF organization. Although combat units will be withdrawn from Afghanistan by mid 2014, a smaller Danish military commitment of up to 150 personnel will remain in the theatre throughout 2014 to conduct training in the Kabul area. Since 2008 Denmark has contributed to Operation Ocean Shield with one large unit for six months each year. It contributes to the Standing Naval Forces (SNF) with a flagship, including the staff, every three or four years, the next being in the second half of 2014. Denmark is the lead nation for the maritime transport support to the joint OPCW-UN mission to remove chemical agents from Syria and has provided one roll-on/roll-off (Ro-Ro) cargo ship (Ark Futura) and an Absalon class littoral combat ship as an escort. In 2012 and 2013, the air force contributed one C-130 medium transport aircraft, one mobile air control centre and HQ staff and personnel for an OMLT in support of the ISAF mission. In the second half of 2014 Denmark will contribute two/three EH-101 Merlin troop transport helicopters in support of the ISAF mission. It also provided two CL-604 Challenger aircraft for maritime patrol missions in support of Operation Ocean Shield for four months and two months and

an average of ten personnel each to UN missions in Korea (UNCMAC), Liberia (UNMIL), South Sudan (UNMISS) and Syria (UNTSO). It also contributed four F-16 combat aircraft to the NATO air policing mission in the Baltic states for four months. Denmark will reinforce the NATO air policing mission in the Baltic states from May to August 2014 with four (plus two) F-16 fighter aircraft. In 2013 it continued to support the four UN missions with an average of six personnel. Denmark contributed a surgical team to the United Kingdom's role 2 enhanced medical treatment facility in Camp Bastion in Afghanistan. In 2012 Denmark's Peace and Stabilisation Response mechanism/arrangements provided a total of 51 civilian personnel in support of operations, including personnel to EU civilian crisis management missions, the United Kingdom-led provincial reconstruction team in ISAF and NATO. In 2013 Denmark seconded 41 civilian experts. Denmark had some 40-50 police officers continuously deployed on international missions in 2013. In addition, Denmark makes regular contributions to the NRF and has increased its contributions following the reductions in ISAF. The land forces strength for 2013 was 8,770 with 5,687 (64.8%) deployable and 1,000 (11.4%) sustainable personnel. Denmark has 11 ships, all of which are deployable, and one (9%) is sustainable. It also has 66 aircraft (excluding SAR and training aircraft and those in deep storage) of which 48 (72.7%) are deployable and eight (12.1%) are sustainable.

7. A land forces structure reform, including future capability development programmes, started in 2014 with a continued focus on the battalion battle group level. Denmark will provide the mechanised infantry battalion group sought by NATO Capability Targets. It is also able to provide the requested mechanised infantry brigade but would need 24 months notice to do so, some 18 months longer than required by the relevant NATO Capability Target. Moreover, the brigade and the deployable mechanised infantry battalion group have some capability shortfalls (lack of ground based air defence (GBAD) (noting that this capability is not a NATO Capability Target requirement for Denmark), unattended ground sensors team and brigade level ISTAR, and some engineer capabilities). The current combat battalions and combat support and combat service support units are to be reconfigured into three larger standing core battle groups with one battle group on high-readiness. From these three battle groups Denmark will be able to fulfill three task-tailored battle group rotations. Following renewed political approval, and the necessary supplementary force production, a further three battle group rotations can be undertaken based on the skeleton battle groups, and thereby a mission can be sustained, while meeting the national rotation policy. For non-Article V operations, that is a six-month deployment followed by two and a half years at home. One division and two Brigade headquarters will remain, primarily to provide force production including force development, general training and mission tailored training and exercise.

8. Denmark has land and maritime SOF from the army (Special Operations Land Task Group (SOLTG)) and the navy (Special Operation Maritime Task Group (SOMTG)), which are organized under the army and navy operational commands, respectively. The Defence Agreement mandates the establishment of a new Special Operation Command (SOCOM) from 2014, achieving full operational capability in 2018. Once fully operational the SOCOM will be the backbone of a Special Operation Component Command Framework Minus (SOCC FRWK(-)) as lead nation. The SOF air capability is dual-hatted and will be improved with the establishment of a Special Operations Air Task Group

(SOATG) with two Special Operation Air Task Units (SOATU) in 2014. A SOATU-FW will have access to one C-130J and a SOATU-RW to two EH-101 Merlin helicopters and will be further improved in 2016 with the creation of a second SOATU-RW and access to an additional two EH-101 Merlin helicopters.

9. Denmark employs both civilian and military assets within a comprehensive approach. A steering committee comprising of senior officials from the Ministry of Foreign Affairs (MFA), MoD, the Prime Minister's office and the Ministry of Justice (MoJ) meets on a monthly basis to discuss relevant issues. For specific missions and operations, such as Afghanistan, a special task force is established. Denmark will provide S&R capabilities as requested by the relevant NATO Capability Targets.

10. The structure of the Royal Danish Navy continues to be built up in accordance with the current and previous Defence Agreements and when the third, and last, Knud Rasmussen Arctic patrol vessel enters service (by 2018) the restructuring will be complete. It reflects a reorientation away from a coastal fleet, made up of numerous small and mid-sized units, to an ocean-going fleet, composed of fewer but larger units, designed to be able to respond to the entire spectrum of maritime operations. The core of the navy is three 6,000 ton multi-role Iver Huitfeldt class frigates and two 6,300 ton Absalon class littoral combat ships, these are supplemented by four 3,500 ton Thetis class and two Knud Rasmussen Arctic ocean patrol vessels that are mainly designed and dedicated to patrolling the Arctic and North Atlantic areas. Denmark fulfils most of the capability codes/statements for warship capable for its primary warships. However, despite an ambition to be able to engage in the full spectrum of NATO operations, the ability to provide kinetic effects in high intensity engagements is, currently, somewhat limited owing to the relatively limited fire power (anti-air warfare and anti-submarine warfare) of the major units.

11. Denmark has reduced the size of its combat air fleet but provides a substantial proportion of its air assets as deployable contributions for expeditionary operations. Its main fixed-wing capabilities are 30 multirole F-16 multirole combat aircraft, four C-130J transport aircraft and three CL-604 MPA. Out of 14 EH-101 Merlin transport helicopters, Denmark will provide six for deployed operations; the others being reserved for national tasks. Four of the six deployable helicopters and one C-130 transport aircraft will be capable of CSAR and SOF missions. The air force will be able to meet most NATO Capability Targets, although it lacks sufficient deployable air base support and protection modules, and will therefore be dependent on other nations to operate from deployed locations. Denmark has also no intention of acquiring an air-to-air refuelling capability or a long range ISR platform. Aircraft are suitably equipped with self protection devices and are able to operate by day and night under adverse weather conditions. Stockpiles of precision guided munitions are below NATO targets and stand-off weapons are not part of the inventory. Denmark has taken an initiative to explore possibilities for multinational cooperation to ensure higher availability of precision guided munitions. This could evolve into a Smart Defence project. Denmark is a member of NAPMO and the AGS programme. ACCS will be incorporated into Denmark's air defence network.

12. Denmark meets all the strategic lift capability requirements as requested by the NATO Capability Targets by a combination of role specific military assets, participation in many multinational arrangements, and a range of assured and spot contracts. Denmark is capable of providing sufficient RSOM, logistics, and military engineering support to meet its deployable level of ambition and with sufficient lead time, it is also able to coordinate multinational approaches for the provision of theatre level capabilities. Although it has limited specialists in aviation and naval medicine, Denmark will provide medical support to its deployable forces, by contracting medical specialists, such as surgeons and anaesthesiologists, if necessary. Denmark will provide adequate CBRN individual and collective protective equipment, basic level detection, decontamination, and CBRN reach back capabilities to its deployable forces. However, it will not be able to provide CBRN medical capabilities. Denmark has adequate C3 capabilities and advance information assurance for static networks. It is developing a national mission network based on the experience gained from the Afghan Mission Network. Increased resources have been allocated to cyber defence. A national cyber defence policy is being developed and the MILCERT will reach full operational capability by the end of 2014. Denmark will further improve its cyber security and will gain an offensive cyber operation capability when the computer network operations capability is established by 2017.

13. The strength of the Danish armed forces at the end of 2013 was some 17,500 military personnel, including conscripts, supported by about 5,300 civilians. Under the Defence Agreement 2013-2017, military personnel numbers will remain, approximately, at this level, although the number of civilians will reduce to some 4,800 the end of 2017. Although recruitment is not a problem in general, the armed forces still have shortages at the NCO level and in EOD and IED disposal specialists. The Defence Agreement reaffirms the principle of conscription to 2020 at least and 4,200 conscripts will continue to be called up annually. The proportion of GDP devoted to defence has increased slightly from 1.3% in 2007 to 1.4% in 2014. Compared to 2008, defence expenditure in 2014 is expected to be 2.2% lower in real terms. For 2014, a real increase of 2.7% in defence expenditure is projected. Thereafter, as the effects of the current Defence Agreement are felt, real decreases of 11.6% and 0.6% are projected for 2015 and 2016, respectively. Defence expenditure is expected to be stable in 2017. Spending on major equipment is estimated to have been 9.9% in 2013 and is forecast to rise to 11.3% in 2014 and 12.2% in 2015. Thereafter, it is projected to be around 11% in 2016-18.

14. Denmark is aiming to maintain its operational output and has introduced a battle group structure, under severe budgetary pressure. The army will have three standing battle groups, one at high readiness, and will retain its ability to participate in operations. The defence budget will decline in 2015 and 2016. Introducing a new fighter aircraft will be a challenge resource wise and Denmark should ensure that the procurement does not adversely affect other parts of the armed forces.