The Swedish Defence Commission's white book on Sweden's Security Policy and the Development of the Military Defence 2021-2025

In this final report, the Defence Commission submits its proposals regarding Sweden's security policy and the development of its military defence for the years 2021-2025. In the report, the Defence Commission makes an assessment of security policy developments and their consequences for Sweden's defence and security policy. The proposals in this report and those contained in the Commission's previous report *Resilience, The Total Defence Concept and the Development of Civil Defence 2021-2025* (Ds 2017:66) are to be considered as two parts of a unified whole.

Summary

The Defence Commission notes that instability and unpredictability characterize the global security situation. Developments may proceed rapidly and outcomes are hard to assess.

The security situation has deteriorated in Sweden's neighbourhood and in Europe. Russia's continued aggression against Ukraine and its illegal annexation of Crimea violate the prohibition of the use of force that is enshrined in the Charter of the United Nations; they also violate the norms, cooperative formats and institutions that constitute the foundation of European security. Russia's actions in Georgia in 2008, in Ukraine since 2014 and in Syria since 2015 demonstrate its willingness to use military means to achieve political objectives, both witin Europe and beyond. Continued undermining of the European security order will have negative consequences for Sweden's security.

The military-strategic situation has deteriorated over the past few years, i.a. due to political developments in Russia and Russia's increased military capability. Russia already has a significant military capability at its disposal in comparison with its neighbours. Russia's military capability in absolute terms will continue to increase over the coming decade. So far, the development of Russia's military capability has not been matched by a corresponding increase in Western military capability.

The EU is Sweden's most important platform for foreign and security policy. It is in Sweden's national interest to safeguard and strengthen the EU's cohesion, cooperation, solidarity and integration. The Defence Commission concludes that there is a need for an in-depth discussion on the long-term significance of the EU's Common Security and Defence Policy for Sweden, and on how this cooperative arrangement may be designed to contribute to both the strengthening of bilateral cooperative defence arrangements and our partnership with NATO. It is a central interest for the EU and for Sweden that the countries of the Eastern Partnership are able to uphold their sovereignty and territorial integrity. As the security situation has deteriorated, the need for effective conventional arms control in Europe, including confidence-building regimes, has increased. However, the Commission notes that developments in this domain have been going in the wrong direction for more than a decade.

The transatlantic link plays a crucial role for Europe and for Sweden. NATO is the clearest manifestation of this link. It is of great importance that NATO assures its collective defence guarantees.

Developments in Europe's southern neighbourhood give little cause for hope regarding peace and stability. Weak states and domestic conflict, e.g. in Syria, Iraq, Libya and Yemen, which is often fanned by foreign actors and violent groupings, have serious consequences in the region and also affect Europe.

Developments in Asia, particularly China's rapid development and its more assertive role, will be of growing importance to Swedish foreign and security policy. China's military build-up and its growing global power mean that the US increasingly will focus its military and security policy on Asia. The US views China as its major geopolitical challenge. In the assessment of the Defense Commission, this development may affect US interest in and ability to maintain its forces in Europe, and to reinforce them in case of a crisis.

Security is built in solidarity together with others. Solidarity is the foundation of Sweden's defence and security policy. Threats to peace and our security are best averted jointly and in collaboration with other countries. Sweden is not a member of any military alliance. Armed conflicts in our neighbourhood would affect several countries. The Swedish unilateral declaration of solidarity comprises EU members as well as Norway and Iceland. Sweden will not remain passive if another EU Member State or a Nordic country suffers a disaster or an attack. We expect these countries to take similar action if Sweden is affected. Sweden must therefore be able to both give and receive civil and military support.

If the United Kingdom leaves the EU, Sweden should work toward its continued inclusion in the security policy community of the EU, meaning that the Swedish unilateral declaration of solidarity would comprise the UK.

An armed attack on Sweden cannot be excluded, nor can the use of military measures against Sweden or threats thereof. A security crisis or an armed conflict in our neighbourhood would inevitably also have an impact on Sweden. The total defence concept will be developed and designed in order to meet an armed attack against Sweden, including acts of war on Swedish territory. Resolute and perseverant resistance will be mobilised.

In clarifying that an attack against Sweden would be costly, the total defence, together with diplomatic, political and economic measures and other security policy instruments, serve the purpose of deterring anyone who might want to attack Sweden or exert pressure by military means. Ultimately, the Swedish total defence must therefore have a credible war-fighting capability, with both military and civil defence components. This is achieved by ensuring that the strength, composition, command structure, readiness and capacity for sustained action of the total defence is such that it deters attempts to attack, occupy or otherwise make use of our country. Ultimately, a strong Swedish total defence, ensuring both resilience and defensive power, serves the purpose of preventing war and maintaining peace.

In its report *Resilience,* the Defence Commission proposes that the basis of the deterrence capacity of the total defence will be its ability to manage serious disruptions to the functionality of society during three months, with war occurring during part of this period. The planning assumption for the military and civil components of the total defence should be that they have to be able to cope with a security crisis in Europe and in our neighbourhood which lasts for at

least three months and has serious consequences for the functioning of society. This includes problems arising from antagonistic use of hybrid methods, e.g. at the outset of an armed attack, or after the end of hostilities. The planning assumption should be that during part of this three-month period, Sweden will be at war and hostile actions are conducted on Swedish territory, comprising both periods with highly intensive fighting and periods when the intensity abates somewhat. Support from others may gradually come to have an impact.

The Defence Commission notes that the Swedish Armed Forces have a limited capability to manage developments that may occur if the security situation deteriorates. When it comes to the requirement to be able to meet an armed attack, it is the assessment of the Defence Commission that the operational capability of the Swedish Armed Forces has considerable limitations. These limitations are due to deficiencies in the units of the war-time organisation regarding personnel and equipment, and the fact that there are too few units. Furthermore, they have received too little joint training and their capacity for sustained action is also too limited. The Defence Commission notes that the Armed Forces have not fully reached the ambition set out in the Government's Defence Bill of 2015. The warfighting capability has increased both organisationally and in the specific branches during the present period. However, this development started from a low level and it is neither proceeding fast enough, nor will it reach the required level given the unfolding security situation.

The Defence Commission notes that the current war-time organisation is not, at a basic level, designed to meet an armed attack involving military actions on Swedish territory. The capacity of the war-time organisation as a whole is limited by the fact that certain functions are not dimensioned to fulfil this task; e.g., logistics and command and control units are not capable of providing simultaneous support to all the units in the war-time organisation. Furthermore, the organisation as a whole is too small. The volume of units does not allow for the availability, redundancy and capacity for sustained action required to meet an armed attack. Therefore, the Defence Commission concludes that the war-time organisation needs to be restructured and reinforced during the coming Defence Bill period.

The Defence Commission proposes the establishment of a new war-time organisation as of 1 January 2021. It will be manned with available trained personnel and make use of existing equipment, to the extent possible. As new conscripts undergo their training, units will be restaffed. Gradually, equipment shortages will be addressed by repairing and renovating existing equipment and through deliveries of new equipment.

The Defence Commission stresses the importance of organising, manning and equipping the new war-time organisation as soon as possible. However, due to the considerable lead times in acquiring equipment and building infrastructure, as well as in the domain of personnel training, it is the Commission's assessement that the organisation introduced in 2021 will not be fully organised, in line with the ambitions proposed in this report, until the end of the Defence Bill period 2026-2030. This underlines the importance of starting the shift to the proposed organisation as soon as possible, as well as the need for a long-term approach and stability when planning it.

Given the demands on the military defence formulated in this report, the Defence Commission concludes that the capacity for sustained action of the war-time organisation must be strengthened. This means that logistics, command and control and other support functions

must be reinforced, and that personnel numbers must increase in parts of the organisation, i.a. in the Army, the amphibious units and in the base organisation of the Air Force. The Commission notes that major investments are necessary throughout the entire organisation, i.a. in order to ensure fundamental functions such as logistics and command and control; to maintain existing equipment; and to acquire munitions, including missiles, and basic personal equipment for all personnel categories. Considerable quantities of equipment will be acquired in order to strenghten the capacity of the entire organisation, e.g. lorries; certain special vehicles; command, control and signals equipment; munitions and personal equipment.

The war-time organisation of the Army needs to be strengthened, by reorganising existing units and adding resources, as well through the establishment of new units. The core will be three mechanised brigades, a reduced motorised brigade, and a reinforced mechanised battalion on Gotland. The Army will also comprise, i.a., ranger, intelligence, security, artillery, engineer, logistics and air defence units. The Defence Commission proposes the establishment of a number of territorial units. The territorial units will defend, protect and guard important areas and objects. The reinstatement of a divisional command will enable the concentration of forces in *one* operational direction, while the increased number of brigades will enable the Army to be deployed in such a way that it can resist armed attacks emanating from several geographic directions simultaneously.

The Commission proposes, i.a., the upgrading of the entire stock of armoured fighting vehicles and main battle tanks; that all 48 guns of the Archer artillery system already manufactured should be acquired and assigned to units; and that a new artillery system should be acquired for the three artillery battalions that form part of the mechanised brigades. The acquisition of a simple, man-portable anti-aircraft missile system will commence during the period and additional existing air defence systems that are currently in stock should be assigned to units.

The Commission recommends that the army units on Gotland are reinforced. It is proposed that a battalion-sized combined arms mechanised battlegroup be established, including air defence and artillery units. In addition, the defence of Gotland needs to be strenghtened with territorial units.

The Navy's existing ships will be upgraded with air defence missiles and new anti-ship missiles for all five Visby class corvettes. In order to replace the two older Gävle class corvettes, two surface combatant vessels will be acquired after 2025. The number of submarines will increase from the current four to five, through a mid-life upgrade and activation of the third Gotland class vessel. Two new Type A26 submarines will be added towards the end of the period; the plan is to deliver them to the Swedish Armed Forces in 2024-2025. The three Gotland class submarines will have to be replaced in 2030-2035, which means that the acquisition process needs to commence no later than in 2025. The anti-submarine capability will be strengthened by upgrading existing helicopters with naval operational capabilities, including with a new tactical data link and an anti-submarine torpedo. The mine countermeasures capability will be maintained.

In order to strenghten deterrence and limit the effects of an armed attack, mine-laying capabilities will be strengthened. The capability to employ heavy land-based anti-ship missiles is complementary to other anti-ship systems. The Defence Commission considers this system

to be important and notes that it will be operational until the mid-2020s. The Commission proposes to maintain the capability beyond 2025. The Defence Commission believes that there is a need for qualified amphibious units on the west coast of Sweden and in the city of Gothenburg, i.a. to contribute to the protection of Sweden's important western link. In the coming defence period 2021-2025, the Commission therefore proposes the establishment of a new amphibious battalion on the west coast of Sweden. The naval base organisation and logistics function will be reinforced.

The development of the Air Force will ensure that both the advanced systems already acquired and those to be delivered during the coming defence bill period will be fully capable in case of an armed attack. Therefore, the Commission proposes a strengthening of the airbase organisation, command and control and the logistics of the Air Force. This will also improve dispersal capabilities of the squadrons. Air defence capabilities will be strengthened through the acquisition of air-launched cruise missiles and additional air-to-air missiles.

During the defence bill period 2021-2025, the core of the Air Force will be six fighter squadrons. The fighter JAS 39 C/D will be maintained, while JAS 39 E is integrated into the squadrons and becomes operative. During the entire coming defence bill period, JAS 39 C/D will be the core of the fighter aircraft system. Together with the JAS 39 E, it will be an important part of the organisation also beyond 2030. During the next defence bill period, the development of the next generation fighter aircraft will commence. The next generation fighter aircraft will replace JAS 39 C towards the end of the 2030s. In order to replace the Air Force trainer SK60 in the coming defence bill period, the Defence Commission proposes early acquisition of a new trainer for basic pilot training. The Defence Commission concludes that the two-seat JAS 39 D should be used as the advanced trainer for tactical and advanced pilot training. The Defence Commission's proposal to maintain JAS 39 C/D will make it possible to use a number of JAS 39 D as advanced trainer aircraft.

The acquisition process of new sensors will commence during the coming defence bill period 2021-2025 and be finalised after 2025. In order to replace the current land-based sensors, as well as the current airborne command and air surveillance platform S100D/ASC 890, the Defence Commission proposes that new ground and air based sensors will be acquired. The helicopter capability will be maintained and strengthened with extended basing capabilities. The C130 squadron will be maintained, with the replacement planned towards the end of the 2020s.

The development of the Home Guard will focus on ensuring that it is capable of protection, guarding and destruction, but also carrying out defensive tasks. During the defence bill period, equipment, manning, training and exercises will be prioritised for the Home Guard. The higher demands put on the Home Guard units mean that they must be provided with additional equipment, e.g. night vision equipment, more mortars, and modern man-portable anti-tank weapons. Equipping the Home Guard with air defence missiles could be considered.

During the defence bill period 2021-2025, the development of the special forces capability will continue. The refocusing on national defence will be completed, while maintaining the capabilities for international operations and support of national crisis management. The Defence Commission requires that the special forces be capable to carry out sustained operations in war-time. Therefore, the Commission proposes that the Special Forces units be strengthened primarily with support functions, such as logistics and command and control. The

proposed transformation of the current light infantry battalion into a ranger battalion will provide better support for the Special Forces.

Well-functioning logistics is a prerequisite for the capability of the Swedish Armed Forces to operate and ultimately to be able to meet an armed attack. Logistics will be a priority in the coming defence bill period. There have to be sufficient resources to create and sustain supply chains that correspond to the requirements of the war-time organisation. The Defence Commission notes that the joint logistics function of the Armed Forces must be strengthened. The respective branches will be in charge of the tactical logistics units. Furthermore, a number of operational logistics capabilities will be created in order to secure the overall functioning of the logistics system. The Defence Commission stresses the importance of the appropriate functioning of all parts of the logistics chain. This includes the supply of food, fuel and ammunition, technical services and repairs, medical services, transportation and other logistics. This also requires acquisition and storage of ammunition, spare parts, fuel, medical supplies, and non-perishable food, as well as the ability to manage domestic perishables. Transportation capability is essential for logistics. Military logistics have to be coordinated with the civil defence efforts supporting the Swedish Armed Forces.

A well-functioning and comprehensive command and control system is a precondition for operating the war-time organisation of the Swedish Armed Forces. The Commission stresses the importance of ensuring that command and control at the operational level is sufficiently robust and secure to meet the demands of the military defence, including in a war-time situation, and to coordinate with the civil defence efforts. Over the last few decades, the Defence Commission notes that command and control has undergone several substantial transformations due to the different priorities set out for the Swedish defence. The Defence Commission concludes that a comprehensive review of the field of command and control should be carried out, setting realistic priorities regarding technology, methodology, manning, education, organisation and financing. Such a review should also, in greater detail, present how the war-time organisation ought to be organised with regard to command and control on the operational level.

In this report, the Defence Commission proposes larger peace-time structures, including training establishments. The reestablishment of two regiments is proposed: The Norrland Dragoon Regiment (K4) in Arvidsjaur, which will be responsible for training the two proposed Arctic ranger battalions, and a regiment in Gothenburg, responsible for the proposed amphibious battalion on the Swedish west coast. Furthermore, the Commission proposes the establishment of two regiments for the training of territorial units. The Defence Commission notes the interest expressed by, i.a., the local authorities of Falun, Härnösand, Sollefteå and Östersund in hosting military establishments. Also, the Defence Commission proposes that the Air Combat School in Uppsala is reorganised as the Uppland Air Wing (F16). Artillery training will be established in Kristinehamn/Villingsberg. The proposals of the Defence Commission mean that a number of the present training etablishments in the Swedish Armed Forces will receive greater numbers of conscripts. Increasing the peace-time organisational structure is a precondition both for the larger war-time organisation that the Defence Commission proposes and in order to ensure that the Armed Forces can be further enlarged, if such a decision is made.

The proposals of the Defence Commission regarding a new war-time organisation mean that the personnel needs will increase. In the assessment of the Commission, the total number of positions in the fully mobilised war-time organisation will amount to around 90 000 persons, including the Home Guard and civilians. Presently, there are about 60 000 persons in the war-time organisation. The Defence Commission proposes a doubling of the number of conscripts by 2024. That means that 8000 conscripts will enter annually, up from the 4000 recruits entering today. In the assessment of the Defence Commission, this is necessary to man the proposed organisation. The assessment of the Defence Commission is that larger conscript volumes will improve the conditions for recruiting officers, both for professional and reserve positions, as well as for other ranks and positions in the Home Guard. This will lead to a more efficient manning system. In the assessment of the Defence Commission, the re-establishment of conscription for both men and women in conjunction with larger volumes will improve the conditions for increasing the number of women in the Swedish Armed Forces. Over time, this could create a better gender balance in the Swedish Armed Forces.

A prerequisite for Sweden's independent and active foreign, security and defence policy, as well as for following external threats, is a good defence intelligence capability. Due to the deteriorating security situation and the increasing military activity in Sweden's neighbourhood, as well as the wide-ranging antagonistic threat situation, including terrorism, influence operations and cyber threats, the Defence Commission concludes that the defence intelligence capability should be developed and strengthened in the coming defence bill period.

It is particularly important to improve the capability to manage and act upon intelligence information in the continuing development of the total defence. In order to counter the use of hybrid methods, it is particularly important to raise awareness, and to establish and maintain contact and communications among actors in the total defence. It is also important to strike an appropriate balance between the intelligence and security services within and between relevant agencies, in order to strengthen the security of Sweden. Furthermore, the Defence Commission concludes that the defence intelligence agencies have to focus on those demands that are most important for the national security of Sweden and for reaching our central foreign, security and defence policy goals. Such areas include military capability, doctrines and views of Sweden among key actors.

Sweden is one of the most digitised countries in the world. The Defence Commission concludes that Sweden has to take proper precautions in the information and cyber security field and develop the capability to act defensively and offensively in the cyber domain. The Defence Commission takes the view that the Swedish Armed Forces should be tasked to contribute to the comprehensive cyber defence in the total defence. Beyond protecting their own systems, the Swedish Armed Forces will be responsible for offensive cyber defence capabilities in the total defence. This responsibility must be managed with the support of and in dialogue with other agencies, particularly the National Defence Radio Establishment (FRA) and the other defence intelligence agencies, as well as the Swedish Security Service.

Beyond cyber defence issues, the Defence Commission underlines the importance of better national coordination of cyber security issues. This is necessary for a more efficient and appropriate protection against antagonistic threats. Presently, the responsibility for these issues is distributed among a number of agencies in Sweden, e.g. the Swedish Armed Forces, FRA, the

Swedish Security Service and the Swedish Civil Contingencies Agency (MSB). In Europe, countries like Denmark and the UK have done well in coordinating cyber security issues on the national level. The Defence Commission notes that the Government intends to establish a national centre to improve information and cyber security. The Commission takes the view that this is a necessary step. Inspiration for national coordination of cyber security issues could be found abroad, but the operation and remit have to be adapted to Swedish circumstances.

The supply of defence materiel and logistics, including research and technology development, are preconditions for the Swedish Armed Forces to maintain a sufficient operational capability in peacetime, as well as during raised alert and in war. The Defence Commission stresses that the demands on the operational capability of the Swedish Armed Forces should decide the supply of defence materiel and logistics within the set financial framework. A national defence posture focused on defending Sweden against an armed attack will entail requirements regarding the supply of defence materiel and logistics that will differ from those of a defence posture focused on international operations, e.g. when it comes to security of supply in a crisis or a war. The military defence is dependent on goods and services provided by the private sector. In case of raised alert and in war, the Swedish Armed Forces need support from private enterprises. This has to be prepared already in peacetime.

A larger war-time organisation, as proposed by the Defence Commission, will raise the demands regarding efficiency, transparency and predictability in the supply of defence materiel. The Defence Commission therefore proposes a number of measures that will make the supply of defence materiel more efficient.

The Defence Commission concludes that a defence materiel supply strategy should be drawn up for the military defence. The focus of this strategy should be to secure the operational needs of the Swedish Armed Forces for goods and services in a cost-efficient manner in peace-time, during raised alert and in war. Furthermore, the Defence Commission concludes that the continued existence of a Swedish-based defence industry, which develops and produces qualified defence materiel, is important. Therefore, the proposed defence materiel supply strategy should provide strategic direction, clarify the respective roles and responsibilities of the Swedish state and the defence industry, as well as the state's commitment vis-à-vis the defence industry, including regarding the essential security interests. The Defence Commission takes the view that the defence materiel supply strategy should be formulated by the Government, in cooperation with the agencies, the defence industry and other concerned actors.

The Defence Commission concludes that Sweden should continue its active engagement and participation in international operations, civilian as well as military, in the framwork of the UN, the EU, NATO, OSCE and other coalitions of countries. The Defence Commission stresses that participation in international military operations must be based on the resources and capabilities developed for the Swedish Armed Forces in order to defend Sweden against an armed attack. In the coming years, Swedish participation in international military operations must be based on a broad comprehensive analysis and careful consideration. This analysis has to include foreign and security policy considerations, including the significance of an operation from the perspective of Sweden's international defence cooperation. In every individual case, careful consideration must given to the full life-cycle cost, including personnel, repairs and re-

acquisition of materiel, as well as the consquences for the national capability and the ability to implement planned growth nationally.

Sweden cooperates extensively with other states and organisations in the field of defence. These cooperative engagements are an integral part of our security policy based on solidarity. The Defence Commission stresses the importance of preserving and strengthening these cooperative engagements in the coming defence bill period. The Defence Commission notes that defence cooperation is important for the strength of the total defence and thus ultimately for its ability to deter an armed attack and prevent war. The Defence Commission concludes that Sweden, as far as possible, should develop the possibilities of joint operational planning with Finland, and to the fullest extent possible coordinate its planning with that of Norway, Denmark, the UK, the US and NATO. It is important that this work focuses on those areas that contribute most to the overall capability of the total defence, thus maximising the ability to deter an armed attack and prevent war.

The most far-reaching defence cooperation engagement is that between Sweden and Finland, making it unique in that sense. The Defence Commission concludes that this engagement should continue to be highly prioritised. In the coming defence bill period, the Defence Commission notes that the cooperative effort regarding joint planning for situations concerning the right to self-defence according to Article 51 of the Charter of the United Nations should be strengthened further. The Defence Commission proposes that Sweden should make a clear statement that, in the case of a crisis in our region and if both parties find it appropriate, we would be ready to assist Finland. According to the Defence Commission, such an option has to be planned, prepared and practiced already in peace-time. Therefore, the Defence Commission proposes, as the establishment of a larger war-time organisation for the Army proceeds, up to a brigade with reinforcements should be prepared for operations in Finland in a crisis, when there is a threat of war, or in war.

The geographic and military-strategic realities in our neighbourhood underscore the need for continued, and if possible, deeper defence cooperation with Norway. Increased cooperation between Swedish and Norwegian ground forces is particularly important. This cooperation could i.a. include Army and Home Guard units, but also Air Force units etc. Ultimately, the purpose of this cooperation is to jointly manage tasks beyond peace-time situations. The established lessons-learned exchanges should be strengthened. Regarding the Southern Baltic Sea region, the approaches to the Baltic Sea and in Kattegat and Skagerrak, the Defence Commission concludes that, also for situations beyond peace, more could be done to strengthen military cooperation with Denmark.

The Defence Commission stresses the importance of providing good conditions, with long-term predictability, for research and development (R&D). This is important both to realise the proposed larger and reinforced war-time organisation and to develop the defence sector. The Defence Commission underlines that military and civilian R&D should be viewed as complementary, and not competing, activities, and points out the importance of linking research, technology development and materiel in a systemic approach. The Defence Commission argues for the importance of securing the fundamentals of R&D to develop military capabilities in the future. This makes it necessary to asign further resources for national R&D activities.

According to its directives, the Defence Commission should, i.a, provide cost estimates for its proposals and propose how to finance them. Therefore, a substantial effort has been devoted to analysing costing requirements and consequences of the proposals in this report. This work has been carried out in line with the requirements of the Ordinance on Committees. The baseline of the costing analysis come from the budget proposal of the Swedish Armed Forces, the Inquiry on the Long-term Armament Needs of the Swedish Armed Forces (SOU 2018:7), and working papers from the Swedish Armed Forces and the Swedish Defence Materiel Administration (FMV).

The Defence Commission has employed a systematic methodology and carried out a careful costing analysis. Still, the Commission cannot rule out that unforeseen circumstances might influence the analysis and proposals contained in this report. The Commission stresses the importance of predictability in the planning effort, including costing and deliveries of materiel. The Commission underlines the importance of the Swedish Armed Forces and the other agencies within the defence sector abiding by the *design to cost* principle. That means that defence materiel acquisition, as well as the activities of the units of the Armed Forces, have to be adapted to the means available, e.g. regarding volumes and specifications. If cost overruns occur, they should be handled primarily through re-prioritisation within the activity or material project in question, e.g. by adapting the specifications. The consequences of cost overruns must fall where they occur. In case of reprioritisation, the consequences must be reported to the Parliament.

The proposals from the Defence Commission will result in a budget for the military defence amounting to 84 billion SEK annually starting from 2025. Based on the cost level in 2019, this will be equivalent to 1.5 percent of GDP in 2025. On top of the budget increase assigned by the Parliament in December 2018, it is proposed to gradually increase the appropriation for the military defence, by an increment of 5 billion SEK annually in each of the years 2022-2025. The Commission also proposes an overall direction for defence appriopriations in the years 2026-2030.

In addition to these proposals for military defence appropriations, the Defence Commission has laid out proposals for increased spending and the direction of civil defence efforts in its previous report, *Resilience*. The cost estimates for the proposals regarding total and civil defence efforts in that report total about 4.2 billion SEK annually towards the end of the defence bill period 2021-2025.

Ensuring predictability, responsibility and control wihtin the defence economy field is key in order to implement the reinforcement of the war-time organisation proposed by the Defence Commission.