NATO DEFENCE PLANNING CAPABILITY REVIEW 2021/2022

DENMARK

OVERVIEW

1. The 2018-2023 Danish Defence Agreement, agreed in January 2018 by the Danish Parliament, remains the capstone document for the Danish Armed Forces. It assesses that Denmark faces more serious threats than in any other period following the fall of the Berlin Wall. In response to this, Denmark wishes to enhance its capacity for collective deterrence and defence within NATO; to enhance its ability to participate in international military operations and international stabilisation efforts for the purposes of, inter alia, fighting terrorism, capacity building, and handling of irregular migration flows; to strengthen its ability to contribute to the national security of Denmark, which includes increasing support to the Danish National Police; and to enhance its ability to protect Danish society from cyber threats and propaganda campaigns. Denmark considers NATO as the cornerstone of its security and defence policy, with its foundation in strong trans-atlantic ties. It recognises, inter alia, that it may become a staging area for reinforcements from other NATO Allies, and that, therefore, it must be able to receive, to host and to protect these reinforcements. Denmark wishes to: improve its ability to operate with larger Allied army formations that can be deployed within NATO territory; enhance its cyber defences; allocate more resources to the Danish Defence Intelligence Services; and enhance its military presence, monitoring and rescue capabilities in the North Atlantic and the Arctic.

2. In January 2019, a supplementary defence agreement was agreed, receiving broad support among the political parties in the Danish Parliament. This out-of-cycle political agreement provides additional funding of DKK 1.5 billion (US$ 238.03 million) in 2023. Denmark reports that some of these funds have been allocated for

Under current plans, Denmark indicates total defence expenditure will reach 1.44% of GDP in 2023, based on its current GDP estimates and NATO's definition of defence expenditure. However, on 6 March 2022, the Prime Minister announced that Denmark intends to increase defence spending to 2% of GDP in 2033, and that it will invest an additional DKK 7.0 billion (US$ 1.02 billion) over the next two years for defence readiness, operations and humanitarian efforts. Work on the next defence agreement
(covering the period 2024-2033) was initiated in 2021, and will be completed before the end of 2023.

3. In terms of capability development, Denmark is investing in The capabilities of the Danish Air Force will be enhanced by the replacement of their F-16s with F-35 fighter aircraft until 2026. A fifteen-year capability development plan reflects the acquisition and sustainment priorities of the Defence Agreement, and should provide continuity of planning into the medium term. In June 2021, the Danish Government agreed to introduce all 2021 NATO Capability Targets into the national defence planning process.

4. At the end of 2021, the strength of the Danish Armed Forces was 16,945 military personnel, including some 2,067 conscripts, supported by 4,937 civilians. As part of the Defence Agreement, the Danish Armed Forces is reorganising and slimming-down higher staffs, including combining the role of service staffs with tactical command of their forces, in order to refocus personnel resources on operational capabilities. The reorganisation and additional units in the Defence Agreement are intended to increase the operational force structure by approximately 1,100 full-time regular personnel by 2024. The number of conscripts called up each year is some 4,200, and the intent is to increase this number as required to meet yearly demands. Basic training lasts for four months, and conscripts seeking employment following compulsory service will receive further advanced military training.

5. The overall strength of the Danish Home Guard (HG) is about 550 permanently employed personnel, 14,500 volunteers in the active structure, and some 30,000 personnel in the reserve structure. The primary mission of the HG is homeland security, but it also provides support, both to the regular armed forces and to reinforcing Allied troops. They can also be deployed abroad.

6. The proportion of GDP devoted to defence increased from 1.23% in 2011 to an estimated 1.37% in 2020, and is projected to be 1.33% in 2021, 1.39% in 2022 and 1.39% in 2023, which is below the NATO guideline of 2%. Given the lack of data, no estimate can be provided for 2024. In 2020, expenditure on major equipment and associated research and development was 17.65% of total defence expenditure and is estimated to be 17.19%
in 2021, 29.90% in 2022 and 23.80% in 2023, exceeding the NATO guideline of 20%. Given the lack of data, no estimate can be provided for 2024.

7. Denmark contributes to operations, missions and engagements abroad, commensurate with the size of its armed forces, in comparison with other Allies and without caveats. During the reporting period, it contributed to the NATO Response Force, the Standing Naval Forces and the United Kingdom-led eFP battle group in Estonia.

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9. Denmark continues to transform its army to broaden the spectrum of its operational capabilities from battalion level and low-intensity operations to brigade level and high-end warfighting activities. The Danish Army Command is responsible for developing, planning, and generating land forces, and its structure includes: the 1st Mechanised Infantry Brigade (1st Brigade); the 2nd Infantry Brigade (2nd Brigade); an engineer regiment; an artillery regiment; a signals regiment; a logistic regiment; and an intelligence regiment, as well as the Jutland Dragoons, Royal Life Guard, Guard Hussars Regiment, and Slesvig Regiment of Foot. In addition, the Multinational Division North Headquarters, with its CS battalion, is co-located in Latvia and Denmark.
11. The two-star Naval Command is responsible for developing, planning, and generating naval forces. The Naval Command has three subordinate naval squadrons: Arctic and North Atlantic; International; and National. The Naval Command oversees the National Maritime Operations Centre (NMOC), which interacts with MARCOM. Deployed naval forces within Denmark are controlled by the NMOC or by the Joint Arctic Command when in the North Atlantic and Arctic area. The composition of the ocean-going fleet is unchanged since the last assessment. The core of the navy are three multi-role Iver Huitfeldt-class frigates and two Absalon-class ASW frigates. They are supplemented by four ocean patrol vessels (OPVs) and three Arctic patrol ships that are mostly dedicated to national operations patrolling the North Atlantic and the Arctic.

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There have been no major changes to the organisation of the Royal Danish Air Force since the last Capability Review. The air force includes 30 F-16 combat aircraft, four C-130J Hercules medium-transport aircraft, 14 EH-101 Merlin medium transport and nine MH-60R Seahawk maritime tactical transport helicopters, eight AS-550 Fennec light transport helicopters, and four CL-604 Challenger transport/maritime ISR aircraft. Short-term capability development plans include the introduction and integration of 27 F-35;
17. Denmark attaches high importance to a comprehensive approach for achieving coherence among the actions of governmental, non-governmental and international actors involved in stabilisation and reconstruction.

19. In sum, Denmark is making very slow progress towards implementing the Defence Investment Pledge, with defence expenditure expected to reach 1.39% of GDP in 2023 and a recent commitment to reach the 2% guideline only in 2033. On a positive note, Denmark is set to exceed the 20% guideline for major equipment and associated research and development in 2022. However, Denmark needs to accelerate the further increase of its defence spending in order to fully implement all of its NATO Capability Targets, and meet its national ambitions in the defence arena.