Norwegian Ministry
of Defence

The defence of Norway
Capability and readiness

LONG TERM DEFENCE PLAN 2020

Exercise Flotex outside of Bodø in 2017. →

Introduction

1

Norway and our allies face a new and deteriorating security situation. Norwegian security and defence policy must take into account an international environment characterised by more overt and covert competition and rivalry. Ongoing changes in our strategic surroundings will have direct and indirect effects across all sectors of society.

Norway is currently better suited to address emerging threats and challenges, due to decisions made in the previous Long Term Plan. However, the threats are more serious and the deterioration of the security environment is happening faster than previously assumed. Further investment in defence and security is needed to safeguard our freedom, way of life, values and interests.

Increasing threats, challenges and vulnerabilities must be met by active policies, priorities and measures. Investment in defence and security remains a key priority for the Norwegian Government. The Norwegian Armed Forces contribute to national and regional deterrence and reassurance. Challenges must be met by a strong national joint force, in a NATO framework, together with close allies.

The complexity of threats and risks requires stronger and more flexible civil-military cooperation. We will continue to build resilience and civil preparedness in order to strengthen the ability of the nation to withstand and recover from attacks and incidents. The defence of Norway is dependent on a modern Total Defence framework, which enables relevant civilian assets to support the national and allied defence efforts during peacetime, crisis and armed conflict.

Increasing threats, challenges and vulnerabilities must be met by active policies, priorities and measures. Investment in defence and security remains a key priority for the Norwegian Government.

The development of the Armed Forces is an ongoing and long-term undertaking. In 2016, the government set out the course towards a more capable and sustainable defence force, better able to face the changing security environment. This Long Term Plan builds on that foundation and further increases the development of the Norwegian Armed Forces as a more joint, robust, interoperable, resilient and ready force.

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Security and defence policy

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Defending the country and safeguarding the population are some of the most important tasks of any state. The overall objective for Norwegian security and defence policy is to protect and defend Norwegian sovereignty, territorial integrity, democratic institutions and freedom of action against political, military and other pressure.

Four key objectives support the overall objective:

- Protection of the Norwegian population, territory, core societal functions and infrastructure against threats, assaults and attacks from both state and non-state actors.
- Prevention of armed conflict and the emergence of threats against Norwegian and allied security.
- Promotion of peace, stability and further development of the international legal order.
- Defence of Norway and our allies against threats, assaults and attacks in an allied framework.

NORWAY'S DEFENCE CONCEPT

The changing strategic environment emphasises the need to clarify and reinforce the mutually dependent factors that constitute the foundation of Norwegian security. The government has decided to update Norway's defence concept. The defence of Norway has three main lines of effort; national defence, the collective defence within the framework of NATO, and bilateral support and reinforcement arrangements with close allies. Reinforcing these lines of effort through investing in our Armed Forces, supports our overall defence policy goals. The defence of Norway also relies on a modern and well-prepared Total Defence concept that supports the three lines of effort, as well as builds national resilience and reduces vulnerabilities when faced with hybrid threats.

Tasks of the Norwegian Armed Forces

The Armed Forces are Norway's primary instrument of power to protect and defend Norwegian sovereignty, territorial integrity, democratic standards and freedom of action. The tasks of the Norwegian Armed Forces define the role of the Armed Forces in the defence of Norway:

1. Ensure credible deterrence based on NATO's collective defence
2. Defend Norway and allies against threats, aggression and attacks, within the framework of NATO's collective defence
3. Prevent and manage incidents and security crises, including facilitating allied support
4. Ensure national situational awareness in support of decision-making through surveillance and intelligence
5. Safeguard Norwegian sovereignty and sovereign rights
6. Exercise Norwegian authority in designated areas
7. Participate in multinational crisis management, including peace operations
8. Contribute to international security and defence cooperation
9. Contribute to societal security and other key societal tasks

F-35 at the Keflavik international airport during Iceland Air Policing 2020.

Combat divers from NORSOF.

2 The comprehensive approach to Norwegian security is detailed as follows:

National defence

Due to our geostrategic location, Norway has considerable responsibility at the northern flank of the Alliance. To meet this responsibility, Norway must maintain a present national military force, as well as significant surveillance and intelligence resources. There is an increased demand for national forces and capabilities to conduct operations both at home and abroad. The activity and presence of our forces contributes to deterrence and reassurance, ensures national influence in our surrounding areas, and contributes to Norway remaining a relevant partner to allies and partners.

NATO's collective defence

NATO and the transatlantic security community remains the cornerstone of Norwegian security and defence policy. Collective security through deterrence and defence is the most important task of the Alliance. NATO defence and reinforcement plans have been updated in recent years and their credibility require strong and lasting commitment from allies through relevant capabilities, training and political support. All allies must increase their efforts in order to strengthen both national and collective security.

Bilateral support and reinforcement

Norway is dependent on bilateral reinforcement agreements and cooperation with close allies in crisis and armed conflict. Building security with allies requires close cooperation throughout peacetime, crisis and armed conflict.

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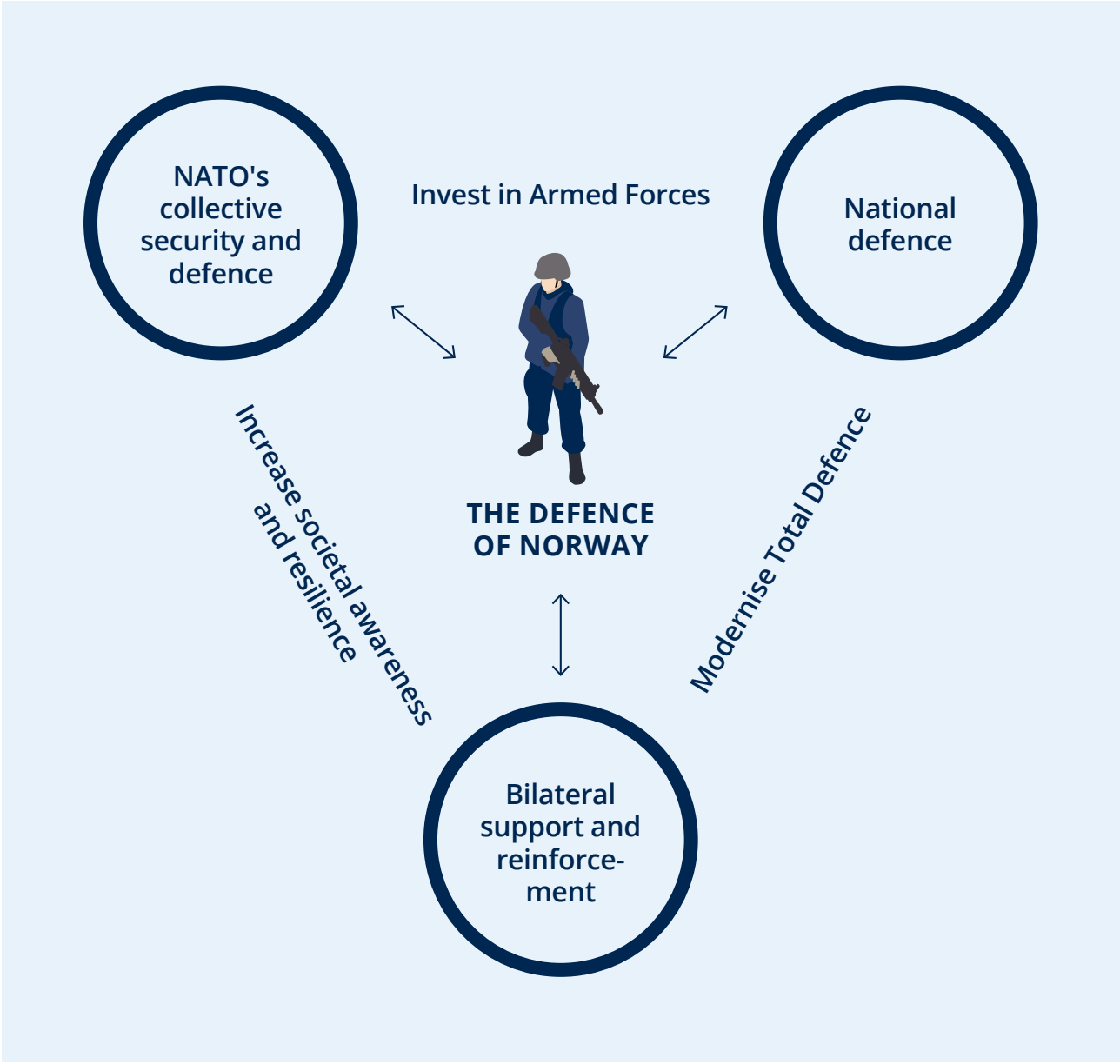

NATO's collective security and defence
Invest in Armed Forces
National defence
Increase societal awareness and resilience
THE DEFENCE OF NORWAY
Modernise Total Defence
Bilateral support and reinforce-ment

Key challenges and trends

3

Norwegian defence and security policy aims to safeguard the security of our nation and is continuously adapted to meet current and future changes to the strategic environment.

A NEW SECURITY SITUATION

The strategic environment is characterised by rapid change, increased unpredictability and uncertainty. The challenges to our national security are becoming more complex. The negative security outlook presented in the previous Long Term Plan in 2016 has not only prevailed, it has accelerated and taken an even more serious turn. If we fail to address it, the new security situation has the potential to affect and limit our freedom of action, our ability to protect national interests and to maintain influence in our areas of interest.

Great power competition and the increased strategic importance of the High North has implications for Norwegian security. An increasingly demanding and unstable strategic landscape, where the rule-based order is challenged and the use of instruments of power is more prevalent, threatens to marginalise the security of smaller states such as Norway.

Five key drivers characterise the new security situation:

- Great power rivalry creates a more unstable world and increases the risk of conflict. Central actors, such as China and Russia, use a broad range of state power to achieve strategic, political, economic and military objectives. This dynamic has a destabilising effect. The dominating role of the West is changing as the global power shift towards Asia continues. In the coming years, global stability will largely depend on the development of the relationship between western countries and China. Both China and Russia possess significant capabilities and share an interest in diminishing the influence of the USA and Europe. Increasing power rivalry and confrontation places smaller states in a vulnerable position.
- The rule-based world order is under pressure both from within and externally. Our principles and values are challenged. China and Russia seek to challenge the status quo to promote their own interests. In Europe and in the USA, there are growing nationalist movements opposed to globalisation, free trade, immigration and multilateralism. An erosion of the rule-based world order will decrease the ability of small states to promote their interests. In a world where power is more prominent and short-term interests are given greater significance, there is a higher risk of confrontation and conflict.
- Substantial and accelerated technological change affects all policy areas and sectors. The implications of this change are complex and difficult to predict. There is a convergence of exponential technological growth in many niche fields. Proliferation of knowledge and commercial development provides rivals and potential adversaries with increased access to modern technology and advanced capabilities. New technological innovations provide increased range, greater destructive power and enhanced precision. States that are able to transform new technologies into military capabilities will gain a strategic advantage.
- The broad use of all instruments of power is changing our understanding of security. The

security challenges that Norway faces today are not solely military in nature. Means of hybrid warfare and gray-zone activity are used across the crisis spectrum. State and non-state actors increasingly deploy a broad range of methods that reinforce each other and work to influence the opponent. These methods can have a diplomatic, information, military, economic, intelligence or law enforcement character.

- A more demanding operational environment characterised by competition, rivalry and confrontation is increasing the risk of state-to-state conflict. The interlacing of the military and civilian sectors in the security domain changes our understanding of what constitutes a crisis, war and peace. Distance, range and time do not grant the same protective attributes as before, but introduce new challenges in all domains of warfighting.

The combination of credible deterrence and reassurance across the full spectrum of peace, crisis and armed conflict is becoming more important, and more demanding. Nations will be put to the test by their ability to foster measured and strong responses to various kinds of aggression where more instruments of power are in play. In this environment, it can be challenging to separate state security threats from societal risks. It may become more difficult to deter and defend against acts of aggression below the threshold of armed conflict, be it in the digital sphere, and by influence operations from both state and non-state actors.

THE STRATEGIC CONTEXT

Emerging and disruptive technologies are already affecting our economies and societies and are rapidly changing the character of war. The main drivers of technological change are predominantly civilian and commercial. The development is not governed top-down. The interdependence between civilian and military sectors necessitates a whole-of-government response to these issues.

The strategic environment is characterised by rapid change, increased unpredictability and uncertainty. The challenges to our national security are becoming more complex.

Climate change will impact all branches of government in the years to come, including defence and security. The effects of climate change can also generate challenges for military installations and operations. These circumstances challenge the ability of the state to protect society and populations.

Melting of the polar ice is of particular significance for Norway. The melting of the ice opens the High North up to increased civilian, commercial and military activity. The increasing effect of climate change in the region will only add up to and accelerate the renewed strategic importance of the region.

3

The UN Sustainable Development Goals – Implications for the Defence Sector

The Defence Sector has adopted measures that are relevant for the fulfillment of the UN Sustainable Development Goals. Failure to reach these goals may increase the risk of armed conflict.

Climate change is often referred to as a threat multiplier, and can both create and intensify conflicts. The defence sector will implement well-targeted measures to reduce the negative effects on the environment.

The Armed Forces place strict demands on suppliers of infrastructure and materiel, to keep the carbon footprint as low as possible, and to ensure that they adhere to current standards and regulations concerning ethical trade and labour standards.

Good governance, integrity and anti-corruption are important sustainable development goals from a defence perspective. The Armed Forces will conduct their activities in a way that meets a number of standards, the most important being: absence of corruption; responsibility; respect for human rights; equality; openness and access to information from public institutions. Good governance is thus an integral part of the Norwegian security and defence policy.

NORSOF and Afghan special police officers in the Crises Response Unit (CRU) 222.

A Norwegian C-130J Hercules aircraft from NORTAD (Norwegian Tactical Airlift Detachment) lands at Bamako International airport at Bamako in Mali.

Submarine KNM «Utvær» sailing in a fjord outside Bergen. →

Addressing the challenges

4

This Long Term Plan introduces measures to ensure that the Norwegian Armed Forces remain relevant, robust and adaptable in order to address both current and future challenges. A continued increase in defence spending will reduce operational capability gaps and strengthen the readiness and endurance of the Armed Forces.

INCREASING COMBAT POWER AND REDUCING OPERATIONAL GAPS

Norway recognises our responsibility to improve the collective defence capability. Long-range precision weapons, threats across traditional lines, rapid technological advances and agreed capability targets among allies are all factors that point towards a need to develop the Armed Forces. Increasing our national defence and increased contributions internationally contribute to our common NATO deterrence and defence efforts. The Norwegian Armed Forces will continue to strengthen their efforts across all domains in order to address a new and unstable security environment that challenges both regional and global security.

This plan builds on the strategic choices made in the previous plan. It will improve the national capability and enhance the ability to receive allied reinforcements and to deploy forces to operations abroad. In the coming years, the Armed Forces will introduce a number of new capacities and begin several major upgrades of existing capacities and platforms in order to ensure technical and operational relevance. The introduction of new weapon systems and the upgrade of existing systems will enhance the combat power of the Armed Forces in the long-term. In addition, it will reduce gaps in existing operational plans and in NATO's capability targets for Norway. Norway will also enhance the ability to synchronise strategic information operations, electronic warfare as well as Joint targeting procedures at the Headquarters. A more robust structure with relevant capabilities, readiness and sustainability will provide a necessary foundation for defending Norwegian sovereignty and rights.

The Norwegian Armed Forces will continue to strengthen their efforts across all domains in order to address a new and unstable security environment that challenges both regional and global security.

4

Army

Norway will continue to develop the Army. This implies increased firepower, higher readiness and increased sustainability. Brigade North will be developed with four manoeuvre battalions and with tactical and logistical support. The manoeuvre battalions will be equipped with new main battle tanks, mobile air defence systems and long-range precisions fire. This will ensure that the Norwegian Army Forces remain relevant in the new security environment.

Navy

Norway will strengthen the Navy with increased personnel volume. This will improve the robustness of operational crews, and provide improved readiness and sustainability. The frigates and submarines will undergo necessary upgrades. In addition, three new Coast Guard vessels will be introduced in the period 2021-2025. Planning of the replacement of surface vessels in order to preserve the maritime operational capability after 2030 will start, and decisions concerning type and number of vessels will be made in the next planning period. It is our ambition to acquire and implement future Navy capabilities in collaboration with close allies. The submarines will be replaced with a new platform in cooperation between Norway and Germany around 2030.

Air Force

The implementation of the F-35 Lightning II continues. P-8 Poseidon maritime patrol aircraft will replace the fleet of P-3 Orion. The introduction of new aircraft systems will have priority for the Air Force during the years leading up to 2025. To improve air defence capability, the NASAMS II air defence systems will be upgraded with modern sensors as well as the introduction of a complementary capacity with shorter range. This will contribute to countering threats against bases, and protect allied reception areas and other vital infrastructure. In the long term, it will be assessed how long-range air defence systems can be introduced.

Special Forces

The ability of the Special Forces to contribute to both national and international operations will improve with increased personnel volume and one additional special operations task group. The Bell 412 transport helicopters will be replaced by a new capacity that is better suited for the Special Forces.

In addition to these investments, the modernisation of the Home Guard will continue, including an increased capacity to forward stage weapons, ammunition and other supplies. Norway will also strengthen the national intelligence service, increase investments to ensure the continued modernisation of the overall joint forces and improve host nation support capabilities.

CV90 Infantry fighting vehicles, assigned to Telemark Battalion, Brigade North, participating in the multi national winter exercise Northern Wind 19 in Norrbotten, Sweden.

Soldier from QRF Grebe in the Norwegian Home Guard. NATO exercise Trident Juncture 2018 in Norway.

4

STRENGTHENED ALLIED DIMENSION

Norwegian security and the defence of Norway is reliant upon the collective defence capabilities in NATO, along with longstanding reinforcement cooperation with close allies. Norway remains committed to supporting the ongoing adaptation in the Alliance. The defence of Norway starts outside our territorial borders and Norwegian participation in NATO operations and readiness forces is an integral part of the overall defence effort.

The strengthening of NATO's maritime posture is an integral element of the ongoing adaptation of the Alliance and crucial to Norwegian and allied security. The security of the Sea Lines of Communication across the Atlantic is critical, in order to reinforce Europe in crisis and conflict. Norway plays an important role in NATO by operating in and monitoring the Arctic region, by providing situational awareness to the transatlantic security community. A continued and credible Norwegian military presence in the north is a contribution to regional stability and to allied security.

Allied presence, training and exercises in and close to Norway and reinforcement plans for the defence of Norway are of fundamental importance. Norwegian freedom and security benefit from close ties with key allies such as the USA, the UK, the Netherlands and Germany. The Norwegian Armed Forces continue to train and operate with these and other units along with continued development of Norwegian host nation facilities.

A MODERNISED TOTAL DEFENCE CONCEPT

Our overall defence effort relies heavily on a whole-of-government approach. The strategic environment necessitates an increased level of civil-military cooperation to safeguard both societal and national security. The private and public sectors need to work together to strengthen resilience towards existing and emerging threats. Societal resilience is a key element in the defence of Norway.

The defence of Norway starts outside our territorial borders and Norwegian participation in NATO operations and readiness forces is an integral part of the overall defence effort.

Civil-military cooperation will be further modernised within the framework of the concept of Total Defence. The modernised Total Defence concept encompasses mutual support and cooperation between the Norwegian Armed Forces and civil society. This includes contingency planning, crisis management and consequence management across the entire crisis spectrum – from peace to security policy crisis and armed conflict.

The principle of extensive civilian support to the Norwegian Armed Forces in crisis and in war is the core of the Total Defence concept. If necessary, all national resources can be mobilised in the defence of Norway. A modernised and prepared Total Defence concept provides a whole-of-society approach to current security issues and builds

The Total Defence concept of Norway is trained during NATO-exercise Trident Juncture 2018.

resilience and civil preparedness to counter complex security challenges.

CONTINUED FUNDING INCREASE

Maintaining a balance between tasks, ambitions, structure and economy is important to preserve a sustainable development of the defence sector. The Long Term Plan 2017–2020 established a solid foundation. The Government committed to long-term modernisation and development of the defence sector and allocated considerable defence spending. The new Long Term Plan recommends continuing along the agreed lines from the previous plan. Similarly to the Long Term Plan 2017–2020, this plan sees a mutual dependence and balance between increased funding, modernisation and reform. Modernisation and reform are necessary and create a foundation for increased spending on prioritised areas.

Several factors and conditions affect the implementation of a long-term defence plan and the Norwegian defence budget. External factors such as currency exposure when procuring new materiel in foreign currencies and the experience of high growth in unit costs in the sector pose significant challenges to budgets and long-term defence planning.

The Total Defence concept of Norway is trained on chemical, biological, radiological and nuclear crisis during NATO-exercise Trident Juncture 2018.

Guardsmen from HMKGs 2nd guard company operating as the defensive part during the exercise Vinterstrid, with officer cadetts. →

4

In this plan, the Government proposes an increase in defence spending that will reach 2% of GDP in 2028. This implies an increase of the budget to a level in 2028 that is NOK 16.5 billion above the agreed 2020 budget level. This builds on the significant spending increase in the previous Long Term Plan.

EXPLOITATION OF TECHNOLOGY

Strengthening the ability to exploit existing and new technologies, originating from both the civilian and military sector, will be of key importance for the Norwegian defence sector. Digitally competent soldiers, high levels of trust in the Norwegian society and the increasingly close cooperation between the Armed Forces and the civilian sector, represent comparative advantages for Norway in exploiting technology.

Norway will strengthen the system for innovation in the defence sector and adapt a comprehensive approach to technology exploitation. To generate new solutions and to reduce risk in capability development, Norway will increase the use of concept development, experimentation, test and evaluation. The defence sector will increasingly consider commercial off-the-shelf solutions in the capability development process.

In order to take advantage of technological development in the civilian sector and to strengthen the national knowledge base, the defence sector will increase cooperation with academia and the business community. At the same time, Norway will increase international cooperation regarding development and procurement of capabilities and solutions with selected European allies, the USA, the EU and within NATO.

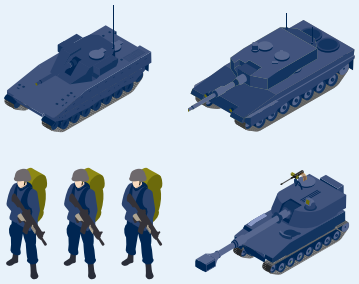
PERSONNEL AND RECRUITMENT

The highly skilled and dedicated military and civilian personnel that populate the defence sector are the backbone of our force. The number of personnel will gradually be increased in order to strengthen the readiness and availability of the Armed Forces and gradually generate enhanced combat power. By adopting a more flexible personnel system, the Armed Forces are better equipped to meet new technological standards, as well as the requirements of new generations of jobseekers.

The current focus of personnel reforms is on diversifying the personnel structure in order to strengthen the capability and the readiness of the Norwegian Armed Forces, and on the further restructuring of the training and educational system. The Norwegian Armed Forces aim to be a reliable and committed employer, and a good partner to strategic cooperation and the business community. Strong partnerships provide potential for increased mobility of personnel, competencies and an efficient allocation of resources, which benefits all parties.

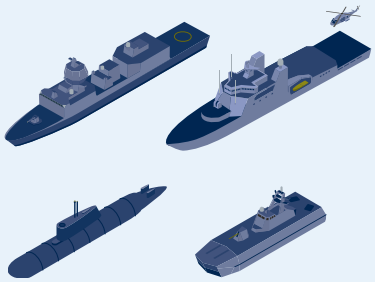
As part of a more flexible personnel system, the Norwegian Armed Forces will continue to develop its gender-neutral compulsory military service and the use of reserves. An increased use of qualified conscripts and reserves, in addition to an increase in employees, is critical to maintain a high operational capability towards complex, diverse and unpredictable threats and risks.

The Norwegian Armed Forces – Operational Structure



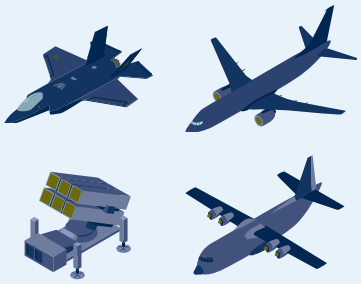
NORWEGIAN ARMY

- Land Operations Center
- Brigade North with four maneouver battalions and support battalions
- Finnmark Land Defence with Porsanger Battalion and The Border Guard
- His Majesty the King's Guard
- Intelligence Battalion
- Bases and support



ROYAL NORWEGIAN NAVY

- Naval Operations Center
- Four Frigates, Fridtjof Nansen Class
- Six Corvettes, Skjold Class
- Six submarines Ula Class, will be replaced by four new submarines
- Four Mine Countermeasure Vessels, will be replaced by autonomous systems
- Naval EOD Command
- Coastal Ranger Command
- Logistics and Support Vessels
- Ten Outer Coast Guard Vessels
- Five Inner Coast Guard Vessels
- Bases and support



ROYAL NORWEGIAN AIR FORCE

- Air Operations Center
- Control and Reporting
- Ground Based Air Defence and Force Protection
- F-16 will be replaced by 52 F-35 Fighter Aircraft
- P-3 Orion will be replaced by five P-8 Maritime Patrol Aircraft
- Two Electronic Warfare Aircraft, will be phased out
- Four C-130J Tactical Transport Aircraft
- 14 NH90 Maritime Helicopters
- 18 Bell 412 will be replaced by new Tactical Transport Helicopters
- Sea King will be replaced by 16 AW101 Search and Rescue Helicopters
- Bases and support

NORWEGIAN HOME GUARD

- Home Guard Operations Center
- 11 Territorial Districts
- Area Structure and Rapid Reaction Forces (40,000 soldiers)

NORWEGIAN SPECIAL OPERATIONS FORCES

- Special Operations Center
- NORSOF/FSK
- NORSOF/MJK

JOINT ASSETS

- Norwegian Intelligence Service
- Norwegian Joint Headquarters
- Norwegian Armed Forces Logistics Organisation with Logistics Operations Center, Host Nation Support Units
- Norwegian Joint CBRN Company
- Norwegian Armed Forces Cyber Defence with Cyber Defence Operations Center
- Norwegian Armed Forces Joint Medical Services
- Joint Air to Air Refueling and Strategic Air Transport (MRTT, C-17)
- Norwegian Joint Military Police Department
- Bases and Support

Closing comments

5

MR. FRANK BAKKE-JENSEN
Minister of Defence

Building on the priorities from the previous plan, this Long Term Plan represents a further effort to secure that the development of a ready and relevant joint force continues. Robust and comprehensive force development takes time. Sustainable modernisation demands a combination of predictability and flexibility. It is a priority to the Government that our Armed Forces are developed in a way that facilitates further strengthening in the years to come and provides a force relevant to allies and existing and future challenges.

Protecting our sovereignty, territorial integrity, democracy and freedom of action comes at a cost. The Government continues to invest heavily in defence and security, to ensure that Norway remains a reliable ally and a responsible and capable partner on the northern flank of the Alliance. This plan details a budget increase in the coming years moving Norwegian defence spending to reach the 2% goal in 2028. It is important that these funds are put to use in the most efficient way. We will therefore continue the work of identifying cost effective solutions wherever possible, both when conducting daily activities and when acquiring new equipment.

A challenging strategic environment constantly reminds us that our freedom and security can not be taken for granted. Norway will continue to take responsibility for our national security in the years to come. With this Long Term Plan, Norway has taken further important steps in order to be better equipped to meet a constantly changing security situation.

The Government continues to invest heavily in the Armed Forces, to ensure that Norway remains a reliable ally and a responsible and capable partner on the northern flank of the Alliance.

PORSANGMOEN
HØYBUKTMOEN
BARDUFOSS
SETERMOEN
RAMSUND
EVENES
REITAN
ØRLAND
VÆRNES
RENA
TERNINGMOEN
OSLO
RYGGE
HAAKONSVERN

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Royal Marines, assigned to 47 Commando Raiding Group, conduct amphibious operations together with Norwegian Army soldiers, assigned to Combat Engineer Battalion/Brigade North, in the stormy fjords of Northern Norway.
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