

Transformation of Armed Forces to Meet the New Challenges of Peace Support Operations Case study Denmark

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Thank you very much for giving me this opportunity to brief you on how the Danish armed forces have chosen to transform from a static, territorial defense force to a modern, flexible and deployable force well suited to meet the challenges of peace support operations of our time, including some thoughts about the future role of Veterans Associations such as The Blue Berets.

During the Cold War, our surroundings were characterized by being static and stable. The future was predictable: Tomorrow was probably going to be like today, which again was like yesterday.

However, the end of the Cold War demonstrated that the international state of affairs is a dynamic system and the predictable future fundamentally changed character. However, the international security environment was still assessed as stable and predictable. Consequently, it was the perception that we went from one stable situation – The Cold War – to another stable situation – A New World Order!

However, the attacks on the World Trade Center and the Pentagon 11 September 2001, and the subsequent interventions in Afghanistan and in Iraq have

fundamentally changed the world and showed clearly that “the future is not what it used to be” as it has become dynamic and totally unpredictable.

Denmark needed to recognize this and adapt to the new challenges. Among other things, the framework for Danish security policy comprises a number of factors that can be grouped in three areas:

- The global development trends,
- The threat environment, and
- The primary international organizations.

The Global Development Trends

From our perspective there are three main global trends shaping the international security environment: globalization, Revolution of Military Affairs (RMA) and the use of military means.

Globalization characterized by increased transactions of currencies, goods, services, knowledge, ideas and people is the determining factor in the global trends. Globalization is pivotal to the promotion and spreading of democracy and human rights, economic integration and free trade, growth and prosperity. But it also leads to greater vulnerability to external events as we become more and more inter-dependant.

The Revolution in Military Affairs has led to a reduction in the costs and risks involved in the use of military force. Today, the military assets can be rapidly deployed

at superior strength against most opponents. RMA allows the use of weapons in strikes of surgical precision, thereby reducing the loss of civilian lives and collateral damage to a historically low level.

Consequently, and as shown by the experiences from Afghanistan and Iraq, wars fought on a technologically high level with precision guided munitions and deployable capabilities have become a valid tool in the toolbox of the security policy makers.

The Threat Environment

I will now turn to the second factor shaping the international security environment, the threat as seen from a Danish perspective.

The international security situation entailing the enlargement of both the EU and NATO, underlines the non-existence of a conventional threat against Danish territory for a foreseeable future. Consequently, there is no longer a need for the massive territorial defense forces of the past. In the long term perspective, if such a threat should arise, technological developments will allow us or force us to counter such a threat by approaches very different to what we planned during the Cold War.

Terror attacks against Western countries have shown us the challenges and risks facing Denmark. They have changed markedly by adding new asymmetric and unpredictable threats from international terrorism and

proliferation of WMD against Denmark and Danish nationals abroad.

Conflicts in Europe's neighboring regions will continue to influence Denmark's recently acquired and unique level of security from conventional military threats. Thus, these conflicts could constitute an indirect threat against Danish interests. All in all, future threats against Denmark will not be determined by Denmark's geographical position. Consequently, there is a need to counter the threats were they develop and/or appear. This leads to a Danish focus on international operations and contributions to international operations will be one of the primary tasks for Danish defense in the future.

The primary international organizations

▪ USA and The Transatlantic Link

Turning to the last of the three factors shaping the international security environment, lets discuss the international system. The US is the only super power and its participation in solving international issues is a prerequisite for success. Even though the US has concentrated on their own national security interests since 911, a strong co-operation between Europe and the US is a pre-requisite for the development of a stable and secure international world order. Hence, it is vital for Denmark to maintain the strong transatlantic link.

▪ The United Nations

The UN is the only realistic framework for a system based on the rule of law and democratic norms. Without

the UN, Denmark finds it difficult to envisage the creation of a system based on these values.

- **NATO**

NATO is THE central forum for the transatlantic security policy dialogue and is a pre-requisite for combined and joint operations as well within NATO as in other contexts. Thus, NATO will be the framework within which common capabilities with the necessary quality will be developed for use in operations. Consequently, NATO is pivotal to the transformation of Danish defense.

- **The European Union (EU)**

The long-lasting integration process of the EU consolidates a peace zone in an ever growing part of Europe. The EU could be seen as a natural framework for a broad co-operation in order to handle threats against the European continent, e.g. from terrorism, proliferation of WMD, organized crime and illegal migration.

However, Denmark has only limited possibilities to gain from this due to the opt-outs on EU defense matters.

Denmark's Cooperation with NATO and the other relevant International Organizations

The debate prior to the Iraq intervention showed the weaknesses of all these international organizations, i.e. the UN, NATO and the EU. They and their roles in international security were all weakened by this conflict. Consequently, the transformation of Danish defense cannot be tied to NATO alone. Since NATO is the only organization providing integrated military co-operation,

NATO will continue to be the corner stone in the development of Danish defense.

This role as a "coalition enabler" means that fulfilling NATO demands will be the "ticket" to participation in international operations, i.e. the requirements from

- NATO (Response Force)
- Other partners in "Coalitions of the Willing and Capable"

will all be requirements which we have to fulfil in order to be able to provide ready and fully deployable force contributions able to participate "in the full range of missions". The difference between irrelevant and relevant military structure is thus the ability to deploy and employ the capabilities wherever needed.

At the last NATO summit in Prague it was decided to launch the capability initiative, called the Prague Capabilities Commitment. From a prioritized list of capability shortfalls within the Alliance, this initiative is focused on a coordinated national procurement of the capabilities needed for future tasks.

This effort does not only focus on providing the right tools for the toolbox, but also on creating a forum for multinational solutions. Within this framework smaller nations can cooperate to procure capabilities that they would not be able to afford on their own.

Within this initiative Denmark is committed to three multinational initiatives focusing on providing capabilities for the deployment of forces:

- Strategic Air Transport
- Air-to-Air Refueling
- and Strategic Sea Transport, where Denmark has gained a high profile through a full-time charter of a civilian transport ship. This transport ship has all ready showed its value to the Alliance.

Since the end of the Cold War the Danish armed forces have had a number of defense agreements – all characterized by reductions in our force structure.

Internationally Deployable Military Capabilities as well as Homeland Security, including the ability to counter terrorist acts and their effects

However, although they were quite drastic, they basically maintained our Cold War force structure as the founding principle - a structure designed for territorial defense and based on mobilization of conscripts. As we embarked on the journey towards the next defense agreement, we came to realize that we had reached the “end of the sausage”, and that a fundamental new approach was needed.

Consequently, we have chosen a different approach, a so-called “Capability Based Approach”, re-designing Danish Defense from scratch. The fundament of the approach was an analysis of the security policy issues affecting the nature, composition and size of the armed forces.

- **Danish Foreign Policy:** The fundamental objectives of Danish foreign policy are to promote Denmark's sovereignty, its security, and Danish interests and prosperity. At the same time protecting and promoting the norms and values of international rule of law, human rights and democracy.

- **Danish Security Policy:** As a vital part of the foreign policy, Danish security policy has the objective to:
 - Maintain Danish sovereignty.
 - Counter both direct and indirect threats against Danish territory and Danish citizens.
 - Promote international peace and security through prevention of conflicts and war, peace keeping and peace making operations and confidence building measures.

- **Danish Defense Tasks:** Based on the assessment of the international security environment the following two main tasks for Danish Defense have been identified:
 - Internationally deployable military capabilities, and
 - Homeland Security, including the ability to counter terrorist acts and their effects.

The derived consequences for the Danish Armed Forces can be summarized as follows:

- The part of the Danish defense based on mobilization will be abandoned and the current structures for re-generation of forces will be changed:
- A limited conscription will be maintained and furthermore, the focus will change towards **Homeland Security**.

This will leave Danish defense with fewer but professional (on contract) forces and units. Forces need to be: Available, Deployable and Sustainable. The international developments and the changes in Danish defense create an immediate need for strengthening the Danish procurement budget.

The increased focus on “Homeland Security” after the attack 11 September 2001 has the following consequences:

- a) Staggered use of deployable capabilities will enable employment both internationally and in the homeland security if so needed.**
- b) Conscription of short duration in order to train for the broader homeland security role (First aid, NBC, fire fighting, small arms training and small unit co-operation) will be established.**
- c) Finally the Danish defense aims to strengthen the co-operation with other government authorities in order to enhance the wider homeland security.**
- d) In this respect, an integration of the voluntary Home Guard into the armed forces structure should be given consideration.**

The transformation of the Danish Armed Forces from a traditional defense based largely on mobilization supplemented with professionally manned units for international operations to a Danish Expeditionary Armed Force focused on the capability to global employment and insertion of deployable forces for the full range of Alliance missions necessitates a need for adjustment of the present personnel structure.

The Danish personnel structure is quite different compared to US or UK force structures as all officers and a large part of the NCOs serve until they are 60 years of age. The future in general will require a younger and more flexible personnel force due to among other the following reasons:

- The service duties have changed in geography from primarily being within Danish territory, sometimes temporarily interrupted by periods abroad during international operations, to more frequent and longer lasting duties abroad temporarily interrupted by training and off-duty periods in Denmark.
- The physical military requirements are increased as a consequence of focus on high readiness forces for the full range of Alliance missions beyond NATO territory.
- Each time a new structure is established in one of the three elements the other two will get fewer resources.
- It is therefore essential to find the right balance between these three elements in order to have the exact management and support structure needed and to avoid excessive structures.

- As there – in general - is no political will to increase the Danish defense spending we need to spend our resources more wisely in order to increase the output. The first step in this process is proposed to be a streamlining/rationalization of our staff and support structures.

The second step is proposed to be the transformation of our current operational capabilities – or force structure – from a cold war force structure focused on territorial defense within NATO to an expeditionary force structure geared for the 21st. century.

- The new proposed military structure is based on elements in inverse proportionality. (One goes up, another goes down)
- The transformation impacts on the composition of the personnel resource. The balance is changed from a ratio of 60 to 40 in favor of the staff elements and the support structure to instead being in favor of operational elements.
- The change has been accomplished by establishing so called functional services in a number of areas that were formerly taken care by each individual service: army, navy and air force respectively, and by reducing the staff- and support structure in general.
- The agreement will transform the Danish armed forces by making them far more relevant in today's security environment.

Overall, this is accomplished by:

- Abandoning mobilization defense and adjoining structures

- Change the conscription to be better suited to match requirements for total defense and recruitment for regular forces
- Rationalizing and centralizing staff and support structures in order to free up resources
- More usable operational units of better quality
- More resources to INTOPS and, activities and materiel
- Reorganizing the national rescue services and the Home Guard under the MOD

This is what the new structure looks like:

- An MOD with the secretary of defense with his staff.
- Defense Cmd. Denmark with approximately 230 regular employees.
- The army with approximately 9100 employees and a little less than 2000 on reaction force contracts
- The navy with approximately 3300 employees and only a few on reaction force contracts (less than 100)
- Air force with approximately 3500 employees and round about 230 on reaction force contract
- Island commanders in Greenland and the Faeroe islands with a total of 110 employees (GLK 95/FRK 14)
- Voluntary Home Guard: The strength of the Voluntary Home Guard is 53.000 man and women, based in companies in all Danish communities and towns.

To support the operational units we have a number of joint “functional services”

- Defense Personnel Service with approx. 700 employees
- Defense Materiel Service with approx. 2300 employees
- Defense Buildings Service with approx. 2050 employees
- Defense Health Service with approx. 370 employees
- Defense accountant service with approx. 200
- And finally the defense academy with approx. 380 employees.

Turning now briefly to the consequences for the three services

The Royal Danish Army

The Royal Danish Army's capability for rapid deployment of forces to prevent crisis from developing or escalating further will be strengthened. At the same time, it will be possible to sustain deployed forces for a longer period of time and to a greater extent than before.

- All territorial forces will be changed into capabilities in the homeland security.
- In place forces will be transformed into "leaner but meaner"
- In the Homeland Security structure, the Army Operational Command is responsible for manning the local Homeland Defense command structures.
- The first Brigade will mainly be manned with professional soldiers and only to a small extent (less

than 10%) with personnel on a special readiness / stand by contract - fully trained. The first brigade is the army's "first in – first out" capability.

- The second Brigade itself can not be counted as an operational capability, but should be seen as a structure designed for training.
- The second Brigade supplies the Army-structure with the capability to have one continuous unit (Battalion-size) in the lower end of CROs (PSO) in addition to the deployable forces.
- The divisional staff and the signal battalion constitute a divisional headquarter, which will be affiliated to a pool of high readiness deployable forces. The divisional troops are comprised of several minor units.
- The Logistic Support Group will naturally support the deployable forces in the commitment of international operations. It is organized in a National Support Battalion and a Logistic battalion, and it will be able to support an HRF deployable force of up to a reinforced brigade size.

The Royal Danish Navy

The specialized capabilities of The Royal Danish Navy in conducting littoral operations have been maintained. The ability to participate in NATO's Standing Naval Force, including participation in NATO Response Force, will be prioritized. Moreover the Navy's capability to perform domestic tasks, including tasks in the North Atlantic region, has been maintained.

To sum up the Navy is transformed into a versatile toolbox.

- Specialized in littoral operations.
- Able to operate globally and contribute significantly to a joint scenario.
- The flexible support ships will be well suited to cater for the role as Deployable Joint Task Force HQ.
- Able to deploy up to battalion value without having to ask others for support.
- Projection of major parts of its fighting power in on land.
- With a doubling of the manning in Danish Task Group Staff, the Navy will have a strengthened command and control capability, so that the flexible support ships and the patrol ships can be used optimally as command and control platforms.
- The Frogman Corps, like the land based SOF, is strengthened
- Ships may also - together with an increased transport helicopter capability - be used in support of Danish SOF contributions in the future.

The Royal Danish Air Force

The Royal Danish Air Force organization will transform into a wing structure of three Wings supporting fighter aircraft, transport aircraft and helicopters respectively. In addition, the supportive Control and Reporting Wing will be joined by a new wing construction, the Expeditionary Combat Support Wing responsible for providing the

airforce's deployable combat support and combat service support capabilities.

- Permanent national tasks – e.g. air space surveillance, air space policing – not all structures within the air force will become deployable.
- Three F-16 SQN have been reduced into two. However these two SQN will still be capable of deploying 16 aircraft.
- Change of focus towards expeditionary warfare.
- Two CRC changed into one Static CRC and one mobile CRC (expeditionary).
- The Expeditionary Combat Support Wing is a new Capability. This unit will provide support to the other deployable capacities regarding for instance communication, guarding, evacuation, medical support etc.
- Also the transport SQN with new C130 aircraft and helicopter SQN with for instance new EH-101 helicopters will be expeditionary.
- Ground based air defense DEHAWK is decommissioned.

The Compulsory Military Service (Conscription) has been Re-Organized

The traditional compulsory military service scheme, i.e. conscription, has been reorganized re-directed at purposes and needs of the **A) Total Defense** instead of the needs of the old mobilization force structure. At the same time, the compulsory military service scheme will form the **B) basis for recruitment** for either pro-longed

military service contracts or a full career in the ranks. And like our previous conscription system it will be part of maintaining the strong links between the services and the society and contributes to the foundation of the Danish population's strong support for the armed forces.

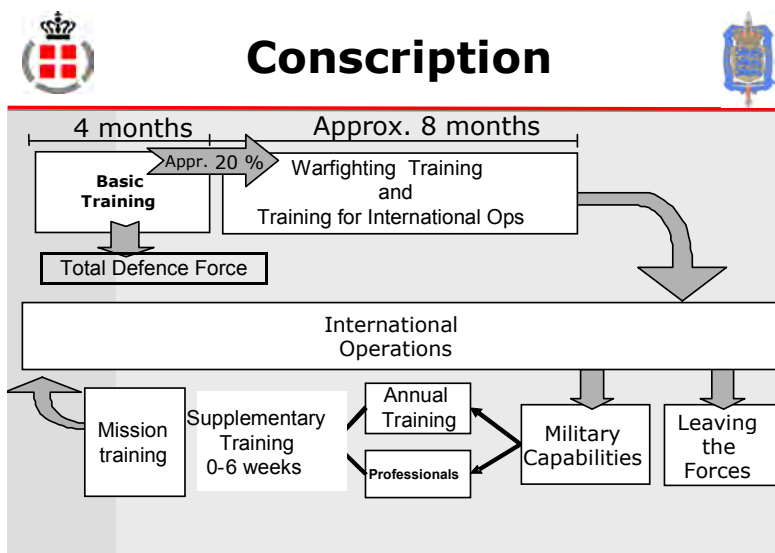
The requirements of Danish armed forces determine the number of young people enrolled in military service. **All young men are required to enlist and all young women are invited to attend** “The Day of the Danish armed forces”. On this day, we introduce our-selves and the services present employment and career opportunities and distribute information material. Based on their participation in this presentation of Danish armed forces, the participants then inform Danish armed forces whether they would like to do voluntary military service or whether they are interested in another form of employment with Danish armed forces. To make the voluntary military service more desirable remuneration as well as other benefits for conscripts have been improved from previous levels.

We draw up contracts for voluntary military service with those interested and determine the shortfall between these and the number of conscripts needed. The remainder will be drafted as conscripts. Before entering service, both volunteers and conscripts will be examined by an independent doctor in order to determine the individual's suitability for military service.

The conscripts will receive a four month training focusing on the tasks related to the Total Defense. This is training in first aid, countering Nuclear Biological and Chemical catastrophes, fire fighting, small arms training and small unit co-operation in order to give them the necessary qualifications to assist in these contexts.²⁰

- (1) After the four month of training the conscripts will be transferred to a pool under an alert status. This means that they might be called in for additional service in a certain number of months. (Total Defense Force).
- (2) The conscripts may volunteer for 8 month additional training to be a part of the Danish armed forces' deployable forces. When training for the deployable forces has been successfully completed, the recruited

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soldier can choose between becoming a professional soldier or transfer to a reserve pool of contract volunteers on a special readiness/stand-by contract. Once professional soldiers and contract volunteers are dismissed from service they are automatically registered as trained personnel in a database used by the Total Defense in case of grave national crisis.

The re-defined compulsory military service, including issues regarding number of conscripts and duration and contents of the military service, will be re-evaluated by the end of 2006 in order to optimize the system or cancel it all together.

The change in conscription primarily affects the army, as the army is the primary user of conscripts in the future as it was in the past.

- **Nearly 7,000 conscripts will be called up every year. (Today app. 9,000). Aim: recruiting 20 % for the deployable capabilities.**
- **80% of the conscripts not recruited will enter the “total defense force”.**

Veterans

Denmark engaged in UN Peace Keeping missions from the very beginning in 1948. Since then approx. 100.000 Danish soldiers have been deployed all over the world. Participation in these international Peace Support Operations has created a new type of Veterans. In

Denmark no special attention was paid to these veterans until the deployment in Balkan in 1992. The development in the former Yugoslavia caused a lot of casualties in the Danish units participating initially in the UN-lead UNPROFOR and later in the NATO lead IFOR/SFOR and KFOR. Since 1992 the Danish armed forces in cooperation with the military trade unions and The Blue Berets has developed a system for Veteran Support named the Partner Model.

When the soldiers and their units deploy, they will normally be part of a multinational formation, which could be:

- A Peace Keeping Force of the United Nations
- A UN mandated multinational force set up by a Regional Defense Organization.
- A UN mandated multinational force mainly organized and commanded by a lead nation.
- A multinational force consisting of “A COALITION OF THE WILLING” and normally with a strong lead nation.

Whatever the political aims and objectives for the deployment are, and whatever the type of Rules of Engagement are, the individual soldier will experience a deployment into a war or a warlike environment.

When a multinational Peace Support Operation has been politically decided, the preparation of soldiers and their families must take place in the following sequence:

Activities to take place before the Mission

In view of the character of the mission, soldiers have to perform in the framework of multinational peace support operations. The soldiers should be provided by their respective national governments:

- Before the deployment with an appropriate training, including the psychological aspects of such an operation, to include detailed information concerning their obligations and responsibilities towards the civilian population under Humanitarian and human rights laws.
- Adequate and qualified mental/psychological preparation. This also covers the needs of their families. (Incl. medical and PTSD screening)
- Families must be informed about the mission, the objectives, timeframes and how to deal with the "absence" of son/husband/father.
- Family networks must be established.
- Information about "Comrade Support" should be undertaken

Activities to take place during the Mission

During this period, there is a need to give advice and support to families in Family Support Centers in all Home Garrisons (Cooperation between the military, the military associations and Veterans Associations). Mental Acute Crisis Intervention Teams should be available both in the mission area and for families. (To include Comrade Support)

Activities to take place after the Mission

The self-respect of the individual soldier and his recognition by the citizens of the nation must be supported. In a traditional war, the soldiers are fighting for "God, King and Fatherland". In a multinational unit, commanded by an international organization as for example the United Nations, focus on the nation's responsibility and benefit of the soldier's deployment, and could be depressed. It is important for the soldier's social status, that he is seen as a national soldier, fighting for the nations interests, and not as a mercenary.

In Denmark we have a long tradition for having military trade unions, with the right for negotiating personnel related themes, and also with the right of making agreements with the government on matters as payment, social support, systems for cooperation between the commanders and the soldiers etc. Also we have a long tradition for at close cooperation between the Danish armed forces and the veteran's organizations. In order to secure a good life for the veterans from the international missions, it is necessary to establish a close cooperation between the three players on the scene, the Government, the Military Trade Unions and Veterans Organizations.

There is no doubt, that the Government has the full responsibility for the welfare of veterans and their families. In order to coordinate available resources, the Partner Model has been developed. The Comrade Support was organized by **The Blue Berets** in 2001 as it was deemed necessary to establish a more efficient system to identify and treat veterans with physical and/or

psychological problems from their deployment into international Peace Support Operations.

The **Comrade Support structure** is manned with veterans, who on a voluntarily basis are supporting their fellow veterans in need. The focus element is the Telephone line. Any veteran, his family or friends can call the line and get support. The support can be given as “just listening” or practical assistance in taking contact to hospitals, psychologists etc. The “Group activities” are setting up group activities for veterans who need to have a period together with other veterans in order to regain their mental health. It could be a week in the Norwegian mountains, a week in canoe in Sweden or just a week-end with repelling.

Also the Comrade Support are setting up Family Support networks for deployed units, and in order to make sure, that all our active members are able to give the right type of support, we arrange training seminars. The new defense act recognized this voluntary work, and the Comrade Support is now a part of the personnel care system for the Danish armed forces Expeditionary Force.

In order to coordinate the activities, a steering group has been established. The chairman of this group is the Chief of the Defense Personnel Service, a Major General, and the daily leader of the system is the President of The Blue Berets. The Comrade Support has been funded with € 300.000 a year (for the next five years).



To sum up the Danish Armed Forces' transformation effort aim to:

- Streamlining and rationalization of staff and support structures and
- Ensure transformation of operational capabilities to meet the requirements of the 21st. century:
 - Expeditionary warfare over the full spectrum of operations, and
- **As a consequence: Focus on Care for the Veterans.**