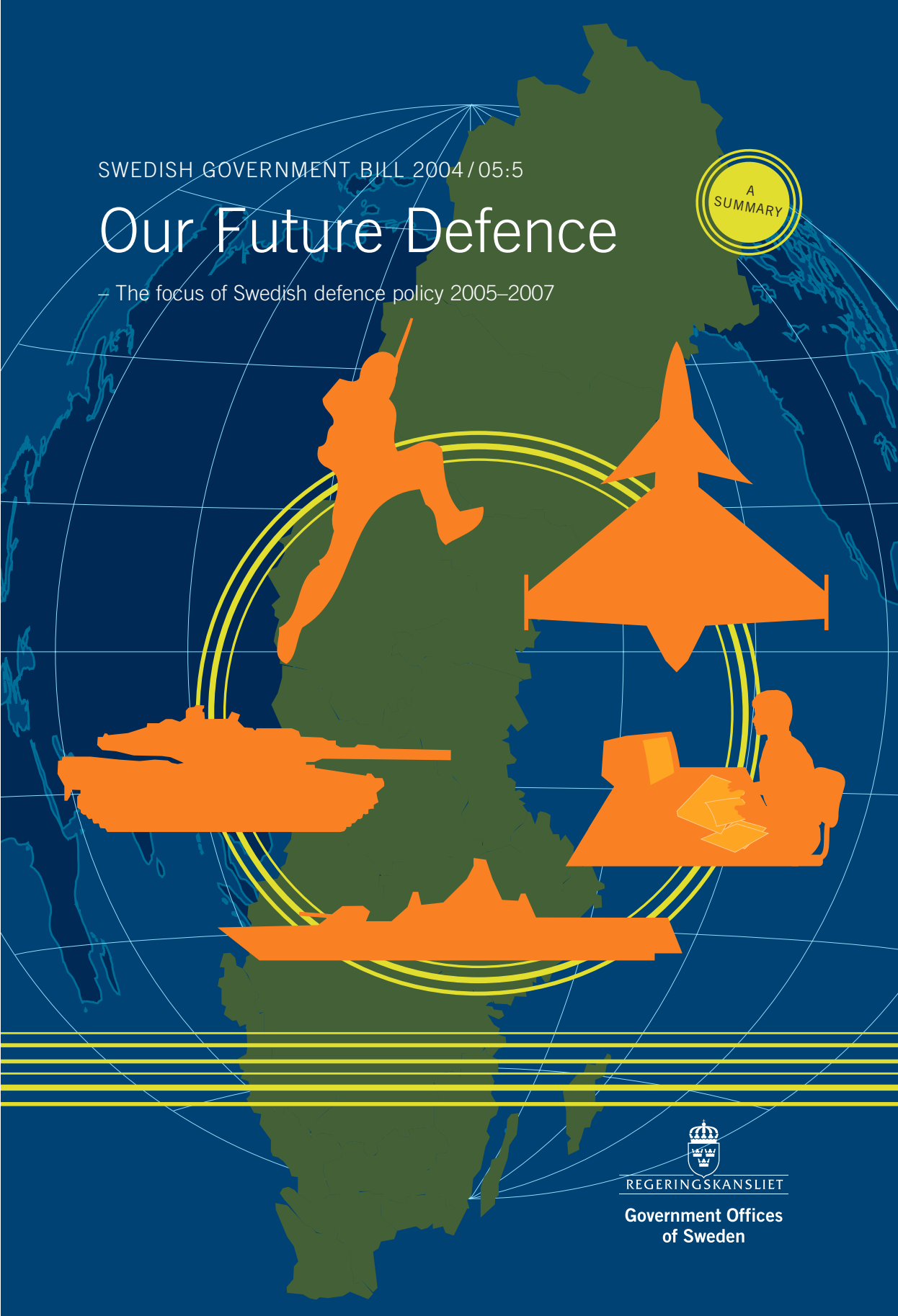
SWEDISH GOVERNMENT BILL 2004/05:5

Our Future Defence

– The focus of Swedish defence policy 2005–2007

A SUMMARY



REGERINGSKANSLIET

Government Offices of Sweden

Production: Swedish Ministry of Defence
Graphic design: Typisk Form designbyrå
Printed by EO Print, Stockholm, October 2004
Paper: Scandia 2000
Item no. Fö2004.03

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INTRODUCTION

The overall aim for the Swedish Armed Forces is to be able to defend Sweden and Swedish interests against current and possible future armed threats. Achieving this demands a modern and flexible operational defence. This is why the work to implement the defence reform started in 1999 is now continuing. More resources will be earmarked for actual operational capability and less for administration.

Military defence is a key resource in an active Swedish foreign and security policy, aimed at peaceful and sustainable development in the world through the promotion of democracy, human rights and social justice.

Today's threats and conflicts are not restricted to a single country or region. They produce ripple effects and have an impact on all of us. By participating in international operations for peace and security in the world, Sweden also enhances its own security.

The same military forces that are to protect Sweden in the event of changes in the world around us must have the equipment, preparedness and capability to support international crisis management where and when necessary. We must be able to react rapidly in order to prevent or stop conflicts at an early stage. In this way we can save more lives.

In order to meet the threats of today and tomorrow – threats that are more or less common to all of us – we shall continue to develop our cooperation with other countries, not least through the EU.

Sweden shall have a modern defence to ensure the security of the Swedish population both in Sweden and in the world at large.

Leni Björklund
Minister for Defence

SECURITY POLICY STARTING-POINTS

Large-scale, significant changes continue to characterise the world around us. Since the beginning of the 1990s, international tension has decreased both in Sweden's immediate surroundings and globally. On the other hand, other threats and challenges have grown stronger. These are often complex and more difficult to anticipate than previous threats of armed attack.

Wider European integration, in particular as a result of Estonia, Latvia, Lithuania and Poland joining both the EU and NATO, has decisively strengthened Sweden's security. Despite this positive development, there are serious, transboundary threats to our security. These must be assessed in a wider perspective and not just nationally. They can best be met through international cooperation and multilateral solutions. Strengthening our capacity to participate in international projects and crisis management efforts will promote international peace and security for Sweden, the EU as a whole and the world at large.

There is much to indicate a continued high number of international conflicts. The need for conflict-prevention and other international crisis management efforts is expected to increase further. Since 1990, war has claimed nearly four million lives, 90 per cent of which have been civilian casualties. Over 18 million people have been driven from their homes by conflict. The UN, the EU, OSCE, NATO and other regional organisations are at the same time taking a greater responsibility for international crisis management and the number of multilateral efforts is increasing.

Globalisation and internationalisation continue to foster increased interdependence among the different peoples and countries of our world. Interdependence, despite being basically positive for peace and stability, also makes society more vulnerable and sensitive to disruption. The nature of threats to peoples and countries has changed as have their implications. It is no longer possible

for countries to safeguard their security in isolation from the development of the rest of the world. The technical infrastructure and increased mobility that characterise and underpin our open society are becoming increasingly transboundary and therefore constitute part of our common vulnerability.

The nature of threats and conflicts also has an impact on the EU and Sweden. Both Sweden and Europe face new threats that are on the one hand more multifaceted but on the other less predictable. These threats and challenges come from regional conflicts, the break-up of states and unions, organised crime, the proliferation of weapons of mass destruction and terrorism. Terror attacks in the USA, Spain, Indonesia, Pakistan, Saudi Arabia and Russia have had a considerable impact on the development of global security policy and forms of international cooperation. Through conflict prevention efforts and conflict management in the relevant areas, the world can help stabilise the situation and hence restrict the effects of conflict.

Looking to the future, it is more apparent than ever that security is more than just the absence of military conflict. Threats to peace and our security can best be averted collectively and in cooperation with other countries. The primary expression of this conviction at global level is our support for the United Nations. As a member of the European Union, we are part of a community created in and characterised by solidarity, whose primary purpose is to prevent war on the European continent. An adequate defence capability is a central component of Swedish security policy. Sweden is making active endeavours to promote disarmament and the non-proliferation of weapons of mass destruction.

Swedish security policy aims to:
- preserve peace and national independence,
- promote stability and security in our immediate vicinity,
- strengthen international peace and security.

THE UN

The UN has the ultimate responsibility for maintaining international peace and security. Currently (2004) the UN is leading dozens of peace-promoting operations involving a total of about 50,000 people. Sweden has shown its commitment in concrete terms by participating with troops in UN operations in the Democratic Republic of Congo (DRC) and Liberia. In DRC, about 90 military personnel were deployed as an airfield unit as part of the UN MONUC mission and another 90 as part of the EU's Artemis rapid reaction force.

About 240 military personnel are deployed as a mechanised rifle company as part of the UN's UNMIL force.

MONUC
The UN mission in the Democratic Republic of Congo (DRC)

UNMIL
The UN mission in Liberia

THE EU

Development of a common European security and defence policy is changing the prerequisites of Sweden's own defence policy. The European Union is central to Sweden's security. EU enlargement has strengthened security throughout Europe. To meet the different threats and challenges of today, the EU must be more active, however, and develop early and rapid reaction capabilities. As a result, it is in the interest of both Sweden and the other EU member states to increase the EU's crisis management capabilities. The focus should now be on Sweden making a tangible contribution to the EU's capability and making rapid reaction resources available for international crisis management operations.

There is widespread solidarity among EU member states. It is important for Sweden that the new European Treaty promotes this solidarity still further. If another member state were to be the victim of a terror attack or natural disaster, Sweden must be able to help by sending humanitarian assistance, making civilian rescue efforts and if necessary deploying military resources. We can also expect help from other member states should Sweden suffer a similar fate. The solidarity clause which is part of the new European constitution reflects the solidarity ingrained in the political alliance constituted by the union. It is up to each member state to put this political solidarity into practice and to make decisions on the national level regarding its own contributions in the event of a terror attack or other disaster occurring. This is true both for Sweden as well as for the other member states. The clause also implies a new dimension to EU security efforts. The content of the clause is also reflected in the declaration of solidarity among the member states adopted at the European summit in March 2004.

NATO/PFP

NATO represents the most important forum for security policy cooperation between the United States and the allied European states. By agreeing to NATO taking over the responsibility for the mission in Afghanistan, EU member states have shown that they are prepared to give the organisation greater responsibility in international crisis management operations outside Europe as well. The Swedish Government feels there is a need for a strong bond and close dialogue between Europe and the United States because of the key significance of American involvement in Europe. The

Government is of the opinion that Sweden should continue to develop cooperation with NATO within the framework of the Partnership for Peace (PFP) initiative. Sweden should also take existing opportunities to participate in international crisis management exercises with NATO outside the PFP initiative but within the framework of Swedish security policy.

PEACE-PROMOTING EFFORTS

The need for conflict-prevention measures and crisis management will in all likelihood increase. The Government feels that Sweden's capability to participate in all kinds of peace-promoting operations, from preventive measures to peace-enforcement, should increase both qualitatively and quantitatively.

Sweden shall contribute to the EU's capability to make rapid reaction resources available for crisis management operations. Particular attention should be paid to the option of participating in other conflict-prevention and crisis management operations around the globe, especially in Africa, the Middle East and Asia. The Government stresses the central importance of effective multilateral cooperation for Swedish security policy.

PEACE-PROMOTING AND HUMANITARIAN OPERATIONS

The term 'peace-promoting and humanitarian operations' refers to international cooperation in the event of peace and the safety of human beings coming under threat. Peace-promoting and humanitarian operations cover:

- Conflict prevention measures, including the deployment of military resources, to mediate and prevent the escalation of violence into armed conflicts.
- Peacekeeping operations using both civilian and military resources to maintain an agreed ceasefire or to prevent conflicts.
- Peace-enforcing operations where conflicting parties can be kept apart and the population can be protected through the legitimate use of violence.
- Humanitarian efforts are made using mostly civilian resources although military measures may be taken to help people adversely affected by conflicts, natural disasters or other extraordinary situations.

THE FOCUS OF SWEDISH DEFENCE POLICY

The objective for Sweden's total defence is to preserve the country's peace and independence by:

- helping to manage and prevent crises in the world around us,
- asserting our territorial integrity,
- defending Sweden against armed attack,
- protecting the civilian population and safeguarding the most important societal functions in the event of war.

It shall also be possible to utilise the resources of the total defence to help the society at large to deal with serious incidents and severe emergencies in peacetime.

The Swedish Armed Forces shall be able to fulfil the tasks demanded of them by the prevailing situation in the surrounding world. It shall also assert our territorial integrity and help to uphold the country's sovereignty. In partnership with other authorities, the Armed Forces shall also ward off attempts to take control of important functions and efforts to influence our actions.

We shall increase our participation in international peace-promoting operations. The Armed Forces' national and international tasks constitute two sides of the same coin. The aim is for Swedish operational units to be designed so that they are able to deal with the most complex situations and most difficult tasks.

In the event of a negative trend in security policy, the Swedish Armed Forces shall also be able to strengthen their capability to act both nationally and internationally.

To be able to develop and meet the threats and challenges of the future, the Swedish Armed Forces shall also sustain basic skills in order to be able to develop a more comprehensive capability in the long term.

The prevailing situation in the world at large demands only limited measures within Sweden's civil defence sector. The basic requirements are more or less covered by the capability built up by society to manage major peacetime crises.

The favourable development in the world around us means that we can reduce the size of our total defence, which in turn means we can decrease the number of units, schools and centres. Despite the resulting reduction in defence expenditure, we will increase our investment in international operations.

DEVELOPMENTS IN SWEDEN'S MILITARY DEFENCE

The contribution made by the Swedish Armed Forces in fulfilling the country's security policy objectives is based on their main task, namely the capacity to engage in armed combat. The Swedish Armed Forces shall develop a modern, flexible and highly accessible operational defence. The emphasis should be on rapid operational capability. We shall increase our capability as regards international operations both quantitatively and qualitatively.

FUTURE DEVELOPMENT OF THE OPERATIONAL FORCES

The aim is for the following units to be included in Sweden's operational defence force:

- 1 Headquarters with Operational command
- 1 Operational Command battalion
- 1 Electronic Warfare battalion
- 2 Signal and Telecommunications battalions
- 2 Special Forces units
- 1 Ranger battalion
- 3 Security battalions
- 8 Mechanised battalions
- 1 Air-portable battalion
- 3 Artillery battalions
- 2 Air Defence battalions
- 2 Engineer battalions
- 1 Communications battalion
- 2 Maintenance battalions
- 2 Ammunition Clearance companies
- 1 NBC Defence company
- 60 Home Guard battalions

- 4 Submarines
- 7 Surface Combat vessels
- 7 MCM vessels
- 1 Amphibious battalion
- 1 Naval Base battalion

- 4 JAS 39 squadrons
- 1 Helicopter battalion
- 1 Air Transport squadron
- 2 Airbase battalions

The Government feels that the organisation proposed by the Armed Forces within an economic framework of SEK 3 billion (EUR 330 million) can constitute a basis for operations during 2005. Those units not included in the plan should be decommissioned immediately. It is the Government's assessment that the condition of the units to be included in the operational defence force for 2005 in principle fulfils the requirements for operative capability. Deficiencies were

however apparent in the units that are now to be decommissioned. Military equipment and personnel from decommissioned units will be used to improve remaining ones. The Government will give more detailed information in its 2006 budget bill as to how the operational defence force is to be developed in the future.

NEW PLANNING INSTRUCTIONS TO THE SWEDISH ARMED FORCES

The Defence Committee's report "Sweden's new-age defence" (Communication 2004:30) contains draft requirements for the Armed Forces' operative capability. More background information in a number of areas is needed from the Armed Forces with respect to these requirements.

The term 'operative capability' refers to the Armed Forces' ability to successfully carry out their tasks:
- to assert our territorial integrity and to take part in international peace-promoting operations,
- to strengthen their capability as far as both international and national operations are concerned in the short term,
- to be able to build up the capability to meet new and larger-scale threats in the event of a prolonged negative security policy trend.

The Swedish Armed Forces has therefore been given the task of producing more detailed background information on e.g. the size of a future operational defence force, its design and development, the preparedness system and principles for how to preserve skill levels. The Government does not feel it is possible to propose how the units should be developed nor what capacity or preparedness each of them should have, etc., before being presented with this background information.

When compiling this information, the Armed Forces shall pay particular attention to the following:

- that Sweden's contributions to international operations should increase,
- that Sweden should contribute to a multinational rapid reaction force within the EU,
- that the demands on units with low preparedness have changed,
- that the demands on the supply of military equipment and personnel have changed.

A battalion normally comprises of between 750 and 1,000 personnel.

INTERNATIONAL CAPABILITY

The Government proposes that the Swedish Armed Forces shall also be able to lead and participate in two large-scale international missions, each requiring the deployment of an entire battalion, and three smaller operations. It shall be possible to undertake some operations with little prior warning and to sustain other operations over a longer period of time.

The Swedish Armed Forces shall be able to successfully tackle any crisis management task given to them, from confidence-building, conflict prevention, humanitarian and peace-keeping tasks to peace-enforcement measures.

A Swedish contribution to a multinational rapid reaction force to be led by Sweden, in partnership with other countries such as Finland, shall be developed as part of the EU rapid reaction capability. This unit shall be operative no later than the 1 January 2008.

This will strengthen Sweden's international capability and raise the level of ambition when it comes to the number of Swedish units on international forces registers. The contributions made by Sweden should also help the Armed Forces in their long-term development and operative capability. The question of which units Sweden should contribute to international forces and what level of preparedness they are to have should be continuously assessed. A greater international capability shall be an integrated and high-priority component of the restructured Swedish Armed Forces. The Government feels that development of the Swedish rapid reaction force and the capability of the Armed Forces when it comes to reinforcement units should also be strengthened in the long run and the level of ambition regarding international operations shall continue to be raised. As from 2005, the Government plans to gradually increase the appropriations for military peace-promoting operations.

A NETWORK-BASED DEFENCE

The development of the Armed Forces towards a network-based defence (NBD) is an important component of its reformation from an armed force against invasion to a flexible operational defence. A network-based defence shall have a greater operative effect by assembling units based on the specific requirements of each situation. This leads to a high level of precision and allows for the right action to be taken in different crisis situations. Modern informa-

tion and communication technology (ICT) is to be used to facilitate the military defence's capability to:

- gather information and understand the world around us,
- lead and support decision-making
- conduct operations and achieve results.

The network shall allow all those potentially involved in an operation to exchange information with each other, both nationally and internationally. It is therefore important to coordinate Swedish development with that which is occurring internationally.

The Swedish Armed Forces shall also be able to exchange information and collaborate with the other authorities involved in Sweden's total defence and crisis preparedness in order to improve our total capability for being able to tackle difficult crises in our society in a well-coordinated fashion.

THE ISSUE OF PERSONNEL SUPPLY IS CENTRAL TO SWEDEN'S DEFENCE REFORM

A well-functioning personnel supply system is one of the most important preconditions for a capable operational defence. The supply of personnel also affects our freedom to act as regards security policy, e.g. when it comes to deciding what kind of military resources Sweden shall contribute to the EU's rapid reaction capability. It is therefore important for the development of the Armed Forces' personnel supply system that began in 2001 to continue. The system must also be modified in order to be able to man international operations. This demands among other things a new training system for all Sweden's total defence conscripts. Officer training must also be modified to improve efficiency. The Government feels that both professional officers and some other personnel categories should be obliged to serve in Swedish forces abroad.

A NEW NATIONAL SERVICE TRAINING SYSTEM

In order to produce qualified operational units for both national and international preparedness, we need a new national service training system. On the other hand, we should not train more conscripts than we need for the operational defence force. The Government's assessment is that between 8,000 and 10,000 conscripts will be needed per year between 2005 and 2007.

The Government supports the Armed Forces' proposal for a new training system with the following main components:

- national service to remain as the main basis,
- increased volunteerism,
- better recruitment and selection processes,
- basic training for 11 months for all conscripts, divided into two terms,
- an optional term of 3–5 months, preparing for international duty.

Conscript training shall more or less follow the terms of the civilian school system, so that it does not detract from people's opportunity to gain a civilian education nor cause unnecessary unemployment prior to and after military service. It is estimated that the new training system could be brought in as from 2006.

Participation in the EU rapid reaction force requires us to have military personnel available at very short notice. The Swedish Armed Forces should therefore be allowed to employ personnel for a number of years after their basic training in order to train them for rapid reaction deployment and have them ready for action. Furthermore, the training organisation will also need to employ a number of personnel in order to make use of the investments made. Using such time-limited appointments, the Armed Forces can retain skills in certain specialist positions, such as ship commanders, sonar operators and combat vehicle commanders.

OFFICER TRAINING

One step in managing the forthcoming supply requirement for well-trained officers is to make officer training more akin to mainstream higher education. Furthermore, the Armed Forces should employ more civilians in posts where it is not necessary to have the kind of unique skills possessed only by officers.

PERSONNEL COSTS AND DOWNSIZING

Since the Armed Forces' personnel costs represent a large proportion of their total expenditure for unit operations (in 2003, they amounted to approximately SEK 12.4 billion (approx EUR 1.3 billion) or 57 per cent), the organisation needs to be better at predicting how expenditure will develop.

The number of employees needs to decrease by about 25 per cent or about 5,000 full-time employees (approximately half of which will be professional officers) between 2005 and 2007. The costs for downsizing personnel should fall compared to 2001–2004. The Government feels that the measures taken to reduce the number of employees should aim to make use of the skills possessed by those being made redundant in other public sector activities, such as the police, the prison and probation service and education. The establishment of a special personnel downsizing organisation should be looked into.

This restructuring may well break the positive, though slow, trend towards a greater number of women officers. The Armed Forces must be better across the board at retaining women officers. Furthermore, it should plan to implement special measures with the aim of recruiting more women when officer recruitment is resumed later on.

The future operational defence will need a large proportion of commanding officers between 20 and 40 years of age. The Armed Forces should continue to analyse the need for special measures in order to attain a suitable age structure in its officer corps. This should be performed in partnership with the Swedish Agency for Government Employers and private employer organisations.

RESERVE OFFICERS

Reserve officers can also contribute civilian knowledge and experience and should be used more in the operational defence force, the basic defence structure, international duties, central management and the home guard.

GENDER EQUALITY IN THE ARMED FORCES

Gender equality efforts in the Swedish Armed Forces have improved in recent years and this trend should continue. The aim is to have an armed forces with respect for human rights, that respects and welcomes all individuals regardless of gender, ethnic origin or sexual orientation.

VOLUNTARY DEFENCE ORGANISATIONS

The role of voluntary defence organisations will be reduced in the future operational defence force, although it is important to continue to utilise the commitment and knowledge they possess. The Swedish Armed Forces and the Swedish Agency for Emergency Preparedness are to conduct a review of the support needed by the authorities and from which organisations this support should be forthcoming.

MILITARY EQUIPMENT ISSUES

The Swedish Armed Forces shall have modern military equipment that supports the development towards a network-based defence and that satisfies both the national and international needs of the future operational defence force. The modified needs of the operational defence force must have a greater impact on military equipment planning. Traceability must improve, i.e. it must also be easier to see how the demands for operative capability affect equipment supply.

To create more flexibility and greater freedom of action when it comes to supply and to fulfil both today's and tomorrow's constantly changing requirements on equipment, the Armed Forces should strive to reduce the number of long-term purchasing orders they commit themselves to. Their room for manoeuvre can also be increased by making use of research and technological development, e.g. using test versions of new systems, known as 'demonstrators'. The military equipment of the future needs to have an in-built adaptability to new requirements, which can emerge both during the development process and during the system's useful life.

The Government feels that the equipment supply strategy must continue to be developed so that it can be constantly modified to fulfil newly emerging requirements, not least when it comes to international and industrial development.

RESEARCH AND TECHNICAL DEVELOPMENT (RTD)

Research and technological development (RTD) must be focused more on specific areas or 'niches'. At the same time, the modified requirements of the operational force must also have a greater impact on RTD planning. Swedish authorities and the country's defence industry must develop skills based on the equipment

needs of the Armed Forces, where Sweden can gain an internationally competitive edge, in turn creating scope for greater international cooperation. Sweden should prioritise a limited number of areas and within them build up qualified, cutting-edge expertise and devise RTD projects. We need to identify areas in which the defence authorities (in this case the Armed Forces, the Defence Materiel Administration (FMV), the Swedish Defence Research Agency (FOI) and the National Defence College (FHS)), civil authorities, universities, Swedish industry and research institutes, all have the opportunity to cooperate to create more synergy effects and make better use of research findings.

There has to be more cooperation on RTD between different countries to ensure our equipment is in line with international development and can function together with the materiel of other countries in international operations. It is also necessary to make better use of civil RTD in military equipment systems.

NATIONAL NICHES

The Government feels that concentrating on the following niches represents the first step towards strengthening Sweden's position in the military equipment field:

- network-based command and control systems,
- aircraft,
- combat vehicle systems,
- short-range combat systems and
- unjammable telecommunication systems.

These areas also include interfunctional sensor and data fusion as well as signature, protection and system design.

INTERNATIONAL COOPERATION

Cooperation with other countries to share the costs of developing new equipment systems is a necessary precondition if Sweden is to continue to develop military equipment and occupy a strong position in this field. Cooperation here should concentrate on the most important countries as regards the international skills we need for our equipment supply. This mainly concerns the 'six nation coop-

eration', involving Sweden, Germany, France, Great Britain, Italy and Spain and cooperation with the Nordic countries and the United States.

In July 2004, European defence ministers decided to establish the European Defence Agency (EDA) to develop military capability in a number of different respects and improve research and equipment cooperation within the EU. The EDA may also help to render the international research and equipment cooperation of Swedish authorities more efficient. Through the agency, EU member states may also continue to look into pooling resources and jointly owning some materiel to be used in crisis management operations.

Every time the Swedish Armed Forces need new equipment, they should determine whether it is best to develop what is needed in partnership with other countries or whether ready-made equipment should be procured. If the alternatives are similar in terms of cost-efficiency, the Armed Forces should choose what best suits the future skills and development within the Swedish defence industry.

SUPPORT TO THE SWEDISH EXPORT TRADE

Support should be developed and focus on the specified niches.

It should also be easier to give away or hire out equipment which the Armed Forces no longer needs, or can do without for a limited time, to partner nations in order to support the Swedish export trade or improve the country's security.

DECOMMISSIONING

Equipment and establishments for which there is no long-term need are to be decommissioned as cost-effectively as possible.

THE BASIC STRUCTURE OF THE SWEDISH ARMED FORCES

The Government's assessment of the future basic structure of the Armed Forces and where it should be located is a holistic proposal, which in the eyes of the Government, will provide the best conditions, even in the longer term, for a modified defence force.

Fewer establishments will be needed in the future to educate and train operational forces and to develop the necessary skills.

Some units should therefore be discontinued and others should be merged together.

Concentrating certain operations to just one establishment will provide the best prerequisites for retaining and developing skills. Gathering operations at a smaller number of locations increases the scope for units and functions to perform joint military exercises. These are some of the factors which the Government has considered in its assessment.

REDUCED EXPENDITURE

One prerequisite of the changes is that they should lead to reduced running costs and minimise the cost of new investments and relocations. In all, the proposals contained in the Government's proposal will lead to rent savings of about SEK 460 million (EUR 51 million) per year.

The Government feels that some adjustments are needed in those places where operations will either be extended or changed. These investments will cost an estimated SEK 905 million (EUR 100 million).

Rent paid by the Armed Forces will total about SEK 2,700 million (EUR 298 million) per year as from 2008, if we include the changes which the Government feels are necessary and the investments that will be made to effect them. If, instead, the Armed Forces retains the basic structure decided on in 2000, rent costs will be about SEK 3,100 million (EUR 342 million) per year as from 2007.

THE MOST IMPORTANT CHANGES

The most important changes in the basic structure of the Armed Forces, as proposed by the Government, include the decommissioning of a number of units, the transfer of some to other locations and the establishment of some new ones.

The Government proposes the decommissioning of the following units:

– The Jämtland Rifle Regiment – Östersund
– The Norrland Dragoon Regiment – Arvidsjaur
– The Södermanland Regiment – Strängnäs
– The Gotland Regiment – Gotland / Visby
– The Second Surface Combat Flotilla – Haninga / Berga

– The Älvsborg Amphibious Regiment – Göteborg
– The Southern Coast Naval Base – Karlskrona
– The Eastern Coast Naval Base – Haninge / Berga
– The Jämtland Air Force Wing – Östersund
– The Gotland Military District Command – Gotland / Visby
– The Military Academy – Östersund
– The Army Technical School – Östersund
– The Naval Schools – Karlskrona
– The Air Force Uppsala Schools – Uppsala
– The Armed Forces' Halmstad Schools – Halmstad

The Government is of the opinion that the following units should be relocated:
– The Artillery Regiment from Kristinehamn to Boden
– The First Submarine Flotilla from Haninge / Berga to Karlskrona
– The Vaxholm Amphibious Regiment from Vaxholm to Haninge / Berga
– The Armed Forces' Logistics Organisation from Karlstad to Stockholm
– The Armed Forces' Medical Centre – from Hammarö to Göteborg

The Government proposes the establishment of the following new units:
– The Naval Base in Karlskrona. The base should run operations in Karlskrona, Haninge / Muskö and Göteborg.
– The Armed Forces' Technical School in Halmstad. The school in corporates other schools such as: the Armed Forces' Halmstad Schools and the Army Technical School.
– The Marine Combat School in Karlskrona. The school incorporates parts of the Naval Schools and the Amphibious Combat School.
– The Air Combat School in Uppsala. The school incorporates other schools such as: the Air Force Uppsala Schools and the military flight academy.

The following military district groups should be decommissioned:
– Kalix
– Sollefteå
– Västerås
– Kristinehamn

– Borås
– Kalmar
– Hässleholm

The Government feels that the following units should be included in the new basic structure of the Armed Forces:
– The Armed Forces' Headquarters (HKV) in Stockholm
– The Southern Military District Command (MD S) Göteborg
– The Central Military District Command (MD M) in Strängnäs
– The Northern Military District Command (MD N) in Boden
– The Life Guards (LG) – Upplands-Bro / Kungsängen
(Security and urban rifle unit, state ceremonial duties and Swedint)
– The Norrbotten Regiment (I19) in Boden
(Training of mechanised troops, some engineers' training, the winter warfare development unit)
– The Life Regiment's Hussars (K3) in Karlsborg
(Intelligence training, training of airborne battalions, paratrooper training, special units, etc.)
– The Skaraborg Regiment (P4) in Skövde
(Training of mechanised troops)
– The Southern Skåne Regiment (P7) in Lund / Revinge
(Training of mechanised troops)
– The Artillery Regiment (A9) in Boden
(Artillery training, skills centre)
– The Anti-aircraft Regiment (Lv6) in Halmstad
(Anti-aircraft training, skills centre)
– The Göta Engineers (Ing2) in Eksjö
(Engineers' training, skills centre)
– The Uppland Regiment (S1) in Enköping
(Command and control training, skills centre, Command and Control School, Total Defence Signals Protection School)
– The Göta Logistic Regiment (T2) in Skövde
(Maintenance training, skills centre, transport and movement control training)
– The First Submarine Flotilla (1 ubåtflj) in Karlskrona
(Flotilla command, parts of the naval vessel units)
– The Third Surface Combat Flotilla (3 ysflj) in Karlskrona
(Flotilla command, parts of the naval vessel units)
– The Fourth Mine Warfare Flotilla (4 minkriflj) in Haninge / Muskö
(Flotilla command, parts of the naval vessel units)

– The Vaxholm Amphibious Regiment (Amf1) in Haninge / Berga
(Amphibious troop training)
– The Karlskrona Naval Base in Karlskrona
(Naval operations to be run in Karlskrona, Haninge / Muskö and Göteborg)
– The Skaraborg Air Force Wing (F 7) in Lidköping/Såtenäs
– The Blekinge Air Force Wing (F 17) in Ronneby
– The Norrbotten Air Force Wing (F 21) in Luleå
– The Armed Forces' Helicopter Wing (Hkpflj) in Linköping/Malmen
(Ground-based operations are run in Linköping/Malmen and marine operations at F17 in Ronneby. It should be possible to base helicopter land operations at F 21 in Luleå. Helicopters are to be available for military air rescue at the following Air Force wings: F 7, F 17 and F 21)
– The Armed Forces' Logistics organisation (FMLOG) in Stockholm
(Command is in Stockholm, Technical Division in Arboga, Supply Division in Boden and Service Division in Karlskrona)
– The Karlberg Military Academy (MHS K) in Solna
– The Halmstad Military Academy (MHS H) in Halmstad
– The Ground Combat School (MSS) in Skövde
– The Marine Combat School (SSS) in Karlskrona
– The Air Combat School (LSS) in Uppsala
(This also includes the Flight Academy in Linköping / Malmen)
– The Home Guard Combat School (HvSS) in Salem / Vellinge
– Total Defence EOD and Demining Centre (SWEDEC) in Eksjö
– Total Defence NBC Protection Centre (Skydd C) in Umeå
– The Armed Forces' Intelligence and Security Centre (FMUndSäkC) in Uppsala
(including the Interpreters' School)
– The Armed Forces' Recruitment Centre (RekryC) in Stockholm
– The Armed Forces' Technical School (FMTS) in Halmstad
– TheArmed Forces' Healthcare Centre (FSC) in Göteborg
– The Air Forces Medical Centre (FMC) in Stockholm
– The Armed Forces' Music Centre (FöMusC) in Upplands Bro / Kungsängen
– The Armed Forces' Telecommunications network and Terrestrial telecommunications unit (FMTM) in Örebro

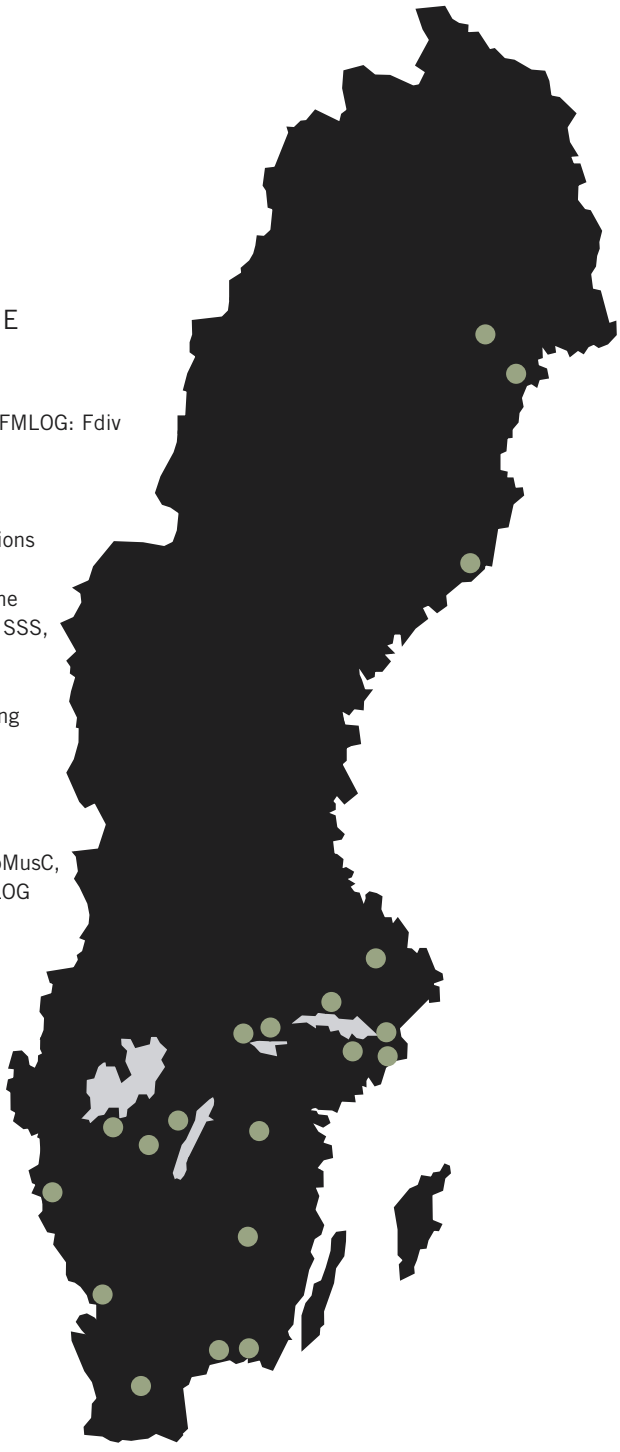
The Government feels that the Armed Forces should leave the following places:
– Arvidsjaur
– Gotland / Visby (partly)

– Göteborg / Säve
– Hammarö
– Karlstad (partly)
– Kristinehamn
– Strängnäs (partly)
– Vaxholm
– Östersund

Estimated time for changes to be effected:
Units to be decommissioned: 31 December 2004.
Units or operations to be moved: 1 January 2005–30 June 2006.
Units to be reorganised: 1 January 2005–31 December 2005.
New units to be established: 1 January 2005.

FUTURE BASIC STRUCTURE OF THE ARMED FORCES

- **Arboga** FMLOG: Tdiv.
- **Boden** MDN, I 19 (ing, jäg), A 9, FMLOG: Fdiv
- **Eksjö** Ing 2, SWEDEC
- **Enköping** S 1
- **Halmstad** Lv 6, FMTS, MHS H
- **Göteborg** MDS, FSC, Naval operations
- **Karlsborg** K 3
- **Karlskrona** Naval base, 1 submarine flotilla, 3 surface combat flotillas, SSS, FMLOG: Sdiv.
- **Lidköping** F 7
- **Linköping (Malmen)** Helicopter wing
- **Luleå** F 21
- **Lund** P 7
- **Ronneby** F 17, Hkp-vht
- **Skövde** P 4, T 2, MSS
- **Stockholm/AB county** HKV, LG, FöMusC, FMC, HvSS, RekryC, MHS K, FMLOG *Berga/Muskö* Amph 1, 4 mine warfare flotilla, Naval operations
- **Strängnäs** MD M
- **Umeå** Skydd C
- **Uppsala** OPIL, LSS, FMUndSäkC
- **Örebro** FMTM



LOCATIONS WHERE OPERATIONS ARE TO BE DECOMMISSIONED OR MOVED

- **Arvidsjaur** K 4
- **Hammarö** FSC
- **Karlstad** FMLOG Command
- **Kristinehamn** A 9
- **Strängnäs** P 10, FöMusC. MD M *to remain*
- **Vaxholm** Amf 1, AmfSS
- **Visby** P 18. MDgr *to remain*
- **Östersund** I 5, F 4, ATS, MHS Ö

JOINT TOTAL DEFENCE AUTHORITIES

The operations of the joint total defence authorities include military equipment supply, higher education within the total defence, skills development, research and development, signal reconnaissance and enlistment of conscripts, etc. The cutbacks in the Swedish defence will also have a considerable impact on the operations of these authorities. The Government will appoint a committee, whose task will be to propose cost reductions in the defence authorities and to review the need for legislative amendments in order to achieve the forthcoming cutbacks.

The joint total defence authorities are:

- The Swedish Defence Materiel Administration (FMV)
- The National Defence Radio Institute (FRA)
- The National Defence College (FHS)
- The Swedish Defence Research Agency (FOI)
- The National Service Administration (TPV)

FURTHER DEVELOPMENT OF OVERALL CRISIS PREPAREDNESS

Civilian operations within the total defence (civil defence) are one component of Sweden's overall crisis management capability. Requirements change when threats and risks associated with armed military attack decrease in relation to other threats and risks to society. The Government is planning to present a government bill in the autumn of 2005. The bill discusses the peacetime measures needed to meet a changed threat scenario. The aim is to take a holistic approach towards perceived threats and risks, obtain knowledge as to the available resources, and to create the conditions to allow the effective use of these resources to safeguard the security of Swedish society.

Measures are needed to strengthen the capability of society to deal with threats against:

- the life or health of the population,
- major ecological or economic values
- basic values in society.

When military threats shift to other threats and risks in society, the focus of preparatory measures needs to change from civil defence to peacetime measures. Long-term efforts by central agencies, municipalities, county councils, organisations and the business sector are needed to create an adequate crisis management capability, where priority can be allocated to the most effective measures in the event of a severe peacetime emergency occurring in society. This desired capability covers a large number of social sectors, where it will be necessary to consider and prioritise between measures.

CONSCRIPTS COMPLETING CIVILIAN NATIONAL SERVICE

The manning of the civilian total defence is based on the regular peacetime defence organisation. If the organisation needs to be strengthened in the face of heightened preparedness, defence conscripts should be utilised only if other options, including the redistribution of working tasks, agreements on voluntary engagement or recruitment via employment exchanges, are deemed impossible.

The Government makes the assessment that the personnel resources created as a result of the enlistment and enrolment of conscripts should be on the lowest possible level and be based on the requirements placed on the civil defence by a basic defence capability.

The Government also makes the assessment that as far as energy supply is concerned, the option of being able to strengthen the electricity distribution system using national conscripts with basic training should still be safeguarded. Electricity supply is crucial to most important societal functions and can also be considered a likely target in the event of conflicts which don't necessarily take on the guise of large-scale attacks from other countries. A breakdown in the electricity supply can have devastating consequences for society. The preparedness measures taken in the area of electricity supply prior to an armed attack also strengthen the reliability of the national grid in peacetime.

In light of the prevailing security policy situation, the option of calling in and training national conscripts for municipal requirements no longer needs to be utilised. The needs of the rescue services in addition to those in a heightened state of preparedness are to be satisfied in some way other than by using national conscripts. Voluntary activities should be encouraged and supported.

The prerequisites for employing and using personnel for societal activities are regulated by rules and agreements. Voluntary personnel can constitute a valuable additional resource if society needs extra help in addition to what the defence organisation and the labour market can manage in the event of a severe emergency. The requirements and prerequisites for this will be examined by the Swedish Agency for Crisis Preparedness prior to the government bill in 2005.

A NEW SET OF FUNDING PRINCIPLES FOR CRISIS PREPAREDNESS IN SOCIETY

According to the Government, it is necessary to strive for a general capability to be able to prevent and tackle incidents that may lead to severe emergencies in peacetime society. The Government therefore feels that special funds need to be set aside to achieve a strengthened peacetime capability.

The Government wishes to emphasise that there is a clear connection between measures aimed at safeguarding a strengthened peacetime capability and measures taken in times of heightened preparedness. Investing in preventive and preparatory measures to reduce vulnerability and increase flexibility in vital social systems and functions will result in fewer resources being needed for the civil defence. Creating a strengthened capability means that the demands on the civil defence can basically be accommodated within the framework of society's peacetime preparedness.

INTERNATIONAL CIVILIAN PEACE-PROMOTING, CONFIDENCE-BUILDING AND HUMANITARIAN OPERATIONS – CIVILIAN ASPECTS OF CRISIS MANAGEMENT

International civilian crisis management should have three clear main aims:

- to strengthen Sweden's capability to deal with national crises,
- to help increase security in the world around us,
- to be able to help people in distress.

Greater involvement in international civilian crisis management provides added value to Sweden's national crisis management capability. In partnership with other countries, the foundation is being laid for common security in order to meet different types of threats and risks. National activities should therefore be more clearly linked to international operations.

FINANCIAL MANAGEMENT IN EXPENDUTURE AREA 6: DEFENCE AND PREPAREDNESS AGAINST VULNERABILITY

The Government plans to further improve financial management in expenditure area 6 in order to create a clearer link between objectives, results and costs of central agency operations.

The Government has adopted a directive for a committee that is to analyse and evaluate how the budget and evaluation of objectives and results can be improved. The committee shall focus on how the Swedish Riksdag's and the Government's insight, control and monitoring can be improved.

A financial management model for the Armed Forces' operational units should be introduced and come into operation no later than at the beginning of 2008. This involves the control and monitoring of the units included in the future operational defence force. The objectives set by the Government and the Riksdag for the operational defence force shall form the basis of the goals and demands placed on the activities of the Armed Forces. Budget and monitoring shall be integrated into operational objectives.

FRAMEWORKS FOR EXPENDITURE AREA 6: DEFENCE AND PREPAREDNESS AGAINST VULNERABILITY

THE FINANCIAL FRAMEWORK

The Government has ascertained that the changed threat picture has reduced the need for investments in external security whilst the need for internal security has increased. In the light of this, the Government feels that the financial framework for expenditure area 6 can be reduced by SEK 3 billion (EUR 330 million). This reduction will occur gradually and should be carried out by the end of 2007. The Government intends to return to this issue later.

REDUCTION IN APPROPRIATIONS

Decreasing the framework for expenditure area 6 should be achieved mainly by a reduction in Armed Forces' appropriations. The areas that will be especially affected include the Armed Forces' Central Command, parts of the Armed Forces' basic structure, home guard training and joint total defence authority procurements. In addition to this, further savings will be made within the Armed Forces in order to fund greater investment in international operations.

Restructuring and the downsizing of activities will also be implemented at the joint total defence authorities.

REGIONAL CONSEQUENCES

The Government has a responsibility for supporting the people and the regions affected by the changes made to the basic structure of the Armed Forces. The worry felt by many defence employees and others affected by decisions must be taken seriously.

The Government's overall assessment is that affected regions, with the Government's active support, will in the long term be able to successfully tackle the special problems arising from the restructuring. The extensive work already being done within the framework of regional development policy will form the basis of the Government's forthcoming efforts.

There is special preparedness for those affected in the short term by unemployment within the framework of labour market policy to facilitate their transition to further education or to other sections of the labour market.

In addition, the Government intends to take a specific responsibility in the form of targeted measures in those regions worst affected by defence restructuring measures. This applies to the local labour market regions (LA regions) of Östersund, Arvidsjaur, Karlstad/Kristinehamn and Gotland. Many defence employees will be negatively affected in these regions whilst the options available on the local labour market are also relatively limited.

SOME EXAMPLES OF MEASURES FOR ÖSTERSUND, ARVIDSJAUR, KARLSTAD/KRISTINEHAMN AND GOTLAND

ASSIGNMENTS GIVEN TO CERTAIN COUNTY ADMINISTRATIVE BOARDS/COUNTY GOVERNORS

The county governors at the county boards of Norrbotten, Jämtland, Värmland and Gotland will be assigned the task of working closely together with other key actors and proposing suitable measures to increase competitiveness, sustainable growth and employment in each of their regions respectively.

SPECIAL CONTACT PERSONS

Special contact persons will be given the task of monitoring and actively participating in the work done by the county administrative boards on behalf of the Government. These contact persons will focus on the dynamics, cooperation and revitalisation of the local business sector.

THE REGIONAL LOCATION COMMITTEE

A government investigator will be appointed with the task of proposing suitable relocations of government jobs to the LA regions of Östersund, Arvidsjaur, Karlstad/Kristinehamn and Gotland.

FUNDING FOR RESEARCH AND INNOVATION

In the research bill which the Government intends to present to the Riksdag in the autumn of 2004, SEK 50 million (EUR 5.5 million) will be allocated to the regions worst affected by the defence restructuring as from 2005.

STATE-OWNED COMPANIES

Within the framework of their objectives and focus of activities, state-owned companies should contribute to successful restructuring efforts. The Government will invite these companies to a dialogue to discuss the matter.

FUNDING TO MUNICIPALITIES

Of the funding set aside for specific investments in certain municipalities and county councils over the next few years, SEK 200 million (EUR 22 million) in 2005 and SEK 300 million (EUR 33 million) in 2006 has been earmarked for those regions most affected by the restructuring.

PROPERTY AND ESTABLISHMENT ISSUES

The state-owned company Vasallen AB will play a key role in restructuring work because of the resources and skills it possesses in the field of development. In partnership with municipalities and local business, Vasallen has made a positive contribution to the development of property vacated by the Armed Forces in conjunction with previous defence decisions.

SOME EXAMPLES OF MEASURES TARGETED SPECIFICALLY AT:

ÖSTERSUND

- A prison establishment to be set up in Östersund.
- Government jobs focusing on growth analysis and regional growth to be relocated to Östersund from the central agencies ITPS (Swedish Institute for Growth Policy Studies), NUTEK (Swedish Business Development Agency) and from the state-owned company ALMI Företagspartner AB.
- Jobs from the National Institute for Working Life to be located to Östersund.

ARVIDSJAUR

- A prison establishment to be located to Arvidsjaur.
- The new board of the National Insurance Office to be given the task of locating some activities to Arvidsjaur.

KARLSTAD/KRISTINEHAMN

- The Swedish Standards Institute (SiS) to establish a new department in Kristinehamn.
- Extended international activities within the Swedish Rescue Services Agency (SRV) to be located to Kristinehamn.

GOTLAND

- Jobs from the National Institute for Working Life to be located to Gotland.
- As part of its development work with the defence restructuring, Vasallen AB will be able to assist by converting military property into student housing.

The Swedish defence is in the middle of its most extensive reform in the modern age. Using its enormous size, the old defence system would be able to protect Sweden against a military invasion.

The future armed forces will be a high-tech, modern and flexible operational defence. The objective is still the same – to protect Sweden and Swedish interests – but the world around us has undergone radical change and the threat scenario and tasks facing us now look totally different and place new demands on the Swedish defence.

The defence reform began in 1999 and many wholesale changes have been decided upon and implemented since then.

This publication is a summary of the government bill: "Our Future Defence« (Govt Bill 2004/05:5), which constitutes the next step in the reform.

REGERINGSKANSLIET

The Ministry of Defence

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