



Försvarsdepartementet

## Summary of Government bill 'Totalförsvaret 2021–2025' (Total defence 2021–2025)

The government bill contains proposals on an overall objective for total defence, new objectives for military and civil defence, the direction of the force structure of the Swedish Armed Forces, changes to the Swedish Armed Forces peacetime organisation, as well as legislative amendments as a result of the Swedish Defence Recruitment Agency's name change. Furthermore, the government bill contains the Government's assessment of the security situation and the long-term direction of defence and security policy, including for Sweden's international defence partnerships.

### Security policy

The security situation in Sweden's neighbourhood and in Europe has deteriorated over time. An armed attack against Sweden cannot be ruled out. Nor can the use or threat of military measures against Sweden. Sweden will inevitably be affected if a security crisis or armed conflict arises in our neighbourhood. Total defence capability should therefore be enhanced. Sweden should deepen its bilateral and multilateral defence and security cooperation.

Sweden's security policy remains firmly in place. Sweden is not a member of any military alliance. At the same time, Sweden builds security together with others. Solidarity-based security policy is the basis of Sweden's defence and security policy. It is in Sweden's interests to safeguard and strengthen solidarity and integration in the European Union (EU), and to maintain a

peaceful, stable and predictable neighbourhood, anchored in European and Euro-Atlantic structures. Threats to peace and to our security are best averted collectively and in cooperation with other countries.

Russian aggression in Georgia and Ukraine shows that Russia is breaching the European security order and that Russia is prepared to use military means to achieve political goals. This action is a violation of the basic principles and the rules of international law on which the European security order rests.

Our EU membership is the most important platform for Sweden's unilateral declaration of solidarity and our solidarity-based security policy. The transatlantic link is crucial to Europe's security. Sweden has a responsibility to promote security in our part of Europe. Together with other states and organisations, Sweden actively contributes to promoting security in our neighbourhood. Sweden must ultimately, within the framework of our solidarity-based security policy, alone and together with other states and organisations, be able to defend itself against an armed attack. Sweden's unilateral declaration of solidarity extends to EU Member States, as well as the Nordic region. Sweden will not remain passive if another EU Member State or Nordic country suffers a disaster or an attack. We expect these countries to act in the same way if Sweden is similarly affected. Sweden must therefore be able to give and receive civil and military support.

Within the framework of Sweden's security policy, bilateral and multilateral defence and security cooperation will continue to be deepened. Sweden's international defence partnerships contribute to strengthening national defence capability, as well as the capacity to act together with others, and serve an important security policy purpose. Partnerships with different countries around, or with engagement in, Sweden's neighbourhood are of particular importance as they contribute to stability there. Sweden's international defence partnerships and our national defence efforts are the two pillars on which Swedish defence policy stands.

Sweden's unilateral declaration of solidarity, the Nordic declaration of solidarity and the bilateral and the regional defence partnerships of which Sweden is a member do not entail any mutually binding defence obligations. The Nordic partnership is a complement to the existing EU and NATO partnerships.

Sweden being able to give and receive military and civil support is crucial for creating a real possibility of acting together and in a coordinated way in the event of a crisis or war. Sweden should, as far as possible, develop joint operational planning with Finland and co-ordinate operational planning with Denmark, Norway, the United Kingdom, the United States and NATO.

### **Points of departure for total defence**

Sweden's total defence must be designed and dimensioned to be able to respond to an armed attack against Sweden, including acts of war on Swedish territory. Sweden's total defence is a war-deterrent by virtue of its strength, composition, command, preparedness and resilience. It deters attempts to attack, control or otherwise exploit Swedish territory. The basic robustness of society and its ability to withstand peacetime crises contribute to this war-deterrence. If Sweden is attacked, the Swedish Armed Forces, with the support of the rest of the total defence, will defend Sweden in order to buy time, create room for manoeuvre and ultimately safeguard the country's independence. The resistance will be resolute and sustained.

The resilience of Sweden's total defence will make it possible to reorganise society during a long security crisis and provide conditions for receiving civil and military support from other states. The starting point for the planning of Sweden's total defence should be, for at least three months, the ability to handle a security crisis in Europe and Sweden's neighbourhood entailing serious disruption to the functioning of society, including war for part of this time.

A transition has been under way for a few years directing defence towards national tasks. Total defence planning has been resumed. However, in light of the previous security situation and subsequent defence resolutions, military defence was, for a long period, neither designed nor dimensioned to defend Sweden against an armed attack. Similarly, civil defence planning and preparations were not conducted for many years. The initiated transition therefore needs to continue and total defence capability to respond to an armed attack be strengthened.

## **Military defence**

Sweden's military defence is being designed and dimensioned to be able to respond to an armed attack against Sweden. The resilience of the war organisation needs to be enhanced and better balance achieved between support and combat units. A basic defence capability needs to be ensured over time. Annual spending on military defence will increase with approximately EUR 2.7 billion totalling EUR 8.9 billion by 2025. This is an increase of around 45 percent compared with 2020 and 95 percent compared with 2015.

The development of the new force structure will begin on 1 January 2021 with existing personnel and equipment. Given the long lead times for the procurement of equipment and infrastructure and for the supply of personnel, the Government considers that the new force structure will not be fully staffed and equipped before 2030. At the same time, the Government emphasises the importance of the new organisation being developed and ready as soon as possible. Increasing the operational capability of the Swedish Armed Forces and creating combat units that can be deployed jointly to defend Sweden against an armed attack is fundamental.

### *The Army*

The Government considers that the army's war organisation needs to be enhanced in order to strengthen its capability to respond to an armed attack. The Government considers it essential, during the period 2021–2025, to retain the two existing brigades and begin organising a third mechanised brigade and a reduced motorised brigade in the Stockholm area (Life Guards Brigade). Also important is enhancing the units on Gotland, where the core comprises a mechanised battalion with reinforcement resources. During this period, work on organising a divisional level, including staff, headquarters and artillery units will also begin. Creating functioning combat units on a broad front that have taken part in combined exercises is a priority.

### *The Navy*

The navy needs to be strengthened in order to improve its ability to respond to an armed attack, while its ability to maintain Sweden's territorial integrity also needs to be enhanced. During the period 2021–2025, it is proposed that

the submarine division be retained and developed through an increase in the number of submarines from the four at present to five. Two new Blekinge-class submarines will be commissioned. It is proposed that the corvette divisions be retained and developed by starting the mid-term modification of the Visby-class corvettes. Preparations for the procurement of new surface combat vessels will begin with the aim of two new vessels being delivered during the period 2026–2030. It is proposed that an additional amphibious battalion be organised and based in Gothenburg. Furthermore, the Government considers it important to achieve increased balance between combat units and support functions within the navy and therefore proposes the establishment of two naval base battalions.

#### *The Air Force*

It is proposed that the current six fighter squadrons be retained during the period 2021–2025. To be able to retain the same number of squadrons, it is proposed that the current JAS 39 C/D combat aircraft system be retained in parallel with the introduction of the new JAS 39 E combat aircraft system. This means that the JAS 39 C/D will continue to comprise the core of the fighter squadrons during the next Defence Resolution period and, together with the JAS 39 E, will also be an important part of the air force beyond 2030. The retention of the JAS 39 C/D also makes it possible to use a number of aircraft for advanced training. In order to strengthen the capability of the air force, additional air-to-air missiles and associated mission equipment should be procured, and electronic warfare capabilities enhanced. In addition, a new air launched anti-ship missile will be successively supplied. Furthermore, the Government considers that long-range air-to-surface capability should be procured and supply to the air force should begin during the period 2026–2030.

#### *Home Guard*

The Government considers that, in order to carry out their tasks, the Home Guard units should receive additional equipment. Thus, during the period 2021–2025, the supply of newly procured equipment, such as vehicles, sensors and night combat equipment will begin.

During the period 2021–2025, the special forces units will continue to be developed for national defence. This will be conducted while a capability to conduct operations abroad involving special forces units will be maintained.

It is proposed that the overall logistics function be strengthened in order to improve the conditions for the Swedish Armed Forces to take action in response to an armed attack and effectively be able to receive international support. During the period 2021–2025, the logistics function within each service should grow in line with, and adapted to, the development of the rest of the branches. A number of operational logistics resources will be created to ensure a coherent logistics chain.

An effective and coherent command and control system in the Swedish Armed Forces is crucial to being able to deploy combat units in a relevant way. Operational needs and structures should be established early in the period. The reorganisation of command and control units should be carried out in order to bring them in line with the proposed developments of brigade and division command.

An expansion of the force structure in line with the proposals in the government bill calls for an increase in personnel. There will be a total of approximately 90 000 positions in the war organisation when it is fully staffed and equipped, compared with approximately 60 000 in 2020.

The number of individuals undertaking basic national military service training should successively increase to reach 8 000 per year in 2025. The capacity of the Swedish Defence Recruitment Agency to call up and select individuals for national military service needs to be increased through the establishment of a third screening and testing facility.

Voluntary engagement is important for overall total defence capability. Opportunities for voluntary defence organisations to contribute to overall total defence capability should be ensured in the long term.

The Government considers that an expanded force structure also requires an expansion of the peacetime organisation of the Swedish Armed Forces. New peacetime organisation units may also be required for geographical, preparedness and training reasons. A military presence throughout the country also contributes to popular support for the armed forces. In line with this, the Government proposes the re-establishment of the Norrland

Dragoon Regiment (K 4) in Arvidsjaur, the Älvsborg Amphibious Regiment (Amf 4) in Gothenburg, the Uppland Air Wing (F 16) in Uppsala, the Dalarna Regiment (I 13) in Falun, the Västernorrland Regiment (I 21) in Sollefteå, with a training detachment in Östersund, and the Bergslagen Artillery Regiment (A 9) in Kristinehamn.

The supply of equipment should ensure the Swedish Armed Forces' needs for equipment and services in peacetime, states of heightened alert and, ultimately, war. The security of supply should be enhanced in order to meet the war organisation's resilience requirements.

Research and development are essential to the Swedish Armed Forces' ability to maintain its operational capability and contribute to securing access to knowledge that is vital for reasons of integrity and strategic competence in Sweden. Research and development should focus, to a greater extent, on increasing the Swedish Armed Forces' long-term potential to respond to future threats.

Sweden's cyber defence capability should be enhanced. This includes the ability to conduct defensive and offensive operations in the cyber domain. The systematic work on information and cyber security by actors in the field of total defence should be further strengthened.

The security situation around the world has deteriorated and military activity in Sweden's neighbourhood is increasing. Furthermore, antagonistic threat scenarios, including terrorism, influence operations and cyber threats, remain broad. The Government therefore considers that Sweden's intelligence capability should be strengthened and developed.

Intelligence contributes to the Swedish Armed Forces' operational capability as information on other actors can be used for both tactical and strategic considerations and priorities.

In order to complete its tasks, Sweden's military defence depends on the smooth running of a number of functions in society, such as the supply of electricity and fuel, health and medical care, transport and the supply of water and food, as well as various other necessities. It is important that Sweden's civil defence contributes to the Swedish Armed Forces' operational capability in states of heightened alert and, ultimately, war. Relevant civil defence actors should plan to be able to provide support to the Swedish

Armed Forces in states of heightened alert. Planning for such civil defence support should be based on the needs of the Swedish Armed Forces.

## **Civil defence**

Sweden's ability to handle states of heightened alert and, ultimately, war needs to be strengthened on a broad front. An important aspect of this work is strengthening civil defence.

Civil defence encompasses the whole of society and many actors must collaborate and work towards achieving its goal. Creating a strong civil defence is therefore a process that will need to continue for many years to come. Activities are carried out by many different actors: government agencies, municipalities, regions, the business sector and voluntary organisations.

In order to strengthen and further intensify the reconstruction of civil defence, the Government's focus is a gradual strengthening that includes EUR 0.1 billion in 2021, EUR 0.15 billion in 2022, EUR 0.25 billion in 2023, EUR 0.3 billion in 2024 and EUR 0.38 billion in 2025. Together with the funds allocated in the Budget Bill for 2018, total civil defence funds will amount to EUR 0.42 billion in 2025.

The Government wishes to emphasise that the ability to handle crises in society in peacetime also creates basic resilience and an ability to handle war situations. At the same time, the development of civil defence also strengthens society's ability to handle severe peacetime emergencies.

Total defence resources will be designed so that they can also strengthen society's ability to prevent and handle severe emergencies affecting society. Crisis preparedness and civil defence should therefore be seen as reinforcing one another.

Sweden's civil defence and military defence need to be developed in a coordinated fashion and there should be coherent planning for total defence. Since the interdependence of civil and military defence affects the overall capability of total defence, it is important that resilience and the capability for mutual support be strengthened. In the event of an armed attack, the

civil population will be protected while the most important functions in society will be secured, even if these cannot be operated at the same level as in peacetime. Support will be provided to contribute to the capability of military defence, and the population's resilience and willingness to contribute to defence will be strengthened.

The Government has appointed the Inquiry on civil defence, which is to present its report by 1 March 2021. The Government intends to take a decision on a structure for the responsibility, management and coordination of civil defence at central, higher regional, regional and local level. Such a structure will also strengthen society's ability to handle peacetime crises.

The deterioration of the security situation creates a need for psychological defence that is adapted to current societal conditions and contributes to the preservation of the free exchange of knowledge and information. The Government's aim is to therefore establish a government agency for psychological defence in 2022 with the task of leading the work to develop and coordinate Sweden's psychological defence.

Swedish security of supply preparedness should be enhanced, and the business sector involved to a greater extent in the work to safeguard the most important societal functions. The Government considers that Sweden's security of supply preparedness should, as far as possible, be able to ensure supply chain flows during peacetime crises, states of heightened alert and, ultimately, war. To this aim, the Government intends to appoint an inquiry on the scope of nationally coordinated security of supply preparedness, its organisation and financing. To complement business councils in different areas of society, a cross-sectoral business council will be established during the period 2021–2025 where the business sector and trade associations can participate in the development of Sweden's total defence supply capability.

Sweden's voluntary defence organisations are currently an important part of society's crisis preparedness, and for several years the assignments given to these organisations by the Swedish Civil Contingencies Agency have mainly focused on tasks to strengthen peacetime preparedness. The Government notes that during the most recent Defence Resolution period, there has been a development whereby the role of voluntary defence organisations in civil defence has started to become clear and be considered in planning. This development should continue.

The Government considers that in the event of serious social disruption or heightened alert and, ultimately, war, citizens' expectations of public services need to be considerably lower than under normal peacetime conditions. The Government considers that in the event of a serious crisis, individuals who do not have an immediate need of assistance and have the conditions and resources to take responsibility for looking after themselves for a week should do so and, to the extent possible, assist others in a spirit of solidarity and cooperation.

It is particularly important that the work of strengthening the resilience of the most important societal functions is further developed and deepened. Safeguarding the most important societal functions includes maintaining necessary supplies. As a rule, this means a lower level of ambition than under normal peacetime conditions. Work has begun but now needs to be further intensified. Efforts to increase resilience, particularly in the areas of public order and safety, protection of the civil population, health and medical care, the supply of food and drinking water, financial preparedness, transport, energy supply, electronic communications and the postal service, need to be further developed and strengthened.

Another part of the work of safeguarding the most important societal functions is strengthening information and cyber security and reducing vulnerabilities. An important part of this is establishing a cyber security centre. The Government considers that a cyber security centre will have a concrete impact on Sweden's ability to prevent and handle antagonistic threats. Many of the systems that are critical to maintaining the functionality of society are already vulnerable to disruption in peacetime. Activities of importance to Sweden's security need to enhance their protective security.

### **Review in 2023 and the period 2026–2030**

Given the increased ambition level and significant financial contributions, achieving the intended effect and the effective use of public funds needs to be ensured. A total defence monitoring and evaluation agency will be established by 1 January 2023 and funded through appropriations.

After the election in 2022, the Defence Commission will be tasked with starting the work ahead of the 2025 Defence Resolution. In a review in 2023,

the Defence Commission will evaluate the 2020 Defence Resolution to ensure that its implementation and costs are in line with the Riksdag's decision on its direction and financial framework.

In the Budget Bill for 2024, the Government will return to the Riksdag to ensure that implementation of the Defence Resolution is continuing as planned and make proposals on managing the planning framework for the period 2026–2030.

The final decision on the 2026–2030 Defence Resolution period will be based on the Defence Commission's proposals in the 2025 Defence Resolution.