Norwegian Ministry
of Defence

Capable and Sustainable

Long Term Defence Plan
17 June 2016

1 Introduction

Since the end of the Cold War, Norway has transformed its Armed Forces into a smaller, deployable and advanced force with the equipment and training necessary to address evolving security challenges both at home and abroad. This transition has been essential in order to adapt the Norwegian Armed Forces to an increasingly complex security environment.

Despite these efforts being both necessary and largely successful, they do not fully address what we today recognise as the long-term challenges facing Norwegian security. Further adjustments are needed, along with significant investments in intelligence, surveillance, survivability and combat power to strengthen Norway and NATO's ability to prevent and deter the use of force.

Years of underfunding, combined with a high operational tempo have also created shortfalls in training, maintenance and upgrades that are no longer acceptable in the face of emerging challenges. These shortfalls must be addressed in order to improve capability in the near term, and to prepare the Norwegian Armed Forces for future investments and challenges.

Both short-term measures to improve readiness, and long-term investments, are vital to ensure that Norway together with our allies have the means necessary to resist any outside power seeking to challenge its sovereignty and rights either through the threat, or use of force, military or otherwise. The Norwegian Armed Forces will therefore strengthen its ability to contribute to the defence of both Norway and the Alliance as a whole, in order to ensure that any use of force against Norway will carry unacceptable cost and risk.

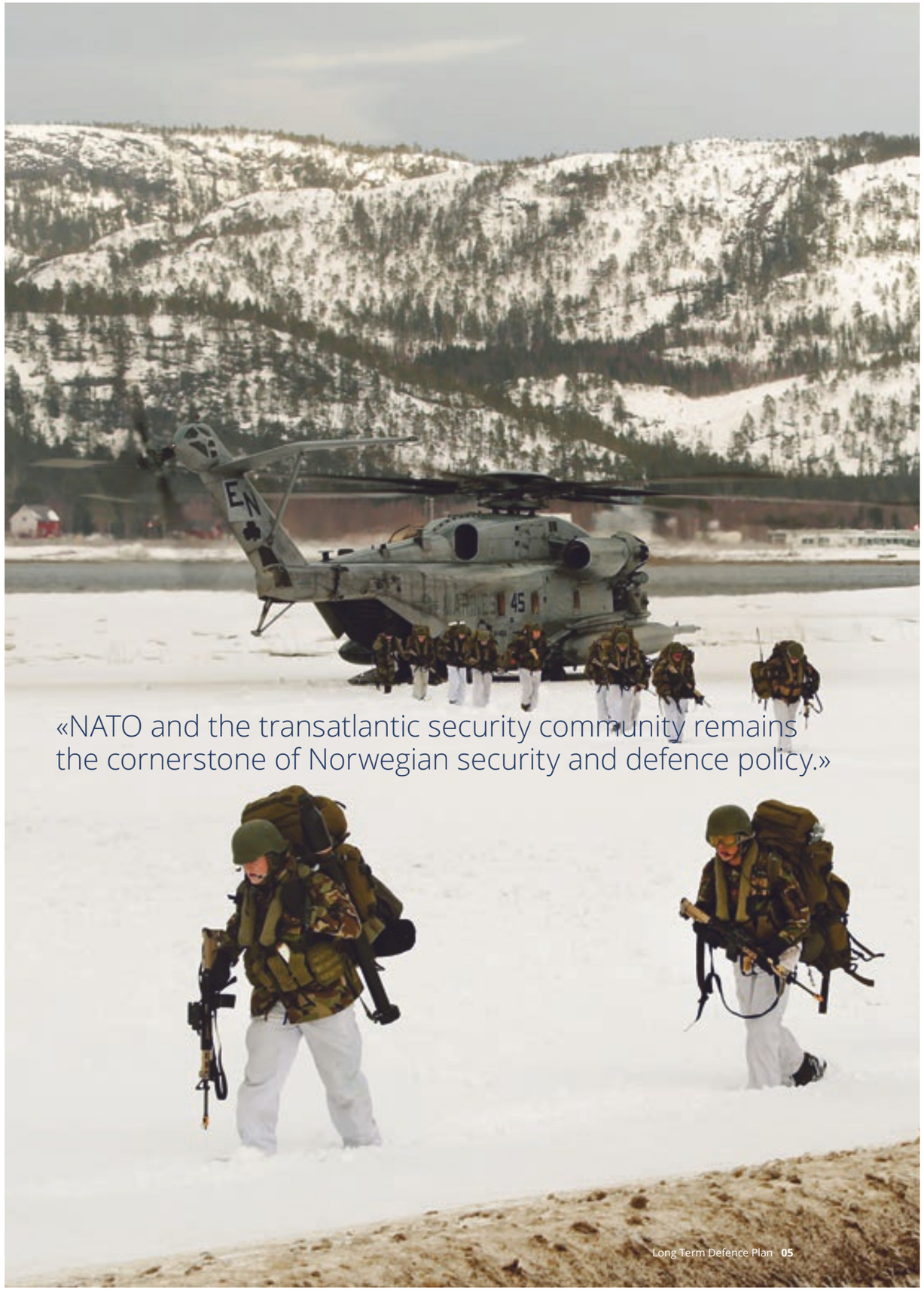
2 Norway and the Alliance

NATO and the transatlantic security community remains the cornerstone of Norwegian security and defence policy. Norway needs close relations with its allies. The defence of Norway depends on the arrival of allied reinforcements before a crisis situation develops into an armed confrontation, and on the ability to escalate defence operations seamlessly, if required. Facilitating greater allied presence in Norway is important to Norwegian security. Interoperability among allied forces and allied presence in Norway through exercises and training remain key components of our efforts to ensure credible deterrence. Host nation support related to such activities, along with preparations to receive allied reinforcements, remain a priority. These measures contribute to the ability of Norway and its allies to ensure a robust defence posture in peacetime, in crisis and during times of armed conflict.

Despite the security guarantees offered by the alliance, Norway must also maintain an ability to respond to the early phases of a crisis or conflict independently. This is a central tenet of the North Atlantic Treaty, which commits the member states to maintain and develop their individual and collective capacity to resist armed attack.

Norwegian Armed Forces Tasks

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 the facilitation of allied support**
4. **Ensure a national basis for 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**



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«Challenges to European and transatlantic security must be met with cooperation, firmness and predictability.»

The Norwegian Armed Forces are continuously adapting to meet current and future changes to the security environment. At present, developments are driven by changes adjacent to NATO's area of responsibility with direct and indirect impact on Norwegian and Allied security. Norwegian security and defence policy must recognise the potential of rapid changes in our security environment. Domestic technological, economic and demographic trends also represent both challenges and opportunities that must be taken into account in the development of Norwegian security and defence policy.

Increasing complexity

The international security situation, both globally and in Norway's immediate region, has deteriorated since the previous Long Term Plan was presented in 2012.

Global and regional power shifts may challenge the position of Western states in international politics. European cohesion is also under pressure due to a combination of demanding internal and external developments. These challenges to European and Transatlantic security must be met with cooperation, firmness and predictability.

The most significant change in the Norwegian security environment is Russia's growing military capability and its use of force. The military reform in Russia has resulted in a modernisation of Russia's conventional forces as well as a strengthening of its nuclear capabilities. The Russian annexation of Crimea in 2014 and the continued destabilisation of Eastern Ukraine both constitute violations of international law, which have had a dramatic effect on European security. Russia has repeatedly proven itself willing to use a wide range of measures, including military force, to sustain its political dominance and influence.

Even though Russia does not constitute a military threat to Norway, the combination of military modernisation and the will to exert influence through military power place Russia as a central factor in Norwegian defence planning. Areas in Norway's immediate vicinity are also central to Russian nuclear deterrence, and Russia's military presence and activities in the North have increased in recent years. The High North continues to be characterised by stability and cooperation, and Russian strategies for the Arctic still emphasise international cooperation. At the same time, we cannot rule out the possibility that Russia in a given situation will consider the use of military force to be a relevant tool, also in the High North. Additionally, while a potential crisis is unlikely to develop in Norway's immediate region, a conflict erupting elsewhere may directly affect us.

NATO also faces serious challenges related to developments in the Middle East, North Africa and the Sahel. Instability caused by economic turmoil, corruption, terror, violence and organised crime is ultimately a threat to international peace and security. Weak government control may allow instability and armed conflict to spread easily across porous borders. The on-going armed conflicts in the region have caused massive humanitarian suffering, destruction and a global refugee crisis.

Technological trends and risks

The proliferation of increasingly advanced weapons and technologies represents a dual challenge. On the one hand, they have an impact on our threat environment. Such weapons and technologies have significant destructive potential, both when wielded by national governments and non-state actors. Long-range precision guided weapons can cause significant damage with little or no warning. Modern air defence systems can deny access to significant and critically important sections of air space. New capabilities in the cyber and space domains likewise create an evolving threat environment where effective countermeasures are limited and attribution difficult.

On the other hand, these technological advancements have wide reaching economic consequences. Countering technologically driven risks requires continuing modernisation by even smaller forces. While new equipment represents a qualitative improvement from the systems and platforms being replaced, as a rule it also costs more to acquire and operate. Despite increased use of off-the-shelf procurement and international cooperation, increasing costs can no longer be addressed simply by reducing the number of platforms and units, or by internal efficiency savings. This cost growth must be incorporated as an integral part of our defence planning.

4 Addressing the challenges

This Long Term Plan presents measures to address current and coming challenges. Readiness will be improved in the short-term and the overall operational capability strengthened in the longer-term. At the same time, a gradual, yet significant increase in defence funding will provide a sustainable baseline for continued development.

Norwegian security and defence policy
Overall priorities

1
Strengthen our national defence
- **a.** Maintain situational awareness and our ability to conduct crisis management operations
- **b.** Improve readiness levels, combat power and survivability
- **c.** Improve our ability to receive allied reinforcements
- **d.** Increase allied military presence and more frequent exercises and training

2
Strengthen NATO's ability for collective defence

3
Contribute to international crisis management

4
Further development of the Total Defence concept
(Mutual support and cooperation between the Armed Forces and civilian authorities)

Investing in strategic capabilities

The Norwegian Armed Forces will continue to provide capable and modern forces, on land, at sea and in the air, able to address the full spectrum of conflict. Norway is required to develop and maintain a number of core capabilities able to affect the strategic decisions of potential aggressors. These strategic capabilities must be able to find, track and identify targets at a distance, defeat such targets if necessary even if well defended, and survive in the face of advanced countermeasures. When utilised as part of the joint operational effort, these capabilities will make a swift and determined response possible against any use of force against Norwegian sovereignty and rights.

One such capability is the F-35 Lightning II with a weapons suite that includes the Norwegian-developed Joint Strike Missile. The acquisition of up to 52 aircraft with all the necessary equipment and infrastructure will be an essential contribution to Norwegian and Allied security.

Submarines represent another such capability. Subject to parliamentary approval, the Government currently plans to take delivery of four new submarines during the latter half of the next decade to replace the current Ula-class.

Moreover, Norway will seek to replace its Maritime Patrol Aircraft after the ageing P-3C Orion is withdrawn from service. A credible defence posture relies heavily on situational awareness, intelligence and an ability to conduct crisis management. Maritime patrol aircraft are essential in this context, and the Government will introduce a plan for the replacement of the P-3 Orion to the Norwegian Parliament in due course.

A final strategic investment is a strengthening of Norway's ground based air defences. The current medium range NASAMS II system will be upgraded, and enhanced through the addition of extended range missiles. Additionally, new air defence systems with long-range missiles and sensors will be introduced. Both NASAMS II and the new long-range systems will be concentrated around the two air bases at Ørland and Evenes, and the areas that will serve as potential staging areas for allied reinforcements.

In addition to these four strategic investments we will also strengthen our intelligence capabilities and make several smaller, yet equally important investments to ensure the continued modernisation of the overall joint force.

Substantial funding increase

Implementing these investments requires a substantial increase in the funding for the Norwegian Armed Forces. In total, the Government recommends additional funding over the course of the coming 20 years of NOK 165 billion.

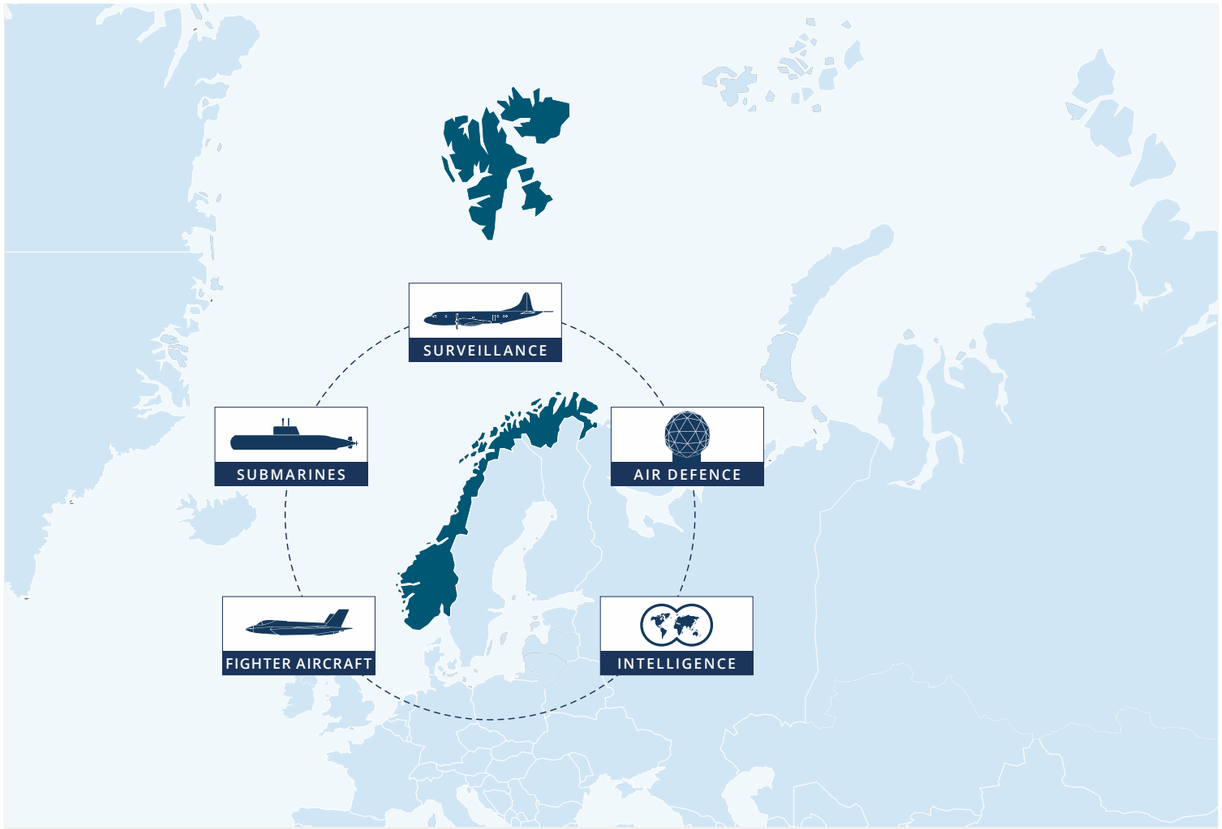
This represents a significant boost of Norwegian defence spending, and, for the first time, accommodates identified aspects of future cost growth to ensure the long term viability of the investments made.

The Government recommends a gradual increase in the defence budget over the course of the coming four years to a 2020-level NOK 7.2 billion above 2016-levels. A significant part of this funding will address shortages in spare parts, ammunition and maintenance that have accumulated over the course of several years. Following this initial phase, an additional funding increase is planned for 2021–2026 to ensure the implementation of new investment programs necessary to meet future challenges.

In addition to the substantial funding increase, the Long Term Plan also requires a greater level of internal efficiency savings, estimated to NOK 2.5 billion by the end of 2020. This will meet the Government's general requirements for efficiency savings and reductions in bureaucracy, and will allow funding to be re-allocated to other high priority areas within the defence sector.

Continued development of the Norwegian Armed Forces

Facing future challenges requires more than new investments and new capabilities. We have to adjust the current structure and



alignment of the Norwegian Armed Forces to ensure the most effective allocation of the resources available.

The primary objective of these adjustments is to increase the number of personnel available for operational units in order to help improve readiness and availability. This will be accomplished despite a net reduction in Armed Forces personnel, as it will be accompanied by a reduction in the number of personnel in administrative roles, or by reallocating operational personnel to high priority units.

Such measures will include increasing the number of crews for the Navy's frigates from three to five, which will allow for the continuous operation of four vessels. At the same time, the number of mine countermeasures vessels will be reduced from six to four, while retaining five crews, which will allow for a higher availability of the remaining four vessels. Also, the Coastal Ranger Command will be disbanded, with some personnel reallocated to other units, both within the Navy and the Army. This will also help support the creation of a new unit within the Army, in the form of a Ranger Company reinforcing the Army Border Guard.

The Government will commission a Land Power Study to provide a more in depth review of the future mission, concept and structure of Norwegian ground forces. Conflicts and deployments during the past two decades have proven the relevance and value of modern land power. The Government will therefore make concerted efforts to strengthen the readiness and availability of current ground units. Several of the key weapon systems used by the Norwegian Army are however ageing and in need of upgrades or replacement. This will constitute significant investments that will shape how these forces train and fight for the coming decades. Before proceeding with these investments, the Government wishes to ensure that significant technological developments over the past two decades, recent operational experience as well as Norway's future priorities are all taken into account. The study will therefore review future land warfare concepts, potential force structures, equipment, basing structure and training levels in an effort to develop capable and relevant Norwegian ground forces as part of the overall Norwegian defence posture.

The Norwegian Armed Forces – Operational Structure

Joint Assets

- Norwegian Intelligence Service
- Norwegian Joint Headquarters
- Norwegian Defence Logistics Organisation
- Norwegian Armed Forces Cyber Defence
- Norwegian Joint Military Police
- Norwegian Armed Forces Joint Medical Services
- Joint Logistics and Support Capabilities
- Host Nation Support Battalion
- Joint Air to Air Refueling and Strategic Air Transport (MRTT, C-17)
- Satellite-based Surveillance
- Information Infrastructure
- NATO AGS-participant

Norwegian Army

- Tactical Land Command
- Brigade Command
- Telemark Battalion
- Armoured Battalion
- 2nd Battalion
- Artillery Battalion
- Intelligence Battalion
- Signal Battalion
- Engineer Battalion
- Medical Battalion
- Combat Service Support Battalion
- Military Police Company
- His Majesty the King's Guard
- The Border Guard
- Logistics Base, Land

Royal Norwegian Navy

- Tactical Sea Command
- 5 Nansen-class Frigates with 6 NH90 helicopters
- 6 Skjold-class Coastal Corvettes
- 6 Ula-class Submarines. To be replaced by 4 new Submarines
- 3 logistics and support vessels
- Boarding teams
- 6 Mine Countermeasure vessels. To be reduced to 4 and subsequently replaced by Mine Countermeasure teams with divers
- 4 Outer Coast Guard vessels with NH90 helicopters
- 4 Outer Coast Guard vessels without helicopters
- 5 Inner Coast Guard vessels
- Logistics Base, Navy

Royal Norwegian Air Force

- Tactical Air Command (NAOC)
- Control and Warning (ARS)
- Radar Early Warning System
- Base Defence Battle Group
- Ground Based Air Defence Groups
- F-16 Fighter Aircraft, to be replaced by up to 52 F-35 Fighter Aircraft
- 14 NH90 Maritime Helicopters
- 4 C-130J Tactical Transport Aircraft
- 6 P-3 Orion Maritime Patrol Aircraft
- 3 DA-20 Electronic Warfare Aircraft, to be phased out
- 18 Bell 412 Helicopters, to be reduced in numbers
- 12 Sea King search and rescue helicopters. To be replaced by 16 AW101
- Logistic Base, Air

Norwegian Home Guard

- National Territorial Command
- 10 Home Guard Territorial District Staffs
- Rapid Reaction Forces (3000 soldiers)
- Follow-on Forces (Area Structure) (35000 soldiers)

Norwegian Special Forces

- Tactical Special Operations Command
- Norwegian Special Operations Command (FSK)
- Norwegian Navy Special Operations Command (MJK)

Bases

The effort to free up funds for training and operations also requires further rationalisation of the Armed Forces basing structure. These measures are critical for the success of the overall reorganisation of the Armed Forces. In total 11 facilities are slated for closure, including Andøya Air Station, that currently serves as home to the Maritime Patrol Aircraft of 333 squadron. The new Maritime Patrol Aircraft will be co-located with the High North forward base for the F-35 at Evenes Air Station. Evenes will also be strengthened with the establishment of dedicated base defence units and long-range air defences.

Additionally, the Maintenance Training Center at Kjevik will be closed, and activities transferred to Værnes and Ørland Air Stations. This will allow for maximum efficiency in recruiting and training personnel for maintaining and sustaining the F-35 and other current and future aviation platforms.

Another key consideration is the reform of the Armed Forces training and education system. Ensuring access to the right skills and knowledge will be essential to the future Norwegian Armed Forces. Career personnel within the Norwegian Armed Forces has until now consisted primarily of commissioned officers, and the education system has been structured accordingly. The current personnel reform aims to diversify this structure, working towards a future where commissioned officers comprise 30% of the Armed Forces personnel, and other ranks comprise the remaining 70%. This will require a corresponding restructuring of the training and educational system of the Armed Forces.

The overall objective of the future educational system for the Armed Forces is to create one common educational system, for both higher academic military education and military vocational education. Management of the Armed Forces education system will be executed from within the Defence Staff, and one Armed Forces College will be created. The current six colleges, and the officer training willl be merged into one organizational structure. Stronger governance of the education system will create the conditions for better quality, an increased specialist environment, and improved cost efficency.

To improve quality and lower costs, future education will be delivered in a way that allows for more joint and more flexible education modules.

The Armed Forces training and education system will give priority to education that cannot be sourced elsewhere and avoid duplication of functions between the different services and the civil education system.

5 Closing comments

Norwegian Minister of Defence,
Ms. Ine Eriksen Søreide

This Long Term Plan represents the culmination of a long and thorough process that has included reviews and recommendations from a wide range of sources. Our objective has been to develop a better understanding of where we are, and where we need to be, and to create a realistic and holistic plan on how to make this a reality. We need capable and sustainable Armed Forces in order to ensure that when we need them the most, they have the tools, the skills and the manpower to deliver. Developing this kind of force takes time, and history has shown us that it is too late to begin when the threat is already here. This is why the Norwegian Government has decided to make the Armed Forces a priority.

While the Government is investing heavily in the Armed Forces, we call for these funds to be put to use in the most effective way. We will therefore continue to challenge the Armed Forces to identify cost effective solutions wherever possible, both when acquiring new equipment and when conducting daily operations and maintenance.

Changes to and developments in our strategic environment over the past few years have reminded us that we cannot take our security for granted. Norway intends to shoulder its part of the common burden of both national, regional, and allied security. It is therefore with pride I present this plan for parliamentary consideration.

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Published by:
Norwegian Ministry of Defense
Photo: Norwegian Armed Forces Photographers
Design: Redink