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(2024–2025)

Norwegian exports of defence-related products in 2024, export control and international non-proliferation cooperation

*Recommendation of 6 June 2025 from the Ministry of Foreign Affairs,
approved in the Council of State the same day.
(White paper from the Støre Government)*

Summary

The Government has published an annual white paper on exports of defence-related products since 1997, making this the 30th in the series. This white paper provides an account of Norwegian exports of arms, ammunition and other military equipment and components, related technology and services for military use (shortened to ‘defence-related products’ in the rest of this document) in 2024. It also contains information about exports of dual-use items for military use abroad.

Norway’s export control system has two purposes: 1) to ensure that exports of defence-related products from Norway are carried out in line with Norwegian security and defence policy, and 2) to ensure that exports of dual-use items do not contribute to the proliferation of weapons of mass destruction (nuclear, chemical and biological weapons) or their means of delivery. All decisions to permit the export of defence-related products are made at the national level. Export control to prevent the proliferation of dual-use items and technology that could be used for weapons of mass destruction (WMD) programmes or for the purposes of terrorism is primarily based on efforts under the multilateral export control regimes. All licence applications for the export of defence-related products are carefully assessed in line with the Ministry of Foreign Affairs guidelines for dealing with applications concerning the export of defence-related products, as well as technology and services for military purposes.

This is the first in this series of white papers to be presented since the Directorate for Export Control and Sanctions (DEKSA) was established on 1 January 2025. This year’s white paper therefore devotes particular attention to the division of responsibilities between the Ministry of Foreign Affairs and DEKSA in the field of export control and sanctions. DEKSA has taken over administrative responsibility for export control and is charged with implementing the Government’s policy in this area. DEKSA is also responsible for ensuring that Norway fulfils its international sanctions obligations, and for implementing the sanctions Norway has aligned

itself with. The Minister of Foreign Affairs still has constitutional responsibility for export control, including responsibility for the development of policy and legislation and for Norway's participation in the multilateral export control regimes.

Russia's illegal full-scale invasion of Ukraine in February 2022 has dramatically changed the security situation in Europe, and this has also had an impact on Norway's policy on export control and sanctions. Norway's policy in this area must be designed to ensure that we can support Ukraine in its legitimate fight to defend itself, while also strengthening national, European and Allied security. The decision to permit direct sales of defence-related products from Norwegian companies to Ukraine as of 1 January 2024 is one of the most important changes the Government has introduced in the field of export control in 2024. This was followed by a further change to Norwegian export control practice in March the same year when the Government decided to permit the transfer of technology from Norwegian defence companies to Ukraine as well.

Considering these developments, this year's white paper contains a separate chapter on exports to Ukraine, which outlines current export control practice regarding Ukraine. Information is also provided about the Government's increased investments in the Norwegian defence industry, and about the vital role the defence industry plays both in maintaining Norwegian military support to Ukraine and in ensuring national and Allied preparedness and security. The Government will continue to provide a clear and predictable framework for the export activities of defence industry companies.

The white paper also describes how the changed security situation and technological developments are creating challenges for Norway's globalised business sector, as well as how the difficult balancing act between security and trade policy interests affects export control. Certain new and emerging technologies are so groundbreaking, and of such strategic importance, that countries are seeking to restrict or control trade in them. Semiconductors are one example. Several countries have expanded their export control regimes to encompass certain types of emerging technologies that can be used for both civilian and military purposes. In November 2024, Norway, too, introduced a licensing requirement for such technologies, and a new control list, List III, was incorporated into the Norwegian export control legislation as an appendix to the Export Control Regulations.

The white paper also describes the Ministry's work to strengthen control of technology transfer in the knowledge sector. The Ministry will work to target and strengthen control measures in this area, so that DEKSA (and its national partners) can focus preventive efforts on the cases that are considered to pose the greatest risk to Norway's national security interests. Targeted control in this area will require a clearer definition of what is meant by 'technology' and clarification of who the control measures are to apply to.

The white paper also outlines the role of sanctions as a foreign policy instrument and gives an account of the sanctions imposed on Russia and the Government's work to prevent circumvention.

Exports in 2024

As the white paper shows, the total value of Norwegian exports of defence-related products and dual-use items for military use, technology, services etc. was approximately NOK 16.2 billion in 2024, compared with NOK 11.9 billion in 2023. This represents an increase of around 36 %. By comparison, the percentage increase from 2022 to 2023 was 35 %. This shows that exports of defence-related products are continuing to rise, a reflection of the current security landscape. Most exports of defence-related products from Norway still go to other NATO countries. In 2024, some 96 % of exports of category A products and 89 % of exports of category B products from Norway went to other NATO countries and other European countries. The US was the largest recipient of Norwegian defence-related exports (category A and category B products) in 2024, with an overall value of approximately NOK 3.5 billion (compared with NOK 2.1 billion in 2023).

The total value of exports of category A products (i.e. arms, ammunition and certain types of military equipment and components) was around NOK 12 billion in 2024, compared with NOK 8.6 billion in 2023. The greatest increases in exports were to the US (an increase of approx. NOK 1.4 billion), Romania (an increase of approx. NOK 1.3 billion) and Hungary (an increase of approx. NOK 1.2 billion).

Exports of defence-related products to Ukraine amounted to NOK 945 million in 2024. However, it is important to note that much of the equipment that has been donated from the defence sector is entered in the export accounts at very low values. This is because it is the equipment's *accounting value* that is entered on the customs declaration. For fixed assets, which includes structural equipment such as tanks, aircraft, artillery vehicles and missiles, the full value has usually been recorded.

The white paper contains 11 chapters, including this summary, which forms chapter 1. The Ministry of Defence and DEKSA have provided input to the text of the white paper. DEKSA has also provided the figures and statistics.

Chapter 2 outlines the Government's work to ensure transparency on Norwegian exports of defence-related products and explains how the restrictions that follow from the stringent provisions on the duty of secrecy in section 2 of the Export Control Act affect access to information in this area.

Chapter 3 describes how the changed security situation and rapid technological developments are affecting national efforts relating to export control and sanctions.

Chapter 4 describes the regulatory framework for export control, providing information about the Export Control Act and the Export Control Regulations, including the control lists incorporated as appendices into the Regulations, and the Ministry's guidelines for dealing with export licence applications.

Chapter 5 describes the Ministry's responsibilities and mandate in the field of export control and sanctions and provides an overview of the tasks the Ministry has retained in this area.

Chapter 6 gives a detailed account of DEKSA's mandate, responsibilities and tasks, including how the directorate is organised and how cooperation between the Ministry and DEKSA on

Norway's international export control efforts is structured. This chapter also describes cooperation on export control at the national level.

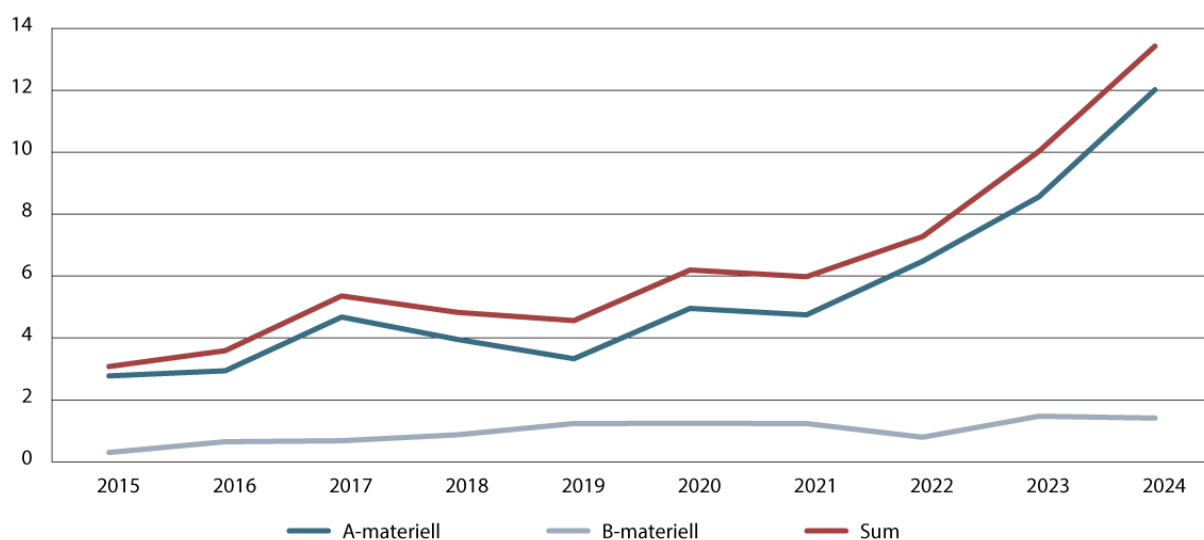
Chapter 7 describes how the Ministry of Foreign Affairs and the Ministry of Defence have worked together since Russia's full-scale invasion of Ukraine in February 2022 to establish an effective, sound framework for dealing with applications concerning the export of defence-related products and technology to Ukraine. This chapter outlines current practice and rules for such exports from Norway to Ukraine and provides an overview of the measures the Government has introduced to strengthen the Norwegian defence industry and increase Norway's military support to Ukraine.

Chapter 8 outlines the Government's ongoing efforts to strengthen control of technology transfer through amendments to the Export Control Regulations.

Chapter 9 provides an overview of the Ministry's and DEKSA's work relating to sanctions and restrictive measures, including a brief description of the EU sanctions against Russia that Norway has aligned itself with.

Chapter 10 describes international cooperation on export control and non-proliferation, including Norway's participation in various regimes, forums and organisations.

Chapter 11 gives an account of actual exports in 2024, and provides information about export licence denials, about the companies involved in the exports, etc. The statistics have been compiled based on reports submitted by the companies to DEKSA in line with the export licence conditions.



Exports of defence-related products 2015–2024 (category A and category B products) in NOK billion

Source: DEKSA